

Executive Member for Environment

1 August 2016

Report of the Director for City and Environmental Services

OnePlanetCouncil Delivery Framework and new Carbon and Resource Smart Management Plan

Summary

1. On 17 March 2016 Executive approved the OnePlanetYork programme. This included two elements, a city facing partnership approach and a council approach. This report relates to the latter and sets out a proposed OnePlanetCouncil (OPC) delivery framework which demonstrates how the council will deliver on its recent commitment to be a OnePlanetCouncil and provide city leadership amongst the emerging OnePlanetYork network. Within this context it also seeks consent to commence delivery of the new Carbon and Resource Smart Management Plan.

Recommendations

2. The Executive Member is asked to:
 - i. Agree the overall proposed framework and begin delivering our OnePlanetCouncil commitment.
 - ii. Provide comments on and note the following:
 - i. OnePlanetCouncil Policy (DRAFT)
 - ii. OnePlanetCouncil Action Plan – Phase 1 (DRAFT)
 - iii) final drafts of (i) and (ii) will return for Executive Member approval later in 2016.
 - iii. Approve the Carbon and Resource Smart Management Plan.
 - iv. Provide comments on and note the Integrated Impact Assessment tool (working draft) and commence delivery and training.

- v. Provide comments on and note ongoing renewable energy work.

Reason: To agree a coordinated approach and commence delivery against the OnePlanetCouncil commitments. It will also help the council act as a city leader in this area, supporting the development of the emerging OnePlanetYork network.

Background

3. The city has a long history of working towards being a sustainable city, from Local Agenda 21 in 1990's through to the Sustainability City ambitions of the Without Walls Partnership.
4. 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, climate change and ambitious Carbon Dioxide (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.
5. At an organisational level, there is the business imperative to cut waste and use resources more efficiently, transform services and generate new income streams.
6. As a council we have been working towards being a sustainable organisation. The council has a long history of managing energy use and carbon emissions across our estate. Between 2008 – 2013 our Carbon Management Programme committed the council to reducing carbon emissions by 25% by 2013. We also have had an environment policy, sustainable procurement strategy, sustainable design and construction policy and various sustainability projects such as renewable energy projects, our staff pool bikes and recycling facilities in all our offices. We also carried out staff awareness campaigns like the Save Us campaign to promote saving energy and protecting our natural environment.
7. To deliver the Council Plan (2015-2019) which aims to put economic, social and environmental sustainability 'at the heart of everything we do' and work towards 'One Planet living', the [Executive, on 17th March 2016](#) approved the implementation of a new city programme called OnePlanetYork .

8. Typically in the UK we are using the resources of three planets when we only have one. This is not sustainable. OnePlanetYork is an emerging network of organisations working towards a more sustainable, resilient collaborative ‘One Planet’ future. It also uses 10 simple principles to help create such a future:



9. OnePlanetYork joins the dots between these seemingly disparate actions. It aims to foster greater collaboration and work towards creating a city which has a thriving local economy, strong communities and a sustainable way of life; a city where our residents are healthy, happy and prosperous. More details are available on the [OnePlanetYork](#) pages of City of York Council’s website.

10. Executive approved two key strands of work under the OnePlanetYork programme (see figure 1 below):
- 1) OnePlanetYork (city collaboration and partnerships)
 - 2) OnePlanetCouncil (council approach)

Both are currently facilitated by City of York Council.

