

PLACE-BASED CLIMATE ACTION, COMMUNITY WEALTH BUILDING & DOUGHNUT ECONOMICS

A RAPID REVIEW

"An ounce of practice is generally worth more than a ton of theory." Schumacher, 1973

"There is nothing as practical as a good theory." Lewin, 1944

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PROJECT WEB PAGE

To access outputs from this project, including the Full Report, the Rapid Literature Review and Community Researcher Training Materials, see **Project Web Page**.

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1. INTRODUCTION

1.1 Background

For the United Nations General Secretary António Guterres, the 2021 report from the Intergovernmental Panel on Climate Change (IPCC) (2021) signalled 'code red for humanity' (United Nations, 2021). The report is another stark scientific warning that without urgent action to cut emissions there will be irreversible changes to the global climate system and ecosystems – messages reaffirmed by the Climate Change Conference, COP26 (United Nations Climate Change, 2021) and reiterated in the second two contributions to the Sixth Assessment Report (IPCC, 2022a, 2022b). The reports' publication coincided with the COVID-19 pandemic, a public health crisis that has both highlighted and amplified inequalities within the UK – prompting expert commentators to argue that the so-called 'pandemic' has in reality been a 'syndemic' – characterised by "the synergistic interaction between biological, social and ecological conditions" (Baybutt and Dooris, 2021) and highlighting the intrinsic interconnectedness of the economy and health and the necessity, post-pandemic, to build back fairer (Marmot *et al*, 2020) as well as build back greener and better (Fearon, Barry and Lock, 2021). As Horton (2020, p874) notes: 'Approaching COVID-19 as a syndemic will invite a larger vision, one encompassing education, employment, housing, food, and environment'. The pandemic, which should not be viewed as arising separately to the planetary emergency (WWF – World Wildlife Fund for Nature, 2020), has resulted in an economic crisis that has plunged more people into poverty, precarity, inequality and insecurity. This greater awareness of poverty and inequality coupled with the climate crisis has brought forward calls for 'transformation of the UK into a greener, fairer more equal society' post-pandemic (Taylor, 2020), and the necessity of joining social and climate justice.

In response to years of austerity, worsening inequality and the climate emergency, alternative theories and ways of working had already emerged: the **Place-Based Climate Action Network** (PCAN) was formed to foster and support localised and place based responses to the climate crisis (PCAN, 2021a); **Community Wealth Building** (CWB) has come to prominence in the UK through the pioneering 'Preston Model' as an alternative way to do local economic development (Chakraborty, 2018); and **Doughnut Economics** has proposed a new economic model fit for the 21st Century, attracting widespread media, academic and policy-level interest (Nugent, 2021). Forming part of a PCAN-funded project 'Climate Resilience, Social Justice and COVID-19 Recovery in Preston', and in the context of building back better, fairer and greener post-COVID-19, this rapid review looks at these three concepts/approaches with a particular focus on current and potential future intersections and synergies between them.

1.2 Structure

The report is structured to reflect the aims of the rapid review:

- To summarise and contextualise Place-Based Climate Action, CWB and Doughnut Economics.
- To explore how the three concepts/approaches intersect and relate to each other identifying commonalities and tensions.
- To capture and distil learning relating to their local application within the UK through three case studies (Preston, North Ayrshire and Newham).
- To distil concluding reflections and insights.

1.3 Search Strategy and Limitations

Due to limited capacity, this rapid and illustrative review did not adopt a formal search strategy, instead using key search terms (e.g. 'Place-Based Climate Action, Community Wealth Building, Preston Model, Doughnut Economics) to access published and unpublished literature, and a 'snowball' approach to identify further sources of interest. It is therefore very much a preparatory review and claims neither comprehensiveness nor analytical depth.

2. PLACE-BASED CLIMATE ACTION, COMMUNITY WEALTH BUILDING, AND DOUGHNUT ECONOMICS: OVERVIEW AND CONTEXT

2.1 Place-Based Climate Action

2.1.1 Introduction

Over 70% of global greenhouse gas emissions are generated by cities and towns (which take up approximately 3% of the earth's land surface), and over 50% of the planet's population (approx. 4.2 billion people) live in cities and peri-urban areas (Fanning *et al*, 2020, p3). Cities and towns are now viewed as 'strategic' laboratories of experimentation to achieve decarbonisation via urban-based climate governance and action (Stripple and Bulkeley, 2019). This is politically important in that cities can implement climate action regardless of national government attitudes towards or policies on climate mitigation and adaptation. This has led some (Muggah, 2000; Sharif, 2019) to see cities not nation-states as more important in crucial decades ahead on decarbonisation and climate adaptation.

