

Executive

17 March 2016

Report of the Director of City and Environmental Services

Portfolio of Councillor Waller - Executive Member for the Environment

OnePlanetYork – Towards a more resource efficient, sustainable and resilient city

Summary

1. This report sets out ideas for a strengthened organisational and city-wide 'One Planet' sustainability framework designed to deliver the Council Plan 2015-19 ambition to put 'sustainability at the heart of everything we do' and drive wider progress towards more sustainable and resilient 'One Planet living'.
2. If everyone used the same resources as the average York resident we would need three planets not one. This is not sustainable. One Planet frameworks are used across the UK and beyond to strengthen progress and joint working towards a more sustainable and resilient future.
3. The proposals in this report stem from a process of community co-design with a wide range of city stakeholders. They build on the leadership already being shown by organisations, communities and individuals across York.

Recommendations

Executive is asked to support Option 2 – Adopt and implement the proposed OnePlanetYork framework.

Reasons:

- To create a new city-wide Sustainability Framework
- To enable city stakeholders to support a strengthened approach that activates the city at large around York's key challenges and around the concept of York as a resilient and sustainable 'One Planet' city.
- To build on and further strengthen City of York Council's ambitions to put sustainability at the heart of everything it does

(internal and external-facing services), focus on costs and efficiency and work towards One Planet living.

Background

4. York enjoys an enviable reputation as a great place to live, work and visit. In 2008, York's Strategic Partnership set an ambition for York to be 'a leading [sustainable city](#)'. A city with the council and its partners working hard to ensure a vibrant and fair local economy, inclusive and responsive social services and a high quality natural and built environment. The 'Where is York currently at' report in Annex 1 highlights some of the city's key achievements to date across each of these areas.
5. Yet within this there remains a number of enduring challenges. At the city scale, an ageing population, the desire for higher-wage jobs, rising fuel poverty, ongoing disparities in health outcomes, barriers to decent affordable housing, poor air quality and ambitious CO2 and waste targets and it's clear there is still more to do to get the city onto a more sustainable and resilient footing.
6. At an organisational level, there is the business imperative to cut waste and use resources more efficiently, transform services and generate new income streams.
7. It is cities and city regions that are increasingly seen as the most effective spatial level to address such challenges and cities across the UK and beyond are responding.
8. Many cities performing well in terms of being a sustainable city show strong performance across three broad themes: the vibrancy and diversity of the local **economy**, the **health and social wellbeing** of residents and the quality of the **built and natural environment**. Achieving some level of balance between these three interconnected themes is what makes cities truly sustainable.

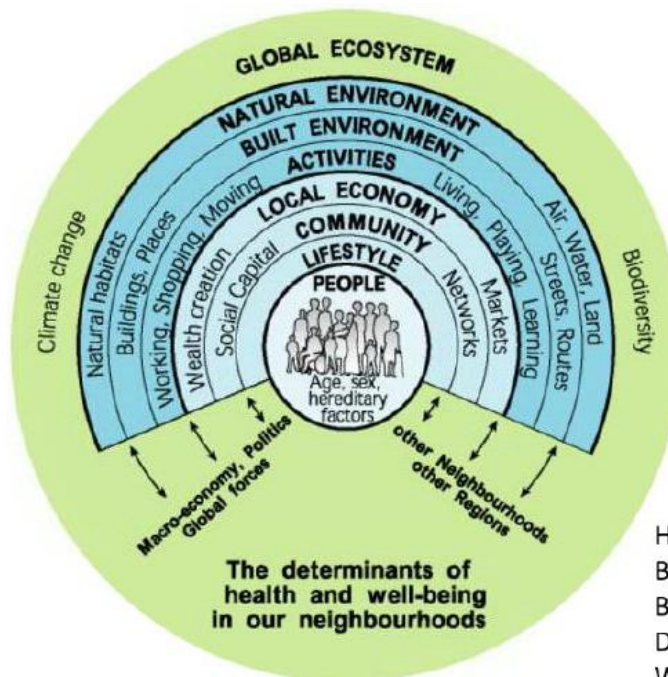
Figure 1

Economy, Society, Environment: A Nested Relationship



Barton and Grant's model for healthy living below clearly shows the key determinants of enduring wellbeing in our communities.

Figure 2



Health Map. 2006
Barton and Grant
Based on
Dahlgren and
Whitehead 1991



A new sustainability framework?

