



Department for  
Business, Energy  
& Industrial Strategy

# THE COMMITTEE ON CLIMATE CHANGE

Tailored Review Report 2018

June 2018

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## Executive summary

Since its establishment in 2008, the Committee on Climate Change (CCC)<sup>1</sup> has continually developed its offer to government, accumulating more expertise and finding new ways to share intelligence on climate change. It proactively manages its statutory responsibilities, and continues to build on its complementary expertise.

This Tailored Review has been conducted in line with [Cabinet Office principles](#) and is a light touch review being proportionate, timely, challenging, inclusive, transparent and providing value for money. Its emphasis is on:

- Form & function;
- Improving effectiveness and efficiency; and
- Governance.

The Climate Change Act (2008) (CCA) established the CCC and sets out much of its remit. In addition, the Climate Change (Scotland) Act 2009 and the Environment (Wales) Act 2016 give the CCC a number of functions in relation to Scotland and Wales. The CCC's independence is critically important to the quality of advice it is able to offer.

There is strong evidence of effectiveness, with the breadth and detail of CCC's advice having further increased over the period since the organisation was last reviewed. In addition, the key overarching aim of helping the UK to reduce its greenhouse gas emissions has been achieved while the UK's economy has grown.

The CCC has a good relationship with its sponsors – BEIS, Defra and the devolved administrations. All parties have demonstrated mutual commitment to working closely on shared objectives. The Review will look to build on these existing relationships and increase the various links between CCC and its sponsors.

The contribution of the CCC is well respected and highly valued by UK and international stakeholders, including international governments.

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<sup>1</sup> When this report refers to 'CCC' it is the organisation as a whole, consisting of both Committees (main committee and the Adaptation Sub-Committee) and the secretariat. When it refers only to 'the Committee' it is referring to the panel of experts, not the secretariat function.

# List of recommendations

## Recommendation 1: Governance

### **Framework Document to be updated**

Cabinet Office recommends that a Framework Document (or equivalent) be revised at least every 3 years. The Committee on Climate Change has a corporate and business plan, with high-level corporate objectives to 2019-20. However, the organisation's Framework Document was published in 2010 and has not since been revised. The Committee on Climate Change Corporate Plan is not considered an equivalent of a Framework Document as it does not have the same degree of scope.

The Committee on Climate Change's Framework Document should be updated by its sponsor bodies and approved by Her Majesty's Treasury for publication by summer 2018. This is to accommodate the views of the new CEO (appointed in April 2018) on the Framework Document.

**Milestone:** Summer 2018

## Recommendation 2: Form and Function

### **A commitment to six-monthly Sponsor Group Meetings**

The Sponsor Group meetings organised and chaired by BEIS are an opportunity for the Committee on Climate Change to meet with representatives from BEIS, Defra and the devolved administrations. The meetings are primarily used to discuss business-as-usual matters, for instance relating to finance, work plans and recruitment. The review recommends that Sponsor Group meetings should also have succession planning as a recurring item in order to ensure that the appropriate level of skill and individual expertise is maintained.

Although the meetings are to take place biannually, the last of these meetings took place in February 2017.

BEIS policy sponsors should implement a more robust calendar of Sponsor Group meetings, with schedules for when these are to take place, sent in a timely manner so as to ensure maximum attendance and prioritisation.

**Milestone:** Spring 2018

## Recommendation 3: Effectiveness and Efficiency

**The BEIS policy sponsor team should ensure that CCC Sponsor Group Meetings have the right representation, enabling CCC access to wider functions and support from its sponsor organisations.**

The Committee on Climate Change workload fluctuates significantly, both from year to year and within a given year, which can lead to inefficiencies. Over the last two years, the introduction of new responsibilities under the Shale Gas Act and requests for additional work has maintained a full workload for both the CCC and ASC.

With the specific objective of using this as a platform to increase links with the Committee on Climate Change, BEIS should widen the scope of Sponsor Group meetings to include for example, staff from Communications, Partnerships and Governance directorate. This would ensure the relevant experts from across BEIS were available to support the Committee on Climate Change in delivering its objectives.