The Place-Based Climate Action Network (PCAN) is a five-year project set up in 2019 with £3.5 million funding from the Economic and Social Research Council. It was inspired by the Leeds Climate Commission, which was established in 2017, which in turn was inspired by the UK Climate Change Committee. A key goal is to set up climate commissions to transform climate policy - the UK's nationally determined contribution to the Paris Agreement, and UK and individual city targets - into local action to bring about transformative place-based change. PCAN is hosted by the Centre for Sustainability and Environmental Governance at Queen's University Belfast, the Edinburgh Centre for Carbon Innovation, the University of Leeds and the London School of Economics and Political Science - with the aim of drawing on their local connections, networking capacities, research expertise and experience (PCAN, 2021a). PCAN comprises five platforms designed to facilitate two-way multi-level engagement between researchers and stakeholders: three climate commissions and two theme-based platforms on adaptation and finance.

2.1.2 Climate Commissions

Despite three out of four councils within the UK declaring climate and ecological emergencies, few are taking the concrete action required to meet ambitious targets, and less attention is paid to climate adaptation than to mitigation/decarbonisation (Howarth *et al*, 2021, p5). Local place-based action is understood to be key to tackling the climate emergency and PCAN aims to innovate through advocating and facilitating the establishment of new climate change governance arrangements, creating collaborative 'climate commissions' designed to deal with the implementation gap between international/national policy and local action. These build a

partnership between all key stakeholders in public, private and the civil society sectors, required for climate policy to translate into place-based and context specific action (Creasey, Lane and Harvey-Crawford, 2019, p34) and are designed to facilitate two-way multi-level engagement between researchers and stakeholders (PCAN, 2021a). This collaborative governance approach means that due to the range of actors involved, commissions have the skills to not only drive, guide and support, but also to track climate change (PCAN, 2021b). PCAN's stated vision is "to produce a replicable model that delivers climate policies on a global to local scale, facilitating and inspiring places across the UK" (PCAN, 2021a).

Climate Commissions are independent bodies made up of the research community and decision makers from the public, private and third sectors working together. There are currently three core city climate commissions, Leeds, Belfast and Edinburgh, alongside the regional-level Yorkshire and Humberside Climate Commission. So far six other places have joined the network independently and are receiving support from PCAN.

Climate commissions can perform a range of roles (PCAN, 2021b):

1. To connect and mobilise local actors, promote partnership working and the coproduction of climate action, and to extend the reach and capacity of local government.
2. To promote inclusive processes that involve and empower local actors, support meaningful representation of different groups and work towards fair/legitimate outcomes.
3. To build a sense of common ownership and shared responsibility, helping to turn an over-whelming challenge into practicable, deliverable activities.
4. To serve as an independent and trusted voice in the area, building climate/carbon literacy, acting as a critical friend and a focal point/clearing house for information.
5. To be a positive voice, emphasising how climate action can be an opportunity to deliver on other social, economic and environmental objectives.
6. To strengthen the evidence base and commission, prepare, support and/or promote the adoption and delivery of local climate action plans.
7. To inform, guide, support and track progress towards appropriate local climate targets and promote transparency.
8. To review current activities, celebrate successes and promote the replication/scaling up of different forms of best practice.
9. To provide neutral spaces for the review of different issues and publish position papers on contentious issues to support informed, balanced debate.
10. To provide on-going, longer-term support for climate action that spans electoral cycles and variations in public awareness and business support.

A 'real-world' example is provided by Leeds Climate Commission, which was established in 2017 with the objective of helping Leeds to make positive choices on issues relating to the energy transition, decarbonisation, resilience and climate action (Howarth *et al*, 2021, pp63-65). The commission is chaired by the University of Leeds with a vice chair from Leeds City

Council; it has 24 Commissioners appointed from the public, private and third sectors. After conducting a Climate Action Readiness Assessment (CARA) in 2020 with stakeholders, the Commission prioritises housing, transport and finance and investment. Key Achievements to date include:

- A Net-Zero Carbon Roadmap for Leeds
- Climate Action Readiness Assessment (CARA) for sectors such as transport and housing
- Leeds Climate Change Citizens' Jury
- Joint-hosted The Big Leeds Climate Conversation
- Published position papers on aviation and hydrogen
- Leeds Mini Stern Review
- Climate Resilience Database.