9. In March 2015 a well attended SustainableCity Summit¹ co-hosted by the University of York, York Environment Forum and City of York Council provided a forum to explore how York could strengthen its approach to being a sustainable and resilient city.
10. The Summit considered the One Planet Living framework, versions of which are in use across the UK and beyond. The framework starts from one central idea: We are consuming the resources of three planets when we only have one. At its core are ten clear and easy to understand sustainability principles:

Figure 3



11. Many local organisations are already showing firm leadership on these principles including Nestle (a certified zero waste organisation), Aviva (a leading Living Wage employer), University of York, Tang Hall Big Local, York Explore, St Nicks, Yorkshire Energy Partnership, Edible York, Yorkshire Water, York Civic Trust, Better Bus Partnership and Better Homes Yorkshire, to name but a few.
12. Central to the Summit was recognition that many issues are interlinked and all pervasive with no one organisation in a position to tackle them alone. There was strong interest in seeing the city more as a network of integrated systems requiring enhanced levels of collaboration and partnership. It was suggested that use of the One Planet framework could serve to integrate currently disparate issues

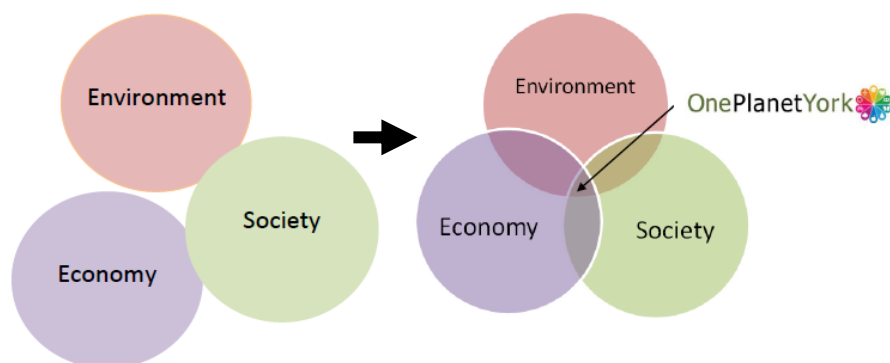
¹ The Summit was attended by over 60 local stakeholders demonstrating a strong level of interest in the issues being discussed

helping the city to better balance economic, societal and environmental pressures. See figure 4.

Figure 4.

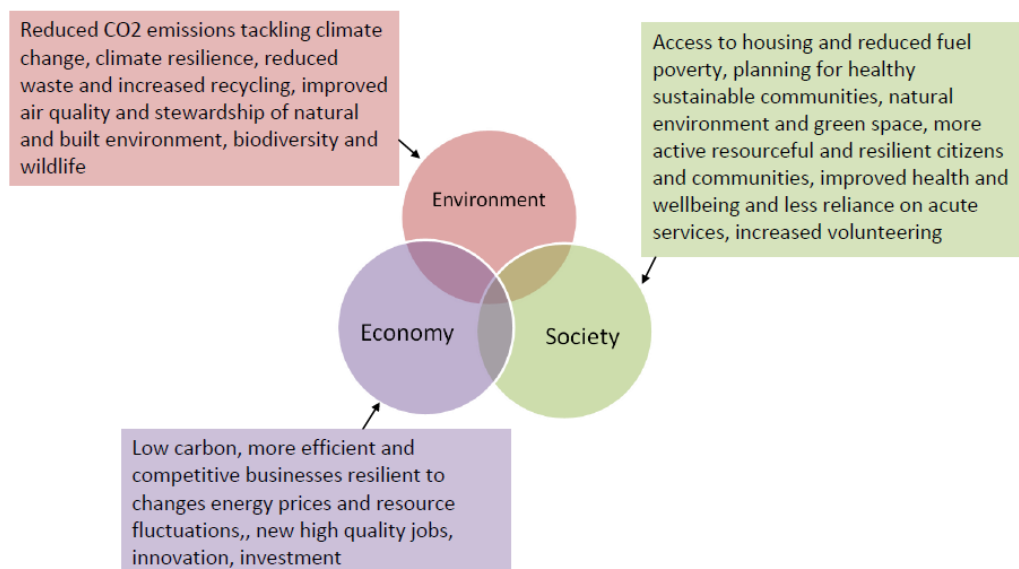
From silos...

To system...



13. Figure 5 illustrates just some of the opportunities deliverable through a more integrated One Planet sustainability framework though there is potential for many more. One example is the public health agenda with opportunities for One Planet principles to drive more joined up work on decent energy efficient homes, reduced fuel poverty and financial exclusion, planning for and access to green space, active travel, local food and building individual and community resilience in a changing climate.