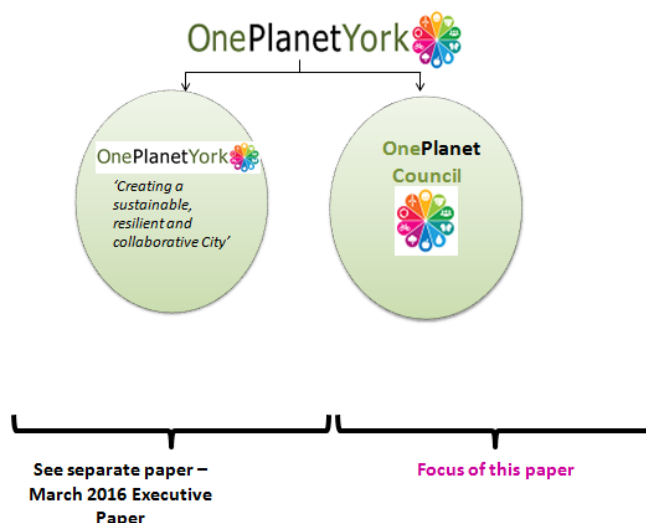


Figure 1 The 2 key strands under the OnePlanetYork programme

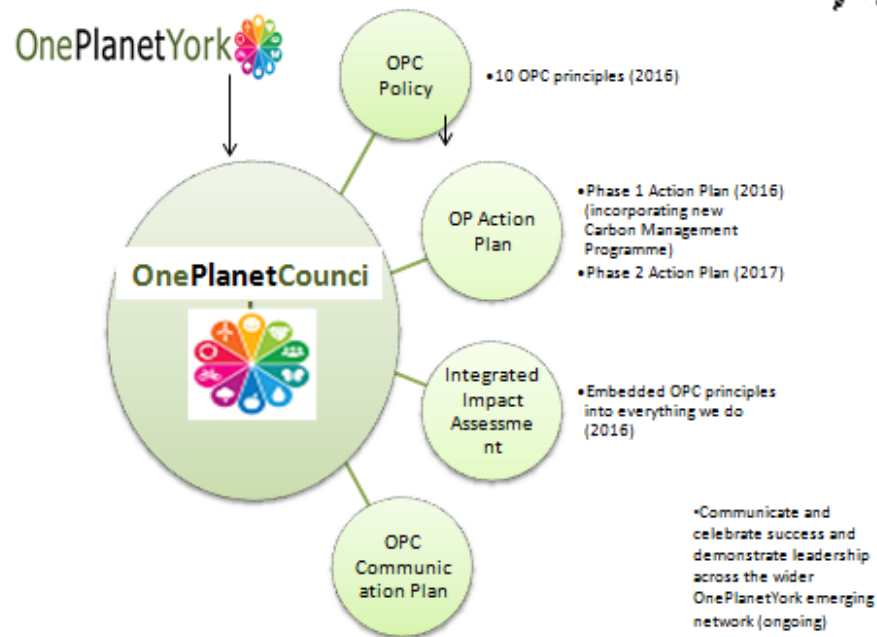
OnePlanetCouncil Delivery Framework

11. This paper focuses on the OnePlanetCouncil strand of the OnePlanetYork programme. It expands in detail on some of the work agreed under the OnePlanetCouncil section of the OnePlanetYork [Executive Report \(17 March 2016\)](#). It outlines a proposed OnePlanetCouncil delivery framework to demonstrate how the council will build on its successes to date and work towards becoming an OnePlanetCouncil.
12. As a council we want to put economic, social and environmental sustainability 'at the heart of everything we do' and make sustainability part of everyone's job. By focussing on our internal and external operations we will work towards (1) embedding 'one planet' opportunities, (2) minimise negative economic, social and environmental impacts (3) potentially generating operational savings (4) foster innovation, and (5) add value to the work we do (and plan to do in the future).
13. By focussing on our external facing services, we will also help residents and businesses in the City work towards 'one planet' living.
14. To become a OnePlanetCouncil we will create the following:
 - 1) OnePlanetCouncil Policy
 - 2) OnePlanetCouncil Action Plan (incorporating the new Carbon and Resource Smart Management Plan)
 - 3) Integrated Impact Assessment Tool
 - 4) OnePlanetCouncil Communication Plan

See Figure 2 below. Each aspect of this is set out below. This is, in some cases, emerging work but is provided to show the direction of travel for comment.

Figure 2.