2.1.3 Thematic Platform: Finance

Successful local climate action will require significant levels of both private and public finance. The finance platform (PCAN, 2021c) aims to build a community of practice to connect the supply and demand of finance at a local and regional level - focusing on mobilising finance *within, into* and *from* place. As Robins *et al* note, "there is no shortage of capital at a local level to invest in climate action. By one estimate, there is around £4bn of investable wealth per 100,000 people in the UK. Currently, however, the bulk of this asset base flows into funds and markets outside of the communities in which the investor or saver lives" (Robins *et al*, 2021, p30). So far, this platform has produced research reports and policy insights on how the banking sector could finance a Just Transition (Robins, 2020, Robins *et al*, 2019a), as well as an investor roadmap for financing inclusive local climate change towards a Just Transition (Robins *et al*, 2019b).

2.1.4 Thematic Platform: Adaptation

Climate adaptation, how we will live with climate change, is mentioned in less than 12% of climate emergency declarations (Howarth *et al*, 2021, p4). Local climate action has tended to focus largely on mitigation activities to reduce greenhouse gas emissions. This platform explores how best to integrate mitigation and adaptation to contribute to the UK's climate resilience framework and enhance the UK's adaptive capacity (PCAN, 2021d).

Fearon *et al* (2021, p1) argue that "the role of local authorities in managing and coordinating local action to achieve net zero carbon targets and putting in place climate adaptation measures will be vital to complement central government climate action." Presenting a 'toolkit' of strategies and approaches, they - following the lead of the Climate Change Committee - go on to advocate Community Wealth Building as a key mechanism for realising the economic, social, health and social justice co-benefits of local climate action (ibid, pp.70-73).

2.1.5 Research and Communication

PCAN provides a five-year £400,000 small grants fund for climate change researchers and research users. The grants fund engagement activities, user orientated analysis, innovative approaches and support for early-career researchers. The Network also has an outreach

strategy that “connects place-based activities and informs wider climate action by co-producing, synthesising and communicating decision-relevant analysis” (PCAN, 2021a).

2.2 Community Wealth Building

2.2.1 Introduction

CWB is defined by the Democracy Collaborative (2019) as:

“a system-changing approach to community economic development that works to produce broadly shared economic prosperity, racial equity, and ecological sustainability through the reconfiguration of institutions and local economies on the basis of greater democratic ownership, participation, and control.”

It offers an alternative, more democratic approach to local economic development that is rooted in place and focused on the common good (Kelly and Howard, 2019, p9). It prioritises a number of aspects of which two are particularly prominent. Firstly, it is an approach to valuing wealth within place and maximising the potential of anchor institutions to procure in ways that benefit localities and communities. Anchor institutions – large public sector or not-for-profit organisations such as local councils, universities and health trusts, which employ a large number of people, have a significant procurement spend, and are firmly rooted in their locality – are key to the CWB approach. They are ‘anchors’ because, unlike ‘footloose capital’, they cannot simply uproot themselves and relocate, but are rooted in place. Secondly, it is a way of extending democratic principles from governance and politics to the economy (Howard, Dubb and McKinley, 2014). As opposed to the wealth of a place being held by and benefiting the few, CWB seeks to ensure that wealth created locally is more equally owned and equitably distributed through community-based, democratic and public ownership.

Distribution of income in the current orthodox neoliberal economic model is left to what ‘trickles down’ as a result of economic activity or via state welfare benefits and transfers. The CWB approach offers a systemic alternative where, “economic interventions”, seek to “reconfigure the core institutional relationships of the economy in order to produce better, more egalitarian outcomes as part of its routine functioning” (Guinan and O’Neil, 2020, p6). This reconfiguration to facilitate democratic ownership through cooperatives and municipally owned services creates a more sustainable, resilient and localised economy that is not dependent on attracting Foreign Direct Investment through branding and restricting themselves as ‘competitive’, nor is it reliant on companies with no loyalty to place (Boland, 2014). CWB offers cities a commonsensical self-reliant way of creating a place-based economy with better outcomes for everyone (Manley and Whyman, 2021, p4).

2.2.2 History

The origins of CWB can be understood to lie in “longstanding traditions on the left of libertarian socialism and economic democracy” (Guinan and O’Neil, 2020, p9). In tracing the history of CWB, the Centre for Local Economic Strategies (CLES) (undated) reflect on their work in the mid-noughties on regeneration and social and economic development and the future of cities, and how this led to a focus on the power of the ‘public pound’ and an exploration of wealth and economic multipliers within place, informed by the seminal new economics foundation’s

'Plugging the Leaks' approach (see Fig. 1) - where a local economy is viewed as a bucket with money flowing in through grants, inward investment, social security and export revenue, and where leaks are plugged to stop money leaving, ensuring it has a beneficial local 'multiplier effect' as it is spent and re-spent in an area (Ward and Lewis, 2002), enhancing the resilience and vibrancy of the local economy in terms of jobs, wages, investment and economic security for workers, consumers and businesses.