BEIS now has Governance Sponsors as part of the new sponsorship model. Their role is to support the Committee on Climate Change's policy sponsors and the Committee on governance issues, enabling more effective handling of such issues. This should ensure better planning between the Committee on Climate Change and BEIS. Sponsor Group meetings are an opportunity to discuss relevant governance issues and thereby avoid duplication of effort and more effective outcomes.

To support this, CCC should continue to work closely with its sponsors in the devolved administrations, Defra and BEIS, ensuring they are kept regularly informed of the progress of work.

**Milestone:** May 2018

## Introduction

The CCC is based in central London. It comprises two separate committees; the mitigation committee with a Chair and eight independent members; and the Adaptation Sub-Committee, which comprises of an adaptation committee with a Chair and five independent members. The secretariat of 28 includes staff working on mitigation issues for the CCC and adaptation issues for the ASC. The CCC's key statutory duties are to:

- Advise on the appropriate level of UK and Welsh carbon budgets and the steps required to meet them<sup>2</sup>;
- Monitor progress towards meeting UK and Welsh carbon budgets and recommending actions to keep budgets on track (this includes providing statutory reports to Parliament and the devolved legislatures);
- Advise on the preparation of UK Climate Change Risk Assessments and progress towards implementation of the UK government's National Adaptation Programme;
- Report on the progress made towards implementing Scotland's adaptation programme under the terms of the Climate Change (Scotland) Act 2009; and
- Respond to requests for advice from sponsor bodies, including providing advice on emissions targets and progress in reducing emissions and adaptation. For example, Scottish Ministers have requested advice from the CCC in fulfilling a number of duties under the Climate Change (Scotland) Act 2009, including setting annual emissions reduction targets, and assessing progress in reducing emissions and adapting to climate change and Welsh Ministers have requested advice in relation to the Environment (Wales) Act 2016.

The CCC is sponsored by BEIS and Defra. The Welsh Government, the Scottish Government and the Northern Ireland Executive also sponsor the CCC for activity relating to devolved legislation. The Adaptation Sub-Committee, which is part of the CCC, was also established under the CCA to support the CCC in advising and reporting the progress on adaptation to unavoidable climate change.

In the financial year 2017-18, CCC had a total budget allocation by BEIS and the devolved administrations of circa £2.6m, plus additional, individually agreed items of funding. When combined with the ASC's allocation of circa £0.8m from Defra and the devolved administrations, the CCC's total budget allocation for 2017-18 is circa £3.4m.

The Chairs of the CCC and ASC are accountable to the Secretaries of State for BEIS and Defra respectively, and Ministers in the Devolved Administrations. Communications between the CCC and ASC and the responsible Ministers should normally be through the Chair.

Committee members are appointed to provide expertise across a broad spectrum of areas important to climate change mitigation and adaptation.

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<sup>2</sup> The budgets define the maximum level of CO<sub>2</sub> and other greenhouse gases which the UK can emit in each five-year budget period, beginning with 2008-12 in the UK and 2016-20 in Wales.

## Background

The CCC became a Non-Departmental Public Body (NDPB) of BEIS in 2016. It was, at the time of its 2014 Triennial Review, an NDPB of DECC.

The CCC performs a statutory duty by giving advice on climate change independently of Ministerial direction. But its independence is also critical to CCC's ability to meet its legislative responsibilities. In particular, the CCC's statutory responsibility to advise the Secretary of State and Scottish and Welsh Ministers on long-term carbon budgets and through the ASC to scrutinise progress of the National Adaptation Programme is important to its relationship with its sponsor organisations and its relationship with external stakeholders.

Under the CCA, the CCC has a statutory duty to report to Parliament and the devolved legislatures, at defined intervals, as part of its 'holding to account' role. It assesses both the progress made towards meeting carbon budgets, and progress in setting and meeting the UK government's objectives, proposals and policies set out in the national Adaptation Programme, and reports to Parliament. In Wales, the CCC provides advice on setting targets and budgets, and will produce progress reports at regular intervals. Scottish Ministers request advice from the CCC on a range of matters, including on setting annual emissions reduction targets and progress towards targets as required under the Climate Change (Scotland) Act 2009.