Figure 5.



14. Between March and October 2015, a city stakeholder group facilitated by City of York Council worked to set out what a strengthened sustainability framework for York might look like. This report outlines the proposed key features of this co-designed

framework which comprises two key strands: A OnePlanetYork and a OnePlanetCouncil.

OnePlanetYork:

15. This strand aims to consolidate and further activate city stakeholders within a strengthened shared platform of engagement based around the concept of a York as a 'One Planet' sustainable and resilient city. It is recognised that the council on its own cannot effectively address the city's key challenges, but can act as an enabler to help support and enable actions across the city.
16. In the longer-term, the proposed shared platform would use partnerships to drive change, harnessing the enthusiasm and commitment of city stakeholders, facilitating them to lead the agenda and drive future progress.

OnePlanetCouncil:

17. There are 2 main elements to this strand of the programme. This reflects the various roles CYC will play to enable change:
 - 1) Enabling and facilitating change through the creation of the new framework and tools to help support it
 - 2) Enabling change through the way we operate internally and how we operate our external-facing services
18. Figure 6 illustrates the council's roles, which will develop and change over time as the programme develops.



Figure 6. The role of City of York Council in delivering OnePlanetYork

Enabling and facilitating city – level change through the creation of the new framework and tools to help support it

19. It is recognised that the council on its own cannot effectively address the city’s key challenges around creating an OnePlanet City. However, in order to activate city stakeholders within a strengthened shared platform of engagement based around the concept of a York as a ‘One Planet’ sustainable and resilient city, the council will, in the early stages of the programme need to act as an enabler to activate and facilitate greater change through partnerships across the city:
20. To enable wider change through partnerships, City of York Council will take the following ‘enabling’ headline steps:
 - Agree a co-produced OnePlanetYork (OPY) ‘Prospectus’ setting a clear vision and showcasing examples of city leadership across the 10 One Planet sustainability principles– May 2016
 - Secure endorsement from at least ten ‘early pledgers’ as the bedrock of an emerging shared platform – May 2016
 - Grow the network of endorsements over subsequent months with a target of 50 pledgers by Nov 2016
 - Refresh of the ‘Where is York Currently At’ progress report - Dec 2016
 - OPY ‘Innovations Expo’ showcasing local leadership (subject to required sponsorship being secured) - Mar 2017
22. Working towards greater city collaboration would be an iterative process with the scale of engagement difficult to predict up-front. However, learning from elsewhere shows that even modest interventions such as the introduction of a shared framework can have widespread transformative effects.
23. Figure 7 illustrate how the city scale work, including the role of CYC in the early stages of developing a framework, will deliver meaningful action.
24. Examples include the Ultra Low Emission Vehicle Cities programme (working with city-partners to accelerate the uptake of low emission vehicles) the proposed integrated wellness service and ‘community operating model’ that will see residents being more resilient and the emerging York economic strategy aiming to bring more high value jobs to the city.

Enabling change through the way we operate internally and how we operate our external-facing city services

25. In order for the council to be a credible partner alongside those already working towards One Planet goals, and to better influence others, it is proposed the council declares itself a 'One Planet' organisation.
26. As well as providing clear leadership for the city, such a declaration would provide fresh impetus for the council's own internal change programme towards being a more resource efficient, sustainable and resilient organisation.
27. What we can do internally to influence the way the council runs and operates, and how we influence our externally focussed, city services will also deliver considerable change.
28. We propose to create organisational culture change through working with existing and emerging corporate processes to look at ways to fully integrate and consider One Planet (OP) implications / opportunities in key decision making processes reduce negative impacts and deliver maximum benefits.
29. Through integration, and at key times in the decision making process, we aim to integrate all core OP considerations into areas such as service planning (the way all services plan what they will deliver) and performance management frameworks (how we measure our progress), emerging 'Everyone's Business' operational models (see below), the new robust business case templates (how we decide on the things to do) and better integration with project tools such as cost / benefits analysis (how we determine the benefits of doing something) and throughout business support processes i.e. democratic (decision making), procurement (what we buy) and financial processes (how we spend our budgets).
30. This proposed work will ensure all staff are engaged and able to consider OP implications and opportunities, and where appropriate, build these into existing and new project / programmes / policies / services, both internal and externally focused, to help deliver greater beneficial outcomes with the resources we have, and to create resource smart, lean and efficient services and city-wide services / projects that embed OP principles. Put simply, we aim to make this part of everyone's job.
31. In the context of City of York council focusing on people and place making and the challenging financial landscape, a review of the

council's operating model has been initiated. This is to ensure that the council is robust, sustainable, delivers the right outcomes. The principles that have emerged from this work support the adoption, at a City level and at a council level, of the One Planet living framework. As both programmes develop we will continue to align them and maximise future opportunities.