The Greater University Circle Initiative (GUCI) in Cleveland is made up of health and education anchor institutions, so called 'Eds and Meds'. Reflecting on historical developments, notes that, in 2006, they held a round table with the Cleveland Foundation and the Democracy Collaborative to devise ways to better connect and benefit the low-income neighbourhoods in which they were based (Kelly and Howard, 2019).

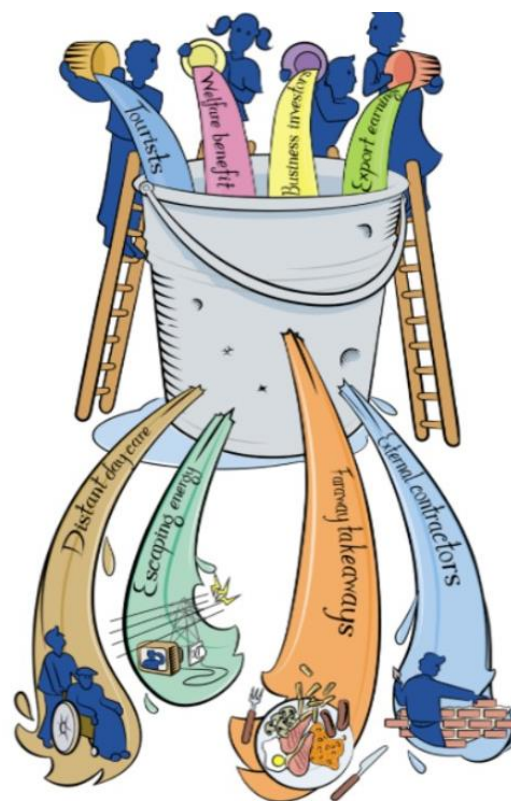


Figure 1: Plugging the Leaks

Source: Ward and Lewis, 2002

The vision that emerged was based on Mondragón, a corporation and federation of worker cooperatives in the Basque country, Spain. These worker cooperatives would provide goods and services to the 'Eds and Meds'. With philanthropic and government grants and loans the first cooperative, the Evergreen Laundry was created in 2009. An industrial sized laundry to bid for contracts from the anchor institutions. This was followed by Evergreen Energy Solutions, a renewable energy company, and the Green City Growers, an urban agri-business. All three cooperatives are "pioneers in sustainability economies," ensuring low use of water and electricity and avoidance of transport miles through being connected into the local economy (Hackl, 2020).

From 2008, CLES began to work on economic resilience, mapping the flows of wealth from creation to accumulation, and the local harnessing of wealth, alongside working with Manchester City Council on progressive public procurement and local supply chains. This led to further work on anchor institutions and cooperatives, and coalesced with insights and learning from the Democracy Collaborative and work carried out in Cleveland, Ohio - resulting in the framing of CWB with five pillars or strategies (CLES and Preston City Council, 2019):

- Fair employment and just labour markets
- Progressive procurement of goods and services
- Plural ownership of the economy
- Socially productive use of land and property
- Making financial power work for local places