OnePlanetCouncil (OPC) Delivery Framework 2015/16 – 2019/20



15. OnePlanetCouncil Policy (DRAFT)

This overarching policy defines what it means to be an OnePlanetCouncil and outlines the council’s policy on economic, social and environmental sustainability. The overall aim is to reduce our economic, social and environmental impacts through a balanced approach. It replaces the council’s Environment Policy and sets 10 new strengthened, clear OnePlanetCouncil principles for all council departments to work towards. Figure 3 illustrates the 10 themes covered with an example from the policy. See Annex A for the draft policy.

-  **ZERO CARBON**
-  **SUSTAINABLE WATER**
-  **ZERO WASTE**
-  **LAND USE & WILDLIFE**
-  **SUSTAINABLE TRANSPORT**
-  **CULTURE & HERITAGE**
-  **SUSTAINABLE MATERIALS**
-  **EQUITY & LOCAL ECONOMY**
-  **LOCAL & SUSTAINABLE FOOD**
-  **HEALTH & HAPPINESS**



 Sustainable water  Zero carbon	<p>Create energy efficient buildings, get the most of our energy from renewable sources and ensure York is climate ready.</p> <p>We will minimise energy and water use, make the most out of renewable energy and reduce carbon dioxide emissions from our activities. We will also ensure all our operations and services are climate ready and prepared for current and future changes in our climate.</p> <p>Services will also help cut the city’s carbon emissions (Council Plan 2015 – 2019).</p>
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Figure 3 illustrates the 10 themes covered with an example from the policy

16. Once adopted, it will apply to all council employees, services, operations (internal and external facing), and all new projects, programmes and policies.
17. Given its importance and council-wide focus, this will now be subject to a further internal consultation process with key council departments. It will return seeking final approval to an Executive Member for the Environment decision session later in 2016.

18. **OnePlanetCouncil Action Plan (OPCAP)**

To deliver the OnePlanetCouncil Policy and to become a OnePlanetCouncil an action plan is needed to provide coordination to reduce our economic, social and environmental impacts through a balanced and evidenced based delivery programme.

19. There will be 2 phases to this planned work:
 1. Phase 1- Towards a zero carbon, resource smart council Action Plan. This will cover the following OnePlanetCouncil principles –zero carbon and sustainable water, zero waste and sustainable transport (2016). See Annex 2 for a draft copy.
 2. Phase 2 – A OnePlanetCouncil action plan covering Health and wellbeing, Culture and community, Equity and economy, Land use and wildlife and Sustainable materials (2017).

20. **Phase 1 - Towards a zero carbon, resource smart council Action Plan (DRAFT)**

This first phase will address priority areas 1) zero carbon and sustainable water 2) zero waste and 3) sustainable transport. Each principle includes sections covering successes to date, current activity and actions for 2016/17.

21. Phase 1 incorporates actions from the Council's recently finalised Carbon and Resource Smart Management Plan (see Annex 3). This is a detailed programme of work that commenced in 2015 and aims to transform the way the council manages its carbon emissions (formerly known as the Transformational Carbon and Energy Management Programme). It builds on the previous Carbon Management Programme 2008 – 2013. The programme aims to:

This CRSMP will aim to:

- I. Reduce carbon emissions and associated expenditure across the council's estate, schools and social housing by maximising energy and water efficiency**
- II. Measure Corporate carbon emissions and related expenditure:**
 - Corporate estate – utility consumption (electricity, natural gas, oil and water)
 - Street Lighting – electricity consumption
 - Fleet Transport – fuel consumption
 - Employee Travel – miles travelled
 - Waste disposal – tonnes of waste disposed
- III. Measure Schools' carbon emissions and related expenditure:**
 - School Buildings – utility consumption (electricity, natural gas, oil and water)
 - Waste disposal – tonnes of waste disposed
- IV. Measure Social Housing's carbon emissions (based on each household's energy performance, i.e. SAP rating)**
- V. Measure the renewable energy generated across the Corporate and Schools' estate**
- VI. Accelerate renewable and low carbon energy generation across the council's estate, schools and social housing**

22. It identifies how much natural resources like energy, water and fuel we use as a council and the financial costs of these. It also calculates carbon and other greenhouse gases emitted through our operations.
23. The plan then outlines short, medium and long-term projects to achieve a reduction in our carbon emissions and financial expenditure.
24. A corporate carbon reduction target will be set by within 1- 2 years of the programme commencing. Interim targets linked to embedding carbon and resource management into the council have been set to ensure progress in areas such as corporate strategy, responsibility, data management and communications. See Annex 3 for the finalised plan. Approval is now sought to begin implementation.