32. Headline steps to an OnePlanetCouncil (including internal and externally facing services):

- New OnePlanetCouncil Policy with clear principles and vision
- Full integration into existing systems - service planning and performance management frameworks, the emerging 'Everyone's Business' operating models, new robust business case (linked to the Council Plan) and business support i.e. democratic processes, procurement and finance (CRAM)
- New tools and staff training to mobilise staff and support delivery
- 1:1 technical support from Sustainability Officer for key services
- Coordinated improved performance reporting and recognition
- Strengthened coordination and governance via OP Board (formerly Utilities Board)
- Internal co-branding protocol (supported by a suite of logos etc) helping to connect disparate yet contributory actions and projects

33. A more detailed project plan is attached in Annex 2. Examples of existing and planned projects delivering progress against each of the 10 principles at the organisational scale are detailed in Fig 8 below. These include the council's carbon and energy management programme (a programme to save energy, carbon emissions and money). Through CYC's external facing services, proposed changes will also support delivery at a city scale, for example, the new European funding bid for Small and Medium Enterprise's (SME's) to save money, natural resources and work towards OnePlanet operations, the European bid to support the development of low carbon projects across the Leeds City Region (including just under 20 projects in York), the new Green Jobs Task Force aligning opportunities from the low carbon sector with opportunities for new skills and high-wage jobs.

Figure.7

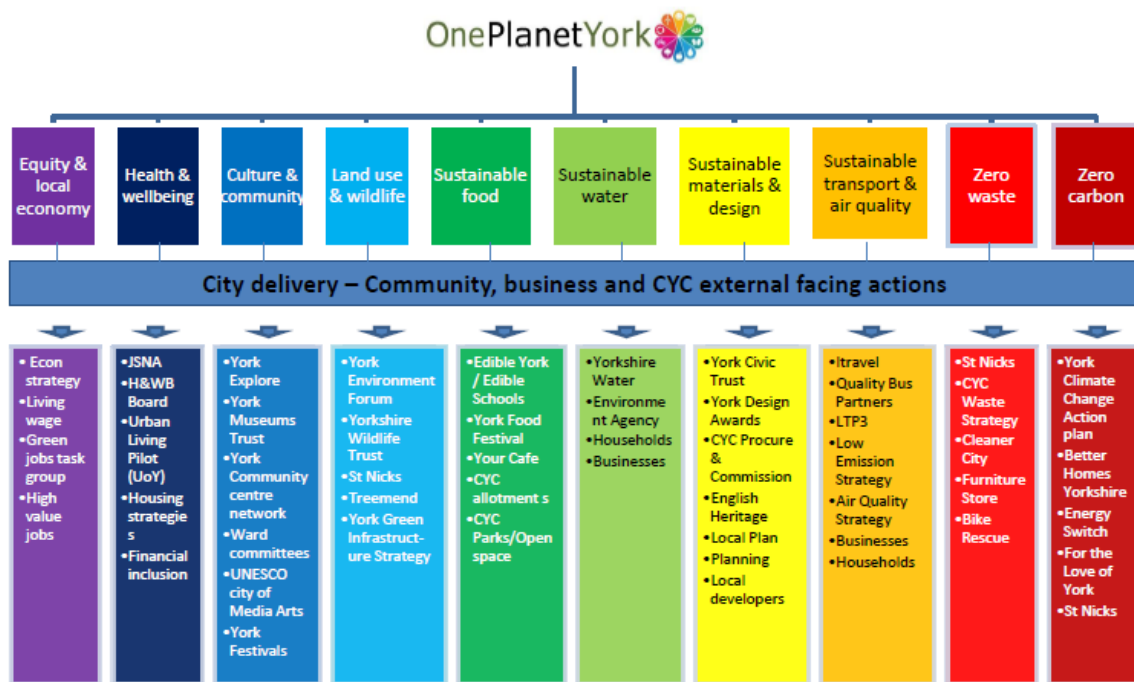
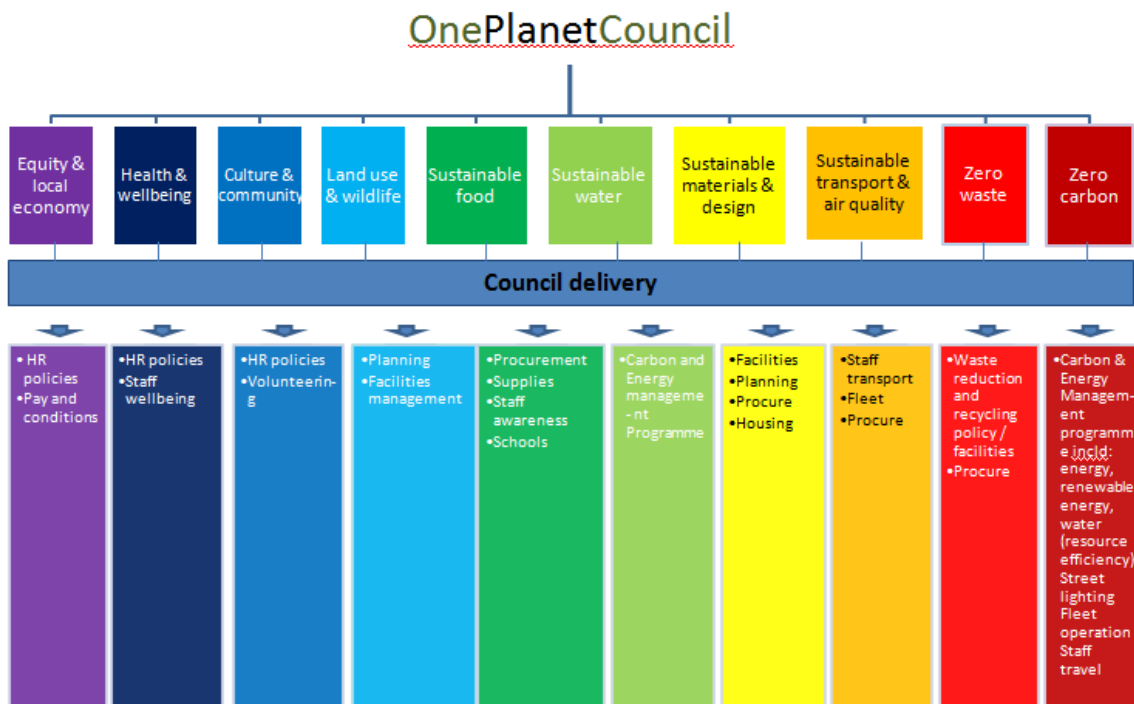