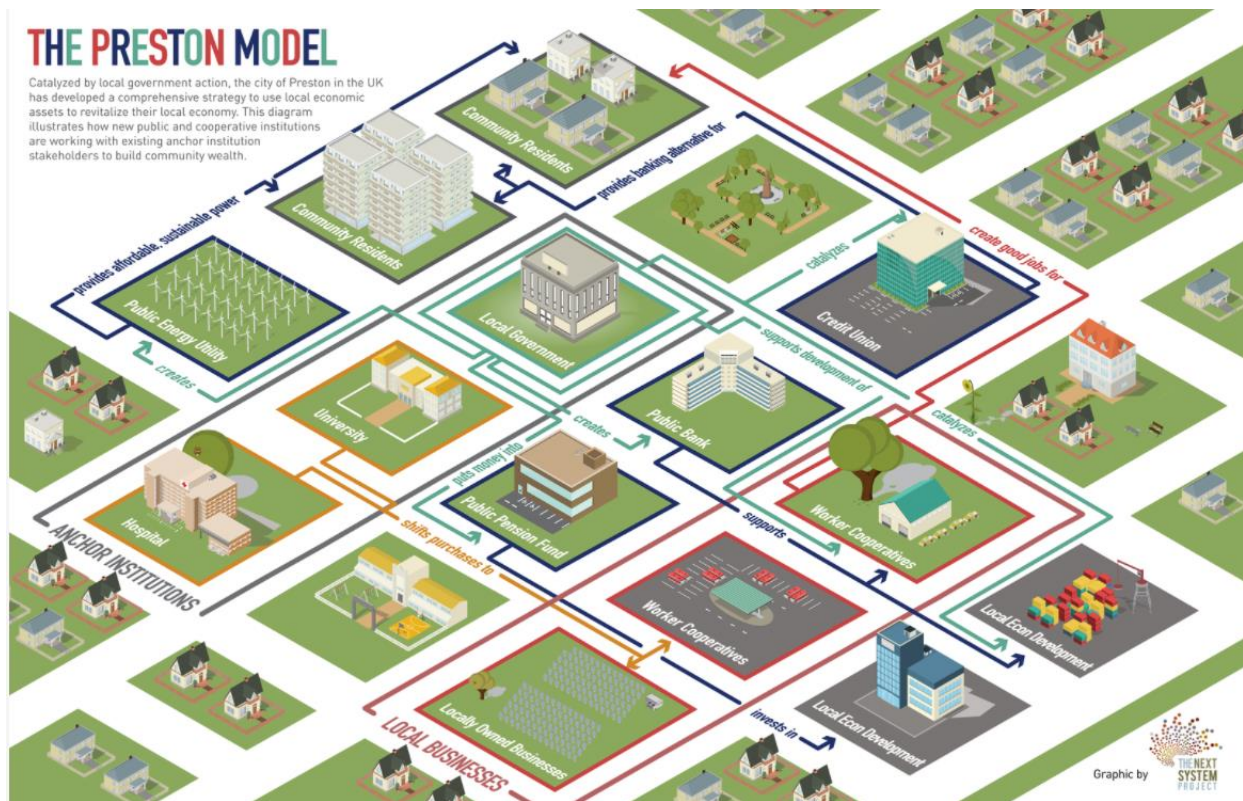


Figure 2. Infographic: The 'Preston Model'

Source: The Next System Project, 2018

From 2012, post-financial crash, Preston City Council partnered with CLES and Dr Julian Manley and colleagues at the University of Central Lancashire (UCLan) to develop what has become widely known as the 'Preston Model' and has been key to bringing CWB to prominence in the UK (Manley and Whyman, 2021; Brown and Jones, 2021). Informed by recommendations from the foundational research report on co-operative activity in Preston, commissioned by the Council (Manley and Froggett, 2016), this extended the Democracy Collaborative's five pillar framing by explicitly adopting cooperative principles and values as the Model's underpinning 'philosophical' framework. In doing so, the city strengthened its engagement with Mondragón, including exchange visits, seminars and symposia, and created the Preston Co-operative Development Network and the Preston Co-operative Education Centre - as well as laying the groundwork for the establishment of a cooperative North West Mutual Bank. Together, these are intended to produce a co-operative entrepreneurial ecosystem for Preston (Preston Model, 2022). The University also hosted visits from supportive national politicians and other high-profile advocates and disseminated learning through national and international media such as The Guardian Live events. Reflecting on the journey, UCLan (with its links to Mondragón) have played a central role in influencing the systemic, co-operative and participatory democratic aspects of the Model, while CLES has supported Preston City Council in developing its network of anchor institutions and its commitment to progressive procurement.

In summary, CWB thus became more widely known through high-profile developments in both the USA, through the experience of Cleveland, Ohio; and the UK, through developments in Preston.

2.2.3 Framing and Development

Alongside the five pillars referred to above, CWB has been framed in a number of broadly similar ways. To give two examples:

First, the Democracy Collaborative (2018) identifies eight basic principles of CWB:

- Labour matters more than capital
- Local, broad-based ownership matters
- Active democratic ownership and participation matter
- Multipliers matter
- Localising investment matters
- Collaboration matters
- Place really matters
- Community wealth is where the next system begins

Second, Preston City Council (2021a) prioritises eight themes in its refreshed CWB 2.0 Strategy launched in 2021:

- Progressive procurement of goods and services
- A commitment to social value
- A more diverse and democratic economy
- Decent and fair employment
- Making financial power work for local places
- Using the Council's assets for social and environmental benefit
- Harnessing the 'power of place' through collaboration with other anchors
- Place leadership

While, in Preston, CWB can more accurately be viewed as part of the 'commons' movement (Brown, 2018), CWB has been popularised as a form of New Municipalism with similarities to the municipalism of the Greater London Council of the 1980s (Featherstone, Littler and Davison, 2020, p 6). It is now a rapidly growing movement with the 'think and do tank', CLES (2021, p11), working to develop the approach in locally appropriate ways with over 30 areas in the UK:

"From Torbay to the North of the Tyne, Liverpool to Lewisham and into Scotland, Northern Ireland and Wales, CLES has been working with dozens of different localities to help them find their own unique expression of community wealth building."