The CCC does not set government policy, but it can offer options and alternatives with advice on how emissions targets might be met or adaptation objectives should be set and achieved. In the years since the 2014 Triennial Review, progress monitoring year to year has developed over time. The CCC's recommendations also reflect and require an increasing level of detail and emphasis, now that UK carbon budgets set out to 2032 are delivering.

The support and promotion of clean growth by the CCC is not a statutory duty or obligation, though the Committee recognises the importance of economic growth and the significance of the UK government's Industrial Strategy, together with the links between these priorities and continued emissions reductions.

### 2014 Triennial Review

The Tailored Review team considered whether the form of CCC could be merged with another organisation. As part of the 2014 Triennial Review, the CCC was assessed on whether its function was still required. The Review concluded that the CCC had the necessary expertise to provide the detailed analysis and advice required to ensure that government set and maintained appropriate targets and was held accountable, as set out in its core functions under the CCA. It also concluded that any change in delivery model which compromised the real or perceived independence of the Committee would fundamentally undermine its ability to deliver its functions.

The Tailored Review supports the previous finding that moving the CCC to within BEIS, or to merge it with another organisation, could mean creating a perception that it is no longer able to fulfil its legislative requirement under the CCA with sufficient independence or political impartiality.

The 2014 Triennial Review of the CCC provided a comprehensive analysis of delivery options and concluded:

“The scientific evidence relating to climate change impacts provides a strong case for continued delivery of the functions of the Committee. It is considered that the high level of expertise within both the Committee and Adaptation Sub-Committee (ASC) and the Secretariat is essential for the delivery of the functions. There would be governance concerns in terms of the independent advice provided if it were to be provided by the voluntary sector, private sector or in-house. In addition, there would be a high risk of losing some of the capacity and capability to deliver the advice. The continued delivery of the advice by an NDPB would avoid the risk of loss of either capacity or independence. It would also ensure that advice provided in the future is consistent with that provided in the past. If circumstances arise to change that advice, then a clear audit trail would provide a transparent explanation of why this had occurred”.

The Triennial Review made 11 recommendations to improve the working relationships between the CCC and its sponsors. Following that review, in August 2014, the Cross Departmental Internal Audit Service found that eight of the 11 recommendations had been satisfactorily implemented. The recommendations that were not implemented are as follows:

- That the CCC’s Framework Document be updated.
- Formal arrangements are put in place for updating the Climate Change Act 2008 Concordat.
- That the Sponsor Teams (then in DECC and Defra, now in BEIS) put in place procedures whereby their Departmental Boards receive an annual update on the CCC and the ASC, such as when the CCC Annual Report and Accounts are issued.

The recommendations made by this Tailored Review confirm that these should be implemented, taking into account changes in ways of working made since the machinery of government changes that merged the former departments of DECC and BIS to form BEIS. In terms of the 3rd recommendation, CCC should align with whatever current requirements for Departmental reporting are in place, including whatever is needed for Departmental Boards.

## UK leaving the European Union

As part of the review, the impact on the CCC of the UK leaving the EU was considered.

As the CCA is domestic UK legislation, the UK leaving the EU does not affect this legislation and UK carbon reduction targets or requirements for a CCRA and National Adaptation Programme.

New policies might be required to reduce emissions if and where policies previously implemented based on the guiding principles of various related EU directives no longer apply, or are adjusted with changes to carbon reduction commitments. Any introduction of new or replacement policies may lead to additional review work for the CCC, as the CCC will need to assess their adequacy in order to meet the relevant carbon budgets.

The CCA does provide for CCC to receive grants from other non-governmental organisations and research funds, which could come from within the EU. However, the CCC has indicated they are not currently in receipt of any grants from the EU research and innovation funds and related organisations.

## Devolution

Under section 38 of the CCA, there is a duty on the CCC to provide advice, analysis, information or other assistance to a 'national authority' on request. Requests under this section should be afforded an equivalent level of priority as the CCC's other duties under the Act.

Scotland, Wales and Northern Ireland have varying degrees of devolved competence in how they address climate change and have adopted a range of approaches; for example Scotland and Wales have their own domestic climate change legislation and statutory emissions reduction targets. The Scottish Government receives advice from the Committee on a number of statutory and non-statutory matters as set out in the CCC's Corporate Plan. The CCC Corporate Plan includes any work which the CCC has been asked to complete for the devolved administrations. The CCC also publishes an annual report on progress in reducing emissions in Scotland. The CCC acts as the Welsh Government's statutory advisory body identified in the Environment (Wales) Act 2016.