Figure 8.



Key Benefits of OnePlanetYork:

- Delivers Council Plan ambitions
- Enhanced citizen engagement and participation
- Enhanced recognition for the city’s achievements
- More innovative joined-up solutions via better integration of the economic, social and environmental aspects of the city

- A powerful new marketing tool to attract inward investment & jobs
- Gets alongside regional strategies (Leeds City Region (LCR) etc) and builds on the leadership already being shown by city stakeholders
- A more pro-active approach to securing external funding
- A stronger platform for achieving external validation e.g. future European Green Capital status
- More resource smart, lean and efficient services / capital assets
- Enhanced engagement and participation across the council to mobilise staff to deliver more economic, social and environmental benefits within current resources
- As a demonstrable One Planet organisation, CYC would enhance its role as a key city influencer and be a credible partner alongside others as the city works towards 'One Planet' living
- Potential for the 'shared platform' to develop into an independent network or constituted successor body (i.e. Community Investment Company (CIC)) driving forward the agenda on behalf of the city over the longer term
- A timely and demonstrable response to the Paris Climate Change summit December 2015 and the recent York floods

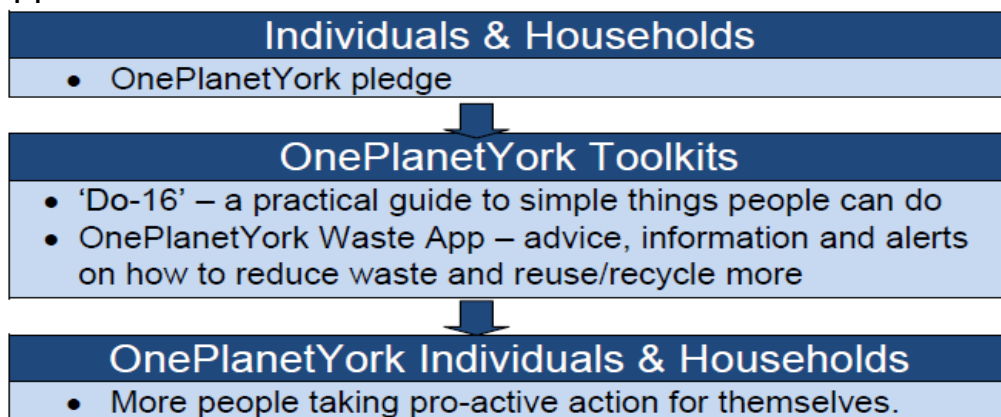
Opportunities for businesses and organisations:

34. Initially, City of York Council and early adopters / partners will develop a city pledge for businesses and local organisations to endorse the framework and in doing so form part of a growing network working towards a sustainable and resilient York. A practical guide will also be created to help businesses to save money through using less resources and/ or through new opportunities, for example, apprenticeships. CYC is currently part of an ERDF bid to provide resource efficiency support to SMEs across the Leeds City Region. This will provide practical advice, action plans and capital grants to implement change in SME's in York (~20-30p/yr).



Opportunities for individuals & households:

35. Initially, City of York Council and partners will better coordinate a range of existing tools to enable pro-active change. Individual and households will have an opportunity to pledge support to the concept of a sustainable and resilient York and make small, simple changes to their lifestyles. This will be delivered mainly through existing campaigns and better coordination between them. It will also be through a simple new guide full of practical actions and local support.



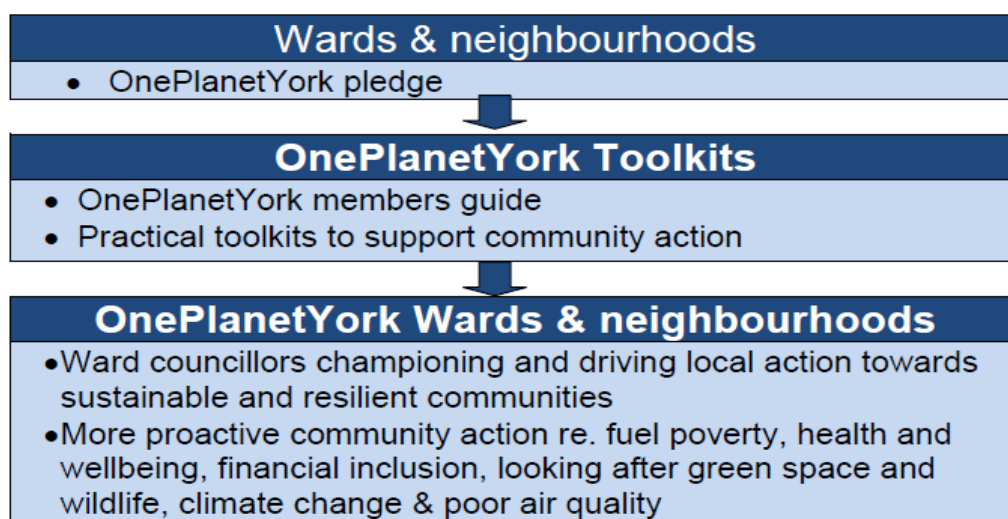
Opportunities for elected members and neighbourhoods:

36. OnePlanetYork would provide a powerful new tool for elected members as they lead area profiling and the identification of ward priorities.

37. There is opportunity to align the drive for more active citizens at the local level within a localised 'sustainable and resilient neighbourhood' narrative. The ten principles provide a clear and easy to understand way to think about all aspects of sustainable

urban/rural living. Equally, there is opportunity to align devolved budgets to the framework.

38. Initially, CYC and partners will develop a ward pledge and a members guide with interactive resources to support ward-level action. This will also be aligned with the emerging community operational models of the council and the public health agenda. In the longer term and subject to resources, this has potential to be linked to an OnePlanetYork 'neighbourhood challenge' programme that recognises and rewards the most active neighbourhoods, similar to the successful but now defunct 'Green Neighbourhood Challenge'.

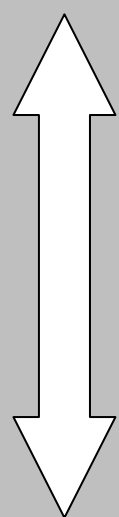


Indicative benefits and savings and efficiencies:

39. In addition to the benefits above, figure 9 illustrates potential ways the programme could deliver city benefits and financial savings/efficiencies. It also highlights the varying roles of the council in supporting and enabling change. In the longer-term, the proposed shared platform would use partnerships to drive change, harnessing the enthusiasm and commitment of city stakeholders, facilitating them to lead the agenda and drive future progress.