The three devolved nations in the UK are at various stages of implementing the approach. Scotland is perhaps the most advanced - having appointed a Minister for Public Finance, Planning and Community Wealth in May 2021 (Scottish Government, 2021a) and seconded Neil

McInroy, former Chief Executive of CLES, into the Scottish Government to help embed CWB. The Scottish Government is supporting six projects, Ayrshire, Clackmannanshire, the Western Isles, the South of Scotland, Glasgow City Region and Tay Cities Deal (Scottish Government, 2021b).

In Wales, CLES was appointed in 2020 to assist public service boards (PSBs) and anchor institutions to implement new and progressive approaches to procurement that build community wealth and help meet the goals initially set out in the Wellbeing of Future Generations (Wales) Act (Welsh Government, 2015) - with a specific remit to embed opportunities within their tenders for local suppliers, with the aim "of creating community wealth, ensuring fair work and better meet the Wellbeing goals" (Welsh Government, 2020).

In Northern Ireland, Development Trusts Northern Ireland/CLES (2020, p5) have published a report calling for the Government to use COVID-19 as a catalyst to progress CWB through Government departmental priorities and programmes and to be embedded in City Deals and Growth Deals, thereby building "a new and inclusive economic system." Further to this, the Minister for Communities in NI, has called for "a new and ambitious model that gives economic control to local people with collective ownership," suggesting that CWB "can play a key role in this agenda with a focus on: creating a more just and fair labour market; and creating a more inclusive economy with more democratic and social forms of ownership such as community banks, cooperatives, social enterprises and community interests" (Department for Communities, 2021).

While CWB was initially not primarily focused on addressing the climate and ecological crisis, it is increasingly being seen as a means to address environmental challenges and to bring about positive social and economic change in ways that prioritise both human wellbeing (rather than orthodox economic growth) and sustainability or a healthy planet - as indicated in the Democracy Collaborative definition cited in Section 2.2.1. Additionally, recent publications focus strongly on the role of CWB in climate action and delivering a just transition to net-zero and a greener future (North Ayrshire Council, 2020a, Preston City Council, 2021a; Radcliffe and Williams, 2021) and deliver ambitions for carbon neutrality and delivery of a green transition - as explored further in Section 3.2.6.

2.3 Doughnut Economics

2.3.1 Introduction

According to the economist, Kate Raworth, the challenge for humanity in the 21st century is, "How do we meet the needs of all within the means of the planet?" (Raworth, 2021). For Raworth, the answer cannot lie in 20th century neoclassical and growth-based economics; the endless pursuit of growth measured using Gross Domestic Product (GDP) is the reason for the current extraordinary levels of income and wealth inequality and the climate crisis (Raworth, 2017a, p25). Rather than growth - and, indeed, the economy as a whole - being viewed as an end in itself, it should be viewed as a means towards ultimate goals such as wellbeing, security, job creation, excellent public services and thriving communities, all within the finite ecological resources and a commitment to planetary wellbeing (Doughnut Economics Action Lab (DEAL), 2021a). In a 2012 paper for Oxfam, she first presented the concept of the Doughnut and

expanded upon this in her book, *Doughnut Economics - Seven Ways to Think Like a 21st Century Economist* (Raworth, 2017a).

Like the new economics foundation 'leaky bucket' image, in one easy to understand visual image (Figure 3), the 'doughnut' brings together the social-economic and the environmental-climate. According to the Oxfam Welsh Doughnut report (Swaffield and Egan, 2020, p9):

"The Doughnut model is a useful representation of what just and sustainable development might look like. It brings into one conceptual framework, the concerns of environmental sustainability and social justice, which are too often portrayed as competing rather than inter-related, aims. In short it acts as a barometer, measuring the sustainability of our development."