There is no Northern Ireland Climate Change legislation therefore NI cannot set legally binding GHG emissions reduction targets. Action to address reductions in GHG emissions is taken forward through commitments in the *Programme for Government 2016 – 2021*.

The ASC has a statutory duty under the Climate Change (Scotland) Act 2009 to prepare, at the request of Scottish Ministers, a report setting out its assessment of the progress made towards implementing the adaptation programme. This work has taken place once so far with the publication in 2016 of *Scottish Climate Change Adaptation Programme: An independent assessment*. Welsh Government and the NI Assembly could request their own Climate Change Risk Assessment (CCRA), but this is not a requirement.

The CCC continues to build understanding of different circumstances in the constituent countries of the UK, on both mitigation and adaptation, and to tailor advice accordingly. As indicated in [recommendation 3](#), the CCC should continue to work closely with its sponsors in the devolved administrations, Defra and BEIS, ensuring they are kept regularly informed of the progress of work.

## Form and function

This Tailored Review is required to provide a robust challenge to, and assurance on, the continuing need or otherwise for the functions performed by the CCC.

Interactions between the CCC and its sponsor bodies (BEIS, Defra and the devolved administrations) have included a regular Sponsor Group Meeting. At the time of the review, this meeting has not been held since February 2017 due to workload and staff movements within the BEIS policy sponsorship team, whose responsibility it is to organise.

Climate Change Risk Assessments (CCRAs) are published by the Government every 5 years. The ASC has a statutory duty to provide advice on each CCRA, six months in advance of when it is due to be presented to Parliament, in order to inform the Assessment. At the request of the Government, in July 2016 the ASC acted in a peer review role for CCRA1 (published in 2012) and published an independent Evidence Report to inform the second CCRA.

The ASC is also required to provide a statutory report to Parliament on the National Adaptation Plan by the end of June once every 2 years. This was last provided in June 2017 and the next one will be due in June 2019.

The CCC is required to produce an Annual Progress Report so every other year it lays both the ASC and CCC Progress Reports as a Joint Progress Report. A diagram of these timings is provided in [Annex A](#).

The Chairs are responsible for ensuring that the CCC and ASC's affairs are conducted with appropriate accountability.

The CCC may write to Ministers, for example about consultations, in order to feedback and provide critique. The aim is to generate an impact beyond the 'set piece' of a report.

The CCC holds launches, presentations and stakeholder events, where it takes questions. This creates an opportunity for the CCC to communicate directly to stakeholders while simultaneously gathering feedback from them. As highlighted by the CCC efficiency review, the Committee is a leading international example of how to tackle climate change while growing the economy. Where requested, the CCC has worked closely with BEIS and the Foreign and Commonwealth Office to create opportunities for British companies and diplomacy around the world promoting UK interests internationally.

## Recommendation: Form and function

### **A commitment to six-monthly Sponsor Group Meetings.**

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Although the meetings are to take place biannually, the last of these meetings took place in February 2017.

BEIS should implement a more robust calendar of sponsor group meetings, with schedules of when these are to take place sent in a timely manner so as to ensure maximum attendance and prioritisation.

**Milestone:** Spring 2018

## Effectiveness and efficiency

The CCC continues to take steps to be more effective and efficient. The CCC committed to significant savings as part of the 2010 and the 2015 Spending Review (SR) settlements. The 2015 Spending Review settlement seeks a 13% reduction; this is on top of the 15% saving already delivered under the 2010 SR period.

Although the CCC secretariat is small, the small size of the organisation as a whole means that staff costs comprise two-thirds of expenditure. As the public become more aware of the challenges presented by climate change, the CCC secretariat demonstrates ongoing commitment to, and passion for, high standards in their work, and the work of the committee. The CCC has an experienced secretariat. Its analytical framework and evidence base has matured over time having drawn in new people and built more expertise. This is evident in the increased detail and quality of analysis provided by the CCC.