Figure 9.

| | Long term city delivery | Leading by example internally and via externally facing services | |
|-----------------------|--|---|--|
| OP Principles | OnePlanetYork | CYC and early partners enabling action | OnePlanetCouncil |
| Health and Wellbeing | Systems approach to health i.e. early intervention such as promoting active lifestyles reducing need for acute care | Transition role for CYC and 'early adopters' / partners in which greater opportunities arise to work together and drive change across the 10 principles. See Figure 7 for key deliverables. | Through the People Plan and supporting models, enhanced employee's health wellbeing. Support refreshing the Health and Wellbeing Strategy and JSNA |
| Equity and Economy | Inward investment and thriving economy creating higher-wage jobs, new jobs and new income for the city. | | Supported delivery of Economic Strategy |
| Culture and Community | Increased volunteering and community self help & resilience reducing need for services | | CYC's emerging new operating model, resulting in financial efficiency through sustainable community led services. |
| Land use and wildlife | Access to green space leading to healthier citizens and reduced health costs | | Use of wild/low maintenance planting on CYC estate saving costs and increasing biodiversity. Support the Local Plan and Green Infrastructure Strategy. |
| Sustainable Water | Residents and businesses using less water and reducing bills Improved water security and city resilience against water shortage | | More efficient use of water across CYC estate could deliver financial savings per annum. |
| Sustainable materials | Sourcing local goods and services supports | | Sourcing local goods and services used by CYC supports the |



| | | | |
|-----------------------|--|--|--|
| | the local economy | | local economy |
| Sustainable Food | Households & businesses supporting local food leading to more jobs and strengthened local economy | | Sourcing local food supports the regional food economy and revenues. Supports Climate Change Action Plan. |
| Sustainable Transport | Reduced congestion leading to improved economic activity. Improved health and wellbeing and reduced health costs | | Financial savings on staff travel and transport budgets Improved staff health and wellbeing. Supports delivery of the Local Transport Plans and Low Emission Strategy. |
| Zero Waste | Households and businesses creating less waste. Reduced waste sent to landfill | | Reduced waste and increased recycling across CYC estate leading to financial saving on corporate waste disposal budgets. Supports delivering the City's Waste Strategy, |
| Zero Carbon | Residents & businesses cutting energy costs and being more competitive and resilient in the face of rising energy price rises. Households and business contribution to York's ambitious CO2 targets (an 80% reduction by 2050) City contribution to reduction in the rate of global warming and the significant costs associated with extreme weather events | | Increased energy efficiency across CYC estate leading to financial savings per annum Renewable energy across CYC estate generating new income streams and free energy for our estate Supports the City's Climate Change Action Plan and delivering towards a an 80% reduction in CO2 by 2050 Reduced costs to CYC dealing with extreme weather events |

Consultation

40. The proposals in this report emerged via a sustained period of community consultation and co-design with a range of local stakeholders. Initial framework design was informed by a resident's survey. Draft proposals were tabled at a sold-out summit event in March 2015 that attracted over 70 participants and these received strong backing. Ongoing input and advice has been received from York Environment Forum (an umbrella organisation for environmental groups in York), St Nicholas Fields, Stockholm Environment Institute (University of York), the UK Sustainable Cities Network and Bioregional.
41. Internally, the One Planet approach has received support from senior officers who see clear alignment between their own emerging strategies and plans

Options

42. Option 1 – Do nothing: This option will continue with existing programmes already delivered across the council. It will also continue to support existing partners where possible to deliver sustainability initiatives across the city
43. Option 2 - Adopt and implement the One Planet York programme: This option proposes to carry out the programme as detailed above and in Annex 2.