Scope	Costs (£)	kg CO2	kg CO2e **
Corporate Utility *	1,227,398.79	3,785,559.21	3,866,216.10
Schools Utility	2,040,052.48	5,177,203.58	5,307,195.85
Street Lighting	905,686.01	3,895,816.24	3,927,842.31
Fleet Transport	813,598.25	2,120,299.92	2,144,949.00
Business Travel	352,785.69	225,553.12	226,951.67
Corporate Waste	71,099.21		73,518.20
Schools Waste and recycling	85,438.57		153,118.93
GRAND TOTAL	5,496,059.00	15,204,432.07	15,699,792.05
Tonnes		15,204.43	15,699.79

Figure 4. CYC's costs and carbon footprint.

(Source Carbon and Resource Smart Management Plan 2015/16 – 2019/2020)

* Excludes gas data¹. ** CO₂e: A metric measure used to compare the emissions from various greenhouse gases based upon their global warming potential.

25. The draft OPC phase 1 Action Plan (Annex 2) will now be subject to internal consultation. It will return to an Executive Decision session later in 2016 seeking approval.
26. Phase 2 of the OPC Action Plan will be developed in 2017 to tackle the remaining OPC principles. These will be combined to create one final OPC Action Plan from 2017 onwards.
27. **Integrated Impact Assessment Tool (DRAFT)**

The City of York council has a public duty to comply with the general Duty under the Equalities Act 2010 to provide inclusive and discrimination free services. The [Council Plan](#) (2015 – 2019) also aims to create a prosperous city, embedding sustainability into everything we do, work towards [OnePlanet Living](#), increase recycling rates, cut the city's carbon emissions and [much more](#).

¹ Excludes gas consumption as CYC has been unable to obtain gas consumption figures for 2014/15 from British Gas due to errors on their side.

28. In the past there have been a variety of impact assessment tools available to help officers. This new Impact Assessment tool (IIAT) aims to streamline the process and make it easier to assess a variety of statutory and council plan requirements all in one go. This IIAT is therefore an amalgamation of the following:
1. Communities Impact Assessment
 2. Equalities Impact Assessment
 3. Sustainability Impact Assessment
29. The purpose of this Integrated Impact Assessment tool (IIAT) is to help officers meet the statutory requirements above and to embed economic, social and environmental sustainability and equality into everything the council does. It aims to get officers to think about and record any positive and negative impacts that a proposed new service, project, programme or policy is likely to have on the above statutory requirements and council priorities and on ultimately creating a sustainable, resilient city. It will:
1. meet statutory requirements surrounding equalities and communities
 2. meet the Council Plan priorities and OnePlanetCouncil Policy surrounding embedding sustainability into everything we do and to create a prosperous city
 3. identify potential economic, social and environmental impacts of any new proposals and through a balanced and evidenced based process.
 4. maximise opportunities to add value to proposals and improve the services the council is providing to all people / communities and the city as a whole.
 5. address or mitigate negative impacts during the project planning process
30. This assessment will also be embedded into the Council's new [All About Projects](#) – project management programme. New projects will be required to fill in the IIAT to progress to key project development stages. See Annex 4 for a working draft of the IIAT. This will now be used as a working draft and training will also accompany the roll out of this tool across the council.

31. **OnePlanetCouncil Communication Plan**

Engaging with staff is as essential to the programme as the proposed work streams above. Therefore a comprehensive OnePlanetCouncil communication plan will be developed. A range of regular communication methods will be used to communicate the work of the council to all staff, and including staff awareness campaigns, staff suggestion schemes, competitions, regular Buzz articles (with targeted messages making the work relevant to staff) and use of TV screens and new media.

32. We will also share our work, tools and best practice with the emerging OnePlanetYork network and align messages with this campaign.