The CCC analytical team is currently sufficiently resourced to fulfil its statutory functions, and has the degree of expertise required, delivering the Committee's statutory reports, although any new reductions in pay budgets will place increasing pressure on the level of resource within the team. Work on analysis related to climate change mitigation is done separately by CCC and BEIS, which carries a risk of duplication, albeit rare. There is a critical need for the CCC to be able to challenge and critique the department's analytical work independently, in order to ensure effectiveness in this area.

Increased collective visibility of peaks and troughs in the CCC's annual workload would be beneficial. This report recommends this be done through increased engagement across organisations with the sponsor group meetings.

The CCC has also planned to make savings of £170,000 in the research costs for the 6th Carbon Budget advice report compared to the 5th Carbon Budget advice report. To ensure the quality of its advice it is critical that CCC maintains requisite levels of research spend. To protect the quality of the 6th Carbon Budget advice (due at the end of this period), and in the interests of continuous improvement, the associated research funding was separately identified and BEIS acknowledges the CCC's conclusion that this should continue to be protected from baseline savings.

Estates is the largest single category of spend after staff and research costs and the CCC has demonstrated commitment to savings in this area. One saving made recently was to consolidate the CCC's accommodation footprint. The CCC's accommodation costs were approximately £310,000 per annum and have been reduced by approximately £150,000 per annum since the organisation reduced its floor space by half.

The CCC and ASC both use the same IT system which is part of the Defra IBM contract. The contract works well and provides the functionality needed for an organisation of this size and type. The CCC continues to monitor its shared services spend and engage with the BEIS and Cabinet Office strategy in this area. The shared services contract is primarily designed to deal with the significant volumes and sometime complex transactional processing requirements required by Government Departments and large agencies. The contract therefore has limited flexibilities for a small organisation such as the CCC.

## Good corporate governance

The CCC produces a triennial Corporate and Business Plan, the most recent covering the period 2017-2020. As an annex to this report, a completed governance checklist shows CCC has good corporate governance.

Evidence from CCC suggests that many areas of the Framework Document and concordat enable effective working; however these are due an update, the current version having been published in 2010.

One example of where the Framework Document could be clearer is on the appointments process. The Framework Document states the process on appointments, but not on reappointments. The devolved administrations have indicated that it would be helpful for the Framework Document to be clearer on the process for re-appointment of Committee members, and on any differences between this and the standard appointments process. Close consultation on appointments and reappointments between all administrations would be significant in further strengthening relationships between CCC and its sponsor bodies.

## Risk and audit

The Audit Committee supports the main Committee, Adaptation Sub-Committee and the Chief Executive (as Accounting Officer) in their respective responsibilities for control and governance, risk management and associated assurance.

There is evidence of effective working in the secretariat to support both the CCC and ASC, with all parties placing a focus on joining together and shared purpose. They work to bring together separate narratives, for example on buildings and land use. An aim is to bring UK Government departments 'out of their silos' and inspire cross-working. CCC invites BEIS, and the ASC invites Defra and other relevant departments, into project groups which are beneficial as this helps avoid duplication of effort in the work it is doing with that department. CCC and the Scottish and Welsh Governments have an agreed work plan (outlined in the CCC corporate plan) which is fluid throughout the year. There is an appropriate level of engagement on this work. The Scottish Government considers there has been an appropriate level of engagement with CCC on Scotland-specific reports and advice, and this work plan. CCC does other projects that do not directly involve its sponsors, alongside the projects for which they have been commissioned, and on these CCC would not be expected to work as closely with sponsors. This review recommends that there is scope for improvement in the level of engagement and sponsor bodies could support the CCC to explore opportunities in involving sponsors, in all projects that relate to them directly and indirectly. This should be done by ensuring the appropriate level and seniority of staff in attendance at sponsor group meetings. CCC would also benefit from sponsor departments regularly reviewing projects they have planned, where there is CCC interest.

Feedback from Defra is that there are no specific concerns with regards to the ASC and its level of engagement with that department, on its own projects.

The CCC and ASC membership consists of experts. They constructively challenge one another on the various approaches taken. When new Committee members join, it presents an opportunity for new challenge, which the CCC considers healthy. The Committee is

self-managing, in the sense that it operates to get to a consensus and agreed position through a process of robust challenge, not the expectation of concession.