Analysis

Option 1

| Advantages | Disadvantages |
|---|---|
| <ul style="list-style-type: none"> • Deliverable within existing staff and partners • No new requirements placed on staff when preparing major projects, programmes and policies • Will continue to address some of the council's and city's most pressing issues such as increasing | <ul style="list-style-type: none"> • Will not enable sustainability aims of the council plan to be fully embedded into everything we do across the city and will not provide a clear coordinated programme to work towards One Planet living at the city-scale • Does not connect the dots between disparate programmes/projects and misses opportunity to develop a stronger narrative for York as a leading 'future' city • Ongoing silo based working/thinking. • Continue to miss opportunities to deliver sustainability benefits due to a lack of a |

| | |
|--|---|
| recycling and cutting carbon emissions | strong integrated approach across the council and city <ul style="list-style-type: none"> • No new partnership to drive the city agenda and greater delivery |
|--|---|

Option 2

| Advantages | Disadvantages |
|---|---|
| <ul style="list-style-type: none"> • Strengthens delivery towards the sustainability aims of the council plan • Delivers the greatest benefits across the council and city • Gives impetus for enhanced participation and joint working at the organisation and city scales • Takes city stakeholders from co-design to co-production, working more collaboratively and effectively from a shared platform, enabled in the early days through CYC and lead 'early adopters' • Flexible and deliverable within existing processes, staff and partners and can be adapted in light of future changes and delivery models • Delivery can commence quickly for both streams of work • Provides a more pro active and effective base from which to identify and secure external funding | <ul style="list-style-type: none"> • Requires some ongoing staff capacity to support implementation • Requires modest changes to corporate processes to full integrate into every day thinking/doing. |

44. Therefore it is recommended that CMT approve option 2 to deliver maximum benefits for the council and city and deliver the council plan ambitions in terms of sustainability.

Council Plan

45. This programme directly supports the Council Plan's aims to create a prosperous city for all, embed sustainability into everything it does and work towards 'One Planet' living.

46. It has direct links to ambitions to protect York's green spaces, increase the percentage of waste recycled, cut carbon emissions, improve air quality, focus on cost and efficiency and make the most of commercial opportunities.

Implications

47. The implications arising from this report are:

- **Financial** (*Contact – Director of Resources*)

There is no additional revenue asks for carrying out the proposed programme. A modest budget already exists that can support aspects of this work.

Higher costs elements of the city strand are predicated on the necessary resources (i.e. sponsorship or external funding) being found.

- **Human Resources (HR)**

All internal work will need to be developed in line with the People Plan and Council's future operating models.

- **Equalities**

A CIA has been completed. As One Planet York is a *framework* and not a service, programme or policy key risks lie in its conceptual design and how it is communicated so that everyone, regardless of their age, ethnicity, race, sexual orientation or gender etc can understand it, utilise it, contribute to it and influence its ongoing development.

The CIA shows specific positive impacts across the protected characteristics of age, disability, race and religion/belief. Key actions to ensure these positive impacts include ensuring One Planet York is fully accessible, positively targets underrepresented groups and continues to involve all sections of the community in its future development.

- **Legal** – None at this early outline stage.

- **Crime and Disorder** (*Contact - Senior Partnerships Support Officer, Community Planning & Partnerships*) - None at this early outline stage

- **Information Technology (IT)** (*Contact – Head of IT*) – None at this early outline stage

- **Property** - None at this early outline stage

- **Other**

Risk Management

48. High-level risks of both options are detailed below:

Option 1

| <i>Risks</i> |
|---|
| <ul style="list-style-type: none">• <i>Failure to deliver the aims of the Council Plan</i>• <i>Missed opportunity to build value into new work across the council and city</i>• <i>Staff and city partners not fully engaged and delivering more</i>• <i>Sufficient staff and city partners capacity to deliver existing work in key areas</i>• <i>Budgets being available to deliver future plans as per current strategies etc.</i> |

Option 2

| <i>Risks</i> |
|--|
| <ul style="list-style-type: none">• <i>Staff and city partners not fully engaged and fail to engage and deliver</i>• <i>Staff and city partners have limited capacity to engage and deliver</i>• <i>Budgets to deliver meaningful actions resulting from the strengthened approaches at a council and city level.</i>• <i>Additional resources may be needed if the proposed programme is highly successful in delivering change across CYC and City. We will review this every 6 months – 1year.</i> |

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**Report
Approved**



Date

04/03/2016

Specialist Implications Officer(s)

Wards Affected: *List wards or tick box to indicate all*

All



For further information please contact the author of the report

Background Papers: N/a

Annexes

Annex 1: Where is York at? Baseline report 2015

Annex 2: OnePlanetYork Programme Brochure

Glossary of abbreviations used in the report:

CIA – Community Impact Assessment

CIC – Community Investment Company

CMT – Corporate Management Team

CRAM - Capital Resource Allocation Model

CYC – City of York Council

ERDF – European Regional Development Fund

JSNA – Joint Strategic Needs Assessment

LCR – Leeds City Region

OP – One Planet

OPY – One Planet York

SME's – Small and medium sized enterprise's