- Please note that once finalised the Policy, OnePlanetCouncil Action Plan and IIAT documents, will be designed and branded to support the city OnePlanetYork brand.

Facilitating delivery of renewable energy

33. Linked to the city's Climate Change Action Plan, the council in recent years has been exploring the potential for low carbon / renewable energy generation across our estate and the wider city.

34. The council in 2015 was exploring opportunities for solar energy generation across its estate, focussing mainly on larger sites. However, the Government in August 2015 consulted on changes to the Renewable Obligations and Feed-In-Tariffs. As a result CYC suspended work until the result of the consultation was known. The Government implemented the proposed changes in the winter of 2015 and therefore our schemes were no longer financially viable in the short term. The council continues to look at smaller scale opportunities across its estate and for viable ways to integrate solutions into the built environment and transport infrastructure.

35. To support us understand the potential for a range of projects the council is part of a regional [ELENA](#) (European Local ENergy Assistance) bid, led by Leeds City Region (LCR), to the European Investment Bank for technical assistance on a range of low carbon opportunities across the city, including council, wider public estate and community schemes (estimated support worth ~£1million for

York). If successful, such support will be available in York from autumn 2016 – 2019.

36. The council is also exploring forthcoming European Regional Development Fund (ERDF) funding (subject to Brexit outcomes). The European Regional Development Fund Operational Programme for England 2014 to 2020 sets out how the ERDF will focus on investment to support economic growth and job creation. Priority Axis 4 of the Operational Programme aims to move England's economy towards a low carbon model by reducing greenhouse gas emissions, increasing the share of renewable energy and enhancing the energy efficiency of homes businesses and transport.
37. The council will explore this funding including projects to help create viable ways to integrate low carbon solutions into the built environment and transport infrastructure (for example using solar energy generated locally to charge the city's growing electric charging infrastructure).

Low Carbon District Heating

38. CYC has secured £50k from regional and central government to carry out a technical, low carbon district heat network feasibility study for York Central. This will help determine if a scheme is feasible and viable on the site. The idea is to generate heat, centrally, from a low carbon source of energy and distribute this heat (through insulated pipes) to homes and business in close proximity to the scheme. The study will be completed by October 2016.

Climate Change Action Plan 2013

39. The council will provide an update on the City's [Climate Change Action Plan](#) in 2016. This coordinates actions across city partners and outlines a suite of actions to help reduce city-wide carbon emissions by 40% by 2020. A refresh of this document is now needed to review the first 5 years of progress and highlight success to date.
40. A new group is also being formed to drive progress in line with the recent COP21 UN climate change conference in Paris which got

over 200 countries to universal agree to cut greenhouse gas emissions and to avoid the most dangerous effects of climate change.

Consultation

41. The OPC policy, OPC Action Plan (phase 1) and IIA have been developed with input from various colleagues including business travel, fleet transport, energy and sustainability, equalities, communities, All About Projects and waste management. Wider internal consultation will commence in August 2016. We have also checked this policy with the council's People Plan (which replaces the previous Workforce Strategy).
42. CRSMP has been extensively developed through the Utilities Board with representatives from across the estate including fleet travel, business travel, schools planning, property, energy, sustainability, procurement and finance.
43. This work outlined above will also form part of a future scoping report for the Corporate and Scrutiny Management Committee. The scope of the report is still being drafted but is likely to propose a review to explore how York might best balance economic, social and environmental factors to become a more sustainable, resilient 'One Planet' city.

Options

44. Option 1 – Do nothing: Do not approve this approach or the new CRSMP and continue with existing isolated internal programmes, lacking coordination and accelerated delivery.
45. Option 2 – Note the progress that is being made to deliver a OnePlanetCouncil and approve the approach described in this paper.