As the Committees and secretariat are small and perform a specific function as identified by the CCA, there is a risk they are considered niche by potential candidates, thereby narrowing the field of potential candidates for job openings. The CCC works to mitigate this through a number of routes, and actively seeks talent and skills to supplement its expertise, including through talent share with Defra and BEIS. Of particular merit is the well-developed system of talent sharing between Defra and the ASC secretariat, with which both CCC and Defra are satisfied. For instance, Defra recently seconded a permanent member of staff on a year-long posting to the ASC secretariat. The current head of adaptation in the ASC secretariat also previously worked for nine years in Defra's climate change team.

## Corporate governance reform

The UK government set out plans to raise standards of corporate governance across the business community in its response to its Green Paper on Corporate Governance Reform, published in August 2017.

Key measures include improving shareholder scrutiny of executive pay, strengthening the employee voice in board-rooms, and building confidence in the way large private companies are run. The UK government intends to deliver this through a mix of changes to the non-legislative UK Corporate Governance Code, business-led action and regulation where necessary.

While these reforms do not directly require such action to be taken by public bodies or UK government departments, BEIS will consider the role it should play in working with both government departments and its Partner Organisations to ensure similar standards are maintained, including the benefits of adopting the voluntary corporate governance principles.

An increased emphasis on proactive relationship management between CCC and BEIS will improve the quality of output of both organisations.

## Recommendation: Governance

### Framework Document to be updated.

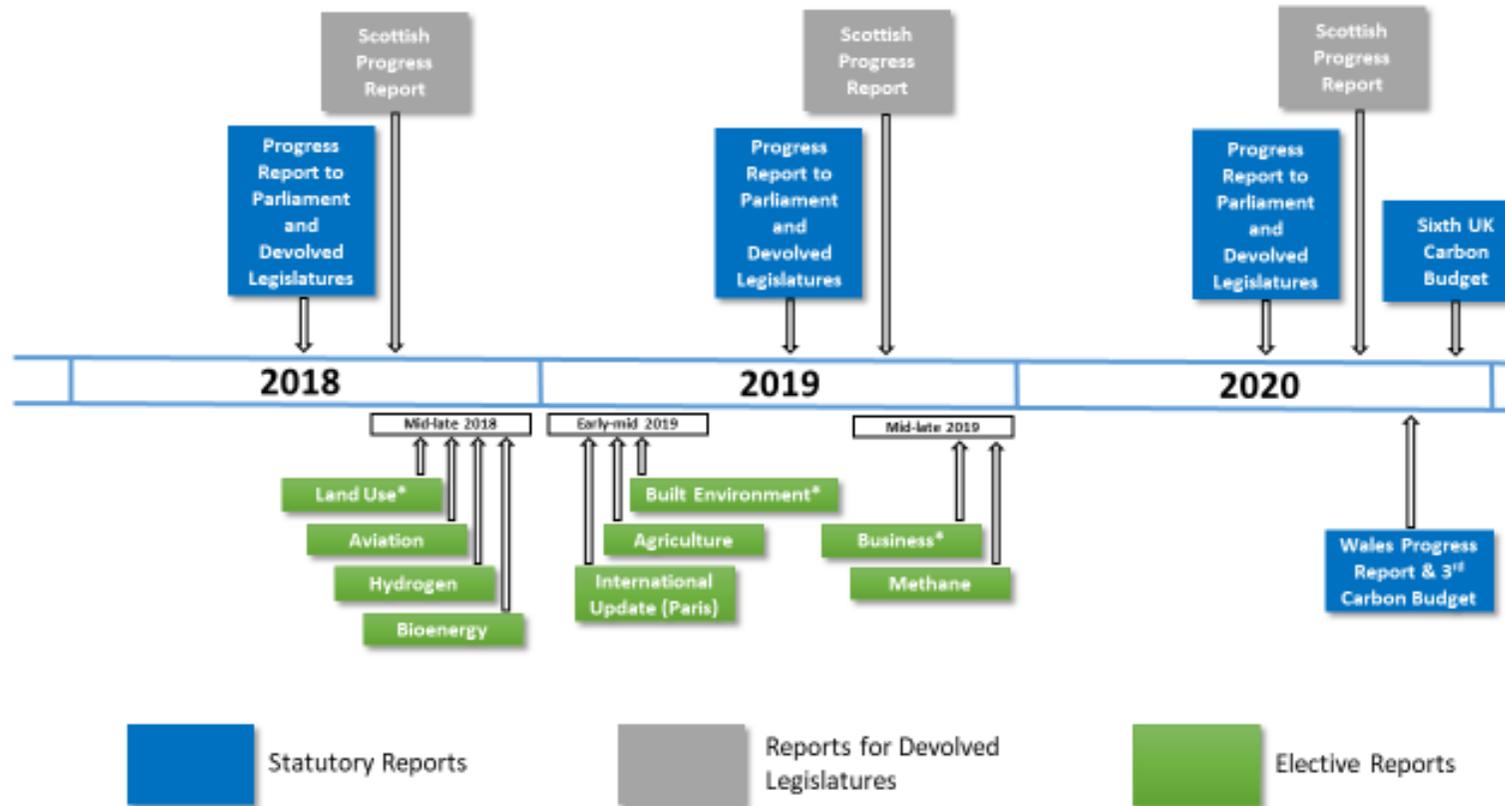
Cabinet Office recommends that a Framework Document (or equivalent) be revised at least every 3 years. The Committee on Climate Change has a corporate and business plan, with high-level corporate objectives to 2019. However, the organisation's Framework Document was published in 2010 and not since been revised. The Committee on Climate Change Corporate Plan is not considered an equivalent of a Framework Document as it does not have the same degree of scope.