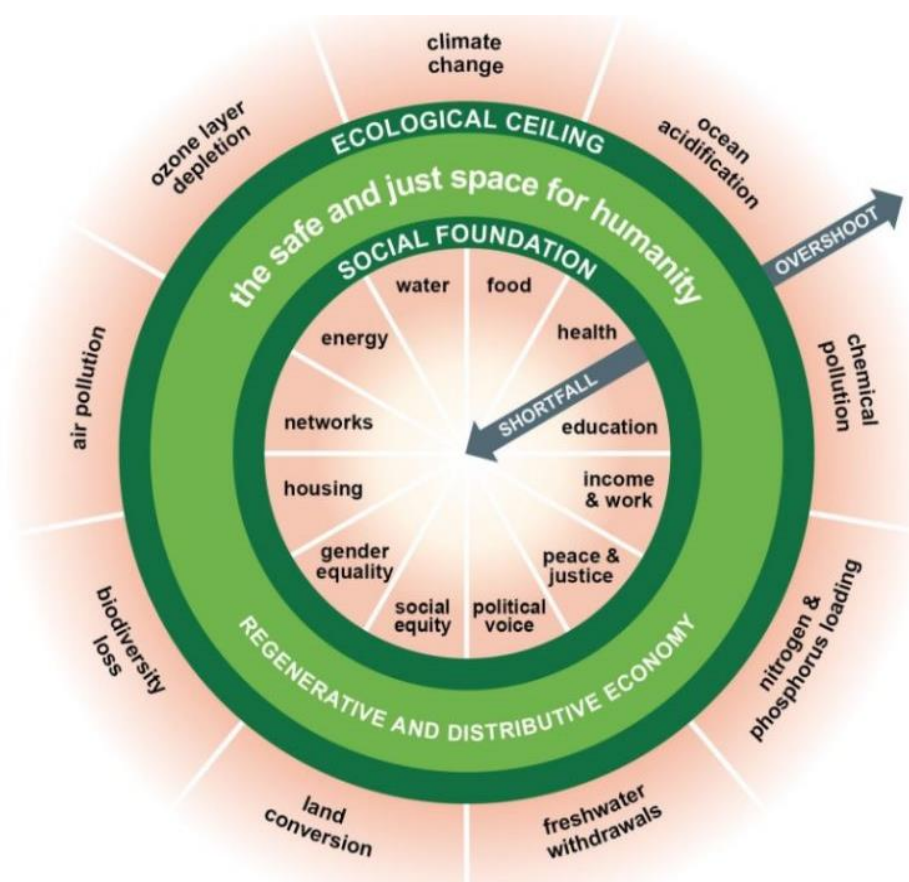


Figure 3: The Doughnut

Credit: Kate Raworth and Christian Guthier. CC-BY-SA 4.0

Source: Raworth, 2017a

The inner ring represents the social foundation floor below which no-one should fall. The twelve dimensions of the social foundation - energy, income, health, education, food, water, gender equality, resilience, jobs, voice, peace and justice and social equity - are derived from the social priorities agreed in the Sustainable Development Goals (United Nations, 2015). The outer ring represents the ecological ceiling beyond which we should not overshoot without causing, "severe and irreversible damage to the Earth's system function" (Capmourteres *et al.*, 2019, p498). These nine boundaries are based on the work of the Stockholm Resilience Institute (Rockström *et al.*, 2009; Steffen *et al.*, 2015) and comprise biodiversity loss, climate

change, ocean acidification, land conversion, nitrogen and phosphorus loading, air pollution, chemical pollution, ozone layer depletion and freshwater withdrawals. In between the inner and outer rings lies the Doughnut, representing the safe and just space for humanity, the 'sweet spot' between the social foundation and the ecological ceiling.

To get into the 'sweet spot' we must design economies to be 'regenerative' and 'distributive' by design (Raworth, 2017a, p29). The Doughnut offers a high level and systems-thinking way to view an economy where it is "embedded within, and dependent upon, society and the living world" and takes inspiration from ecological, green, feminist, institutional, behavioural and complexity economics (DEAL, 2021a).

2.3.2 Downscaling the Doughnut: Doughnut City Portraits

Originally, Raworth's model was designed to quantify the social model and ecological ceiling at a global level; however it has now been downscaled with numerous cities (e.g. Amsterdam) and other local governments (e.g. Cornwall County Council) experimenting with using it as a decision-making tool and compass to measure and guide socio-economic and environmental progress. This work is being led by the Doughnut Economics Action Lab (DEAL) platform (<https://doughnuteconomics.org>), launched in 2020 to support the translation of the Doughnut Economics concept into place-based action.

Collaborating with C40 Cities, Biomimicry 3.8 and Circle Economy for the Thriving Cities Initiative (TCI), DEAL produced the *Creating City Portraits* report with three flagship cities, Amsterdam, Portland and Philadelphia (Fanning *et al*, 2020). To create a City Portrait, cities are encouraged to view their locality through four interconnected lenses (Figure 4):