Analysis

46. Option 1:

Advantages	Disadvantages
<ul style="list-style-type: none"> • Deliverable within existing staff and partners • No new requirements 	<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 council and will not provide leadership to support the

<p>placed on staff when preparing major projects, programmes and policies</p> <ul style="list-style-type: none"> • Will continue to address some of the council's and city's most pressing issues such as increasing recycling and cutting carbon emissions 	<p>OnePlanetYork vision and emerging network</p> <ul style="list-style-type: none"> • No coordinated carbon management plan reducing carbon emissions and utility expenditure across the council • Does not connect the dots between disparate programmes/projects and misses opportunity to develop a stronger narrative for the council as a leading 'future' council and city. • Ongoing silo based working/thinking. • Continue to miss opportunities to deliver sustainability benefits due to a lack of a strong integrated approach across the council • No new tools and actions plans to drive and accelerate action across the council. • Lack opportunities to maximise operational savings and foster innovation. • Reputational risk and lack of city leadership on the council's part – especially linked to the emerging OnePlanetYork programme
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47. Option 2:

Advantages	Disadvantages
<ul style="list-style-type: none"> • Coordinated approach that strengthens delivery towards the economic, social and environmental sustainability aims of the council plan and OPC policy • Balanced and evidence based approach • Delivers the greatest benefits across the council (and wider city) • New embedding integrated tools and actions to accelerate work • Gives impetus for enhanced participation and joint working at the organisation (and city) scale • Maximises opportunities to make operational savings and foster innovation • Flexible and deliverable within existing processes and staff and can be adapted in light of future changes and delivery models 	<ul style="list-style-type: none"> • Requires some existing ongoing staff capacity to support implementation • Requires modest changes to corporate processes to full integrate into every day thinking/doing.

<ul style="list-style-type: none"> • Delivery can commence quickly • Can incorporate the recently developed Carbon and Resource Smart Management Plan and forthcoming People Plan. • Enables the council to provide city-leadership and minimises any reputation risks especially linked to the emerging OnePlanetYork network. 	
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Council Plan

48. 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.
49. 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

50. The implications arising from this report are:

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

There are no direct financial implications arising from creating the documents above. For the individual projects identified specific funding will need to be secured and will be subject to internal financial and decision making processes.

- **Human Resources (HR)**

The People Plan for the organisation, which is a continuation of the council’s previous workforce strategy, is in line with the OnePlantCouncil principles attached in this report.

- **Equalities**

Once approved, an IIA will be completed as part of the final drafting stages of the Policy and Action Plan.

- **Legal** – No Comment

- **Crime and Disorder** (N/A)
- **Information Technology (IT)** N/A
- **Property** – No Comment
- **Other**

Risk Management

51. Option 1:

Risks
<ul style="list-style-type: none"> • Unbalanced, non evidence based approach. • Failure to deliver the aims of the Council Plan • Missed opportunity to build value into the work across the council (and city) • Staff not fully engaged and delivering value to all work / services • Budgets being available to deliver future plans as per current strategies etc. • Reputational risk and lack of city leadership on the council's part – especially linked to the emerging OnePlanetYork programme

52. Option 2:

Risks
<ul style="list-style-type: none"> • Staff not fully engaged and delivering value to all work / services • Staff not fully engaged and fail to embed the culture of balanced, evidenced based decision making • Budgets to deliver meaningful actions resulting from the strengthened approaches at a council level.

Contact Details

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**Report
Approved**

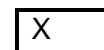


Date 18.7.2016

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:

- **17 March 2016 - Executive -**

<http://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=8847&Ver=4>

Annexes:

- Annex 1** DRAFT OnePlanetCouncil Policy
Annex 2 DRAFT Phase 1- Towards a zero carbon, resource smart council Action Plan (2015 – 2019)
Annex 3 Carbon and Resource Smart Management Plan
Annex 4 DRAFT Integrated Impact Assessment Tool

Abbreviations:

CO2 Carbon Dioxide
COP 21 UN United Nations 21st Conference of the Parties (COP21)
CRSMP Carbon and Resource Smart Management Plan
CYC City of York Council
ELENA European Local ENergy Assistance
ERDF European Regional Development Fund
IIAT Impact Assessment Tool

LCR Leeds City Region
OPC OnePlanetCouncil
OPCAP OnePlanetCouncil Action Plan