The Committee on Climate Change's Framework Document should be updated by CCC and its sponsoring bodies and approved by Her Majesty's Treasury for publication by summer 2018. This is to accommodate the views of the new CEO (appointed April 2018) on the Framework Document.

**Milestone:** Summer 2018

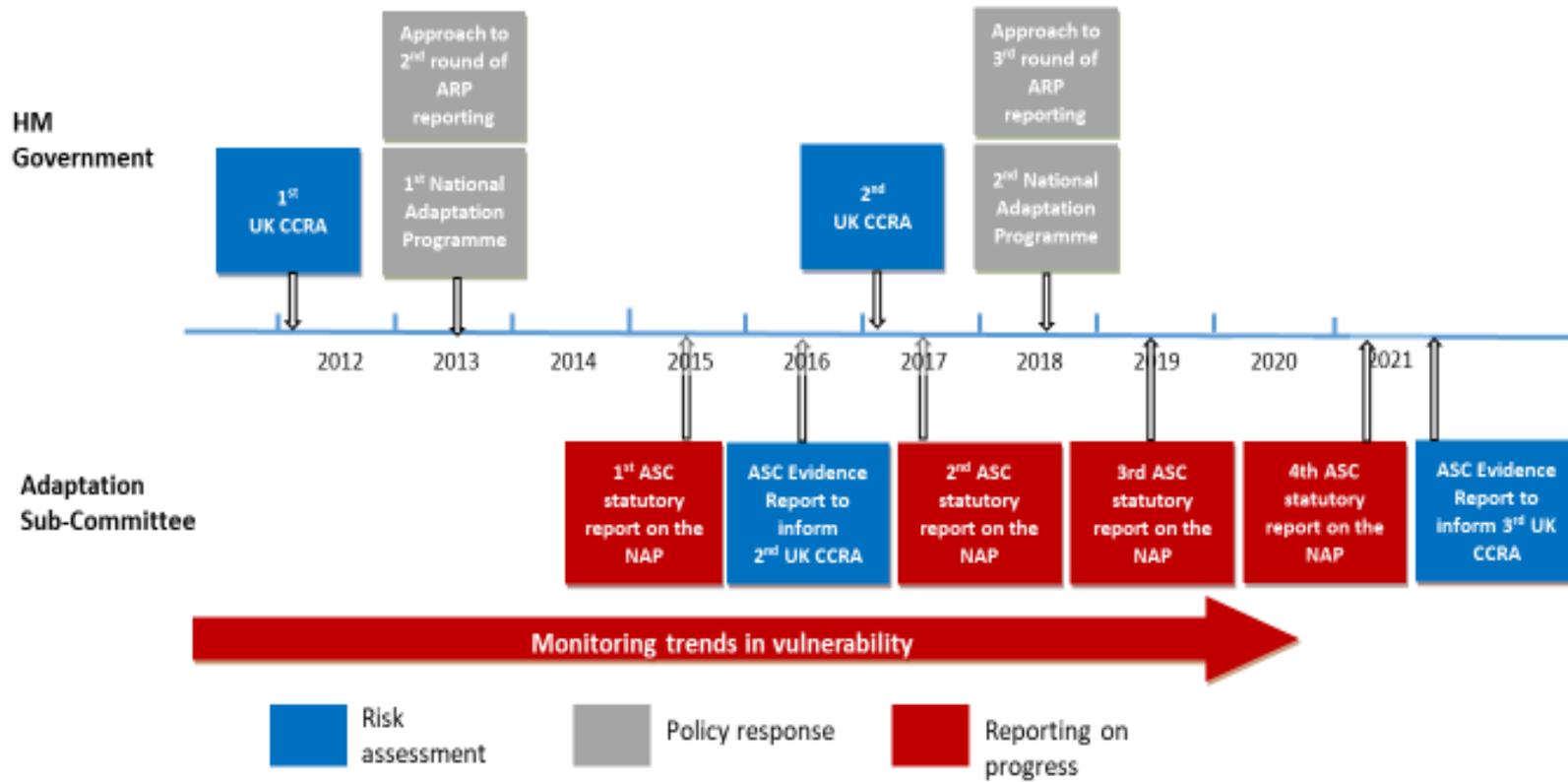
# Annex A: Report schedule and policy cycle