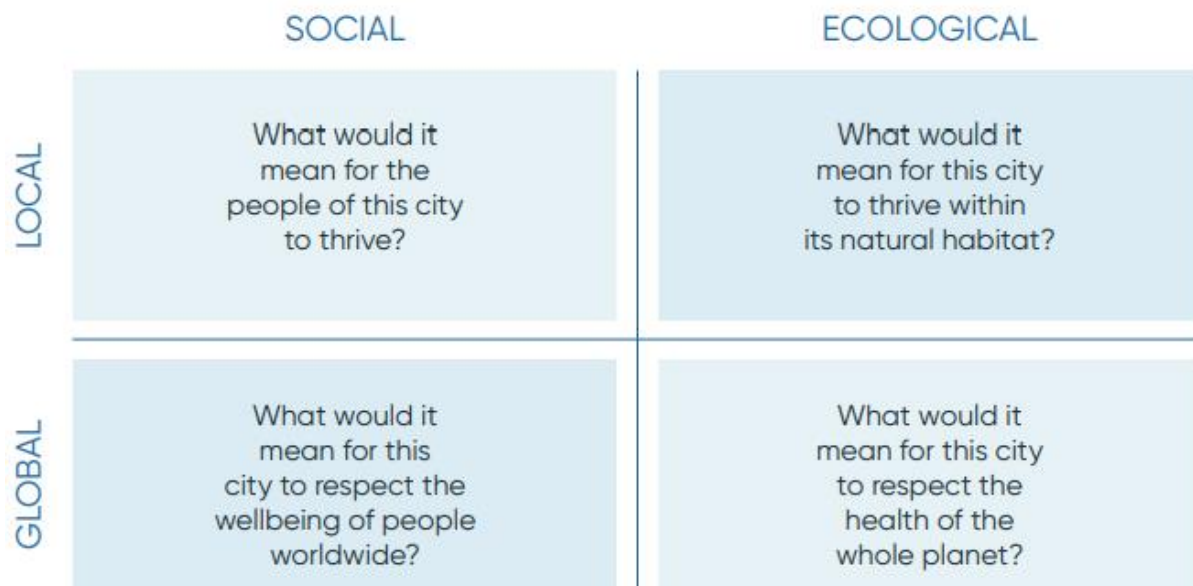


Figure 4: The Four Lenses of the City Portrait

Source: Fanning et al, 2020, p7

Fanning *et al* (2020, pp7-8) describe the process:

"How can our city be a home to thriving people, in a thriving place while respecting the wellbeing of all people and the whole planet?...Taken together, the four lenses of the City

Portrait are intended to start and inform a public discussion about what it would mean for your city to achieve local aspirations, while respecting the rights and aspirations of others, and the living planet.”

Raworth, speaking in a webinar (UCLan, 2021) also argues that, in creating a City Portrait and considering how to move from outmoded extractive 20th century thinking to 21st century regenerative design, the following design traits should be considered: purpose, governance, networks, ownership and finance.

There is increasing interest in applying Doughnut Economics to ‘place’ at multiple scales - UK and European examples including Aarhus, Amsterdam, Barcelona, Berlin, Brussels, Cambridge, Copenhagen, Cornwall, Devon, London and Wales. For example, Cornwall Council published, *Towards a Sustainable Cornwall: the State of the Doughnut Report*, “to provide a baseline from which to evaluate progress towards achieving a social foundation that meets human needs while also reducing environmental pressures” (Turner *et al*, 2020). In recognition of this growing appetite, DEAL has appointed two Cities and Regions Co-Leads to drive work with places looking to put Doughnut Economics into practice.

2.3.3 An Example: The Experience of Amsterdam

In April 2020, Amsterdam’s city government declared that it would use Doughnut Economics to recover from the COVID-19 crisis and avoid future crises (Nugent, 2021). Using the methodology outlined above, the city has worked with DEAL to create a City Portrait (DEAL, 2020) (Figure 5). Their vision is to be “a thriving, regenerative and inclusive city for all citizens, while respecting the planetary boundaries” (p.3) with the City Portrait offering “a holistic snapshot of the city, not a comprehensive assessment...intended for use in big-picture thinking, co-creative innovation, and systemic transformation, rather than simply as a report” (p.5).

The goal of the Doughnut is at the core of the principles of Amsterdam’s Circular 2020-25 Strategy, which reduces, reuses and recycles material in relation to food, consumer goods and building materials (Nugent, 2021). This strategy declares that in Amsterdam they learn by doing and that they are taking both top-down and bottom-up approaches. The city states what it wants to achieve and how it wants to get there. It also implements large infrastructure initiatives, employment schemes and policies while giving space to grassroots circular projects and initiatives to accelerate and scale up from the Amsterdam Doughnut Coalition made of 400 people and organisations (ibid).

2.4 Summary/Reflections

This section has provided an overview of Place-Based Climate Action, Community Wealth Building and Doughnut Economics. The next section moves on to explore the intersection of these three concepts/approaches, examining commonalities and differences.

WHAT WOULD IT MEAN FOR AMSTERDAM TO RESPECT THE HEALTH OF THE WHOLE PLANET?