Figure 1: Committee on Climate Change: report schedule



\* Joint Mitigation and Adaptation Report

Figure 2: UK adaptation policy cycle



## Annex B: Approach to Tailored Review

The Committee on Climate Change (CCC) is one of BEIS' Executive Non-Departmental Public Bodies (NDPB's). The CCC was established under the Climate Change Act (CCA) 2008.

BEIS Tailored Reviews will in all cases provide appropriate challenge to the continuing need for the function(s) under scrutiny ensuring that alternative delivery options are considered. The effectiveness with which an organisation conducts its function and its capacity for delivering efficiency savings are also assessed. This is a Tier 3 Tailored Review.

The CCC receives Grant-In-Aid from BEIS, Defra and the Devolved Administrations and has a headcount of 28 staff, 20 of which are permanent. The CCC last had a Triennial Review when it was a NDPB of the Department for Energy & Climate Change. Its findings were published early 2014. Since the previous review, the CCC has continued to meet its statutory objectives.

BEIS Tailored Reviews provide an independent assessment considering whether there is an ongoing need for the functions an organisation performs. They also identify the approaches taken by the department and/or organisation to improve the relationship, share best practice and develop and maintain excellent service delivery that is in the public interest.

In line with the key principles of Tailored Reviews a strategic view is taken to ensure that BEIS Partner Organisations are able to make better links and learn from the good practice of the others. Reviews will establish a continuum. This report assesses progress made since the 2014 Triennial Review of The Committee.

An important principle of Tailored Reviews is that they should be inclusive. The CCC secretariat staff (at all levels) and its sponsorship teams in BEIS, Defra and the Devolved Administrations have been active participants in this Review. Terms of Reference were shared with them, draft versions of this report have been agreed with them, and throughout they have been involved in providing evidence, and in informing the report and recommendations.

## Annex C: List of interviewees

**Penny Seera** – Head of Corporate Services, Committee on Climate Change

**Adrian Gault** – Interim CEO, Committee on Climate Change

**Baroness Brown** – Committee Member, Chair of the Adaptation Sub-Committee

**Daniel Johns** – Committee on Climate Change Secretariat

**Mike Thompson** – Committee on Climate Change Secretariat

**David Joffe** – Committee on Climate Change Secretariat

**Alastair Montgomery** – Scottish Government sponsorship team

**Sara Grainger** – Scottish Government sponsorship team

**Graham Craig** – Wales Government sponsorship team

**David Watson** – Northern Ireland Government

**Fiona Harrison** – Defra sponsorship team

**Rachel Armitage** – BEIS sponsorship team

**Olivia Haslam** – BEIS sponsorship team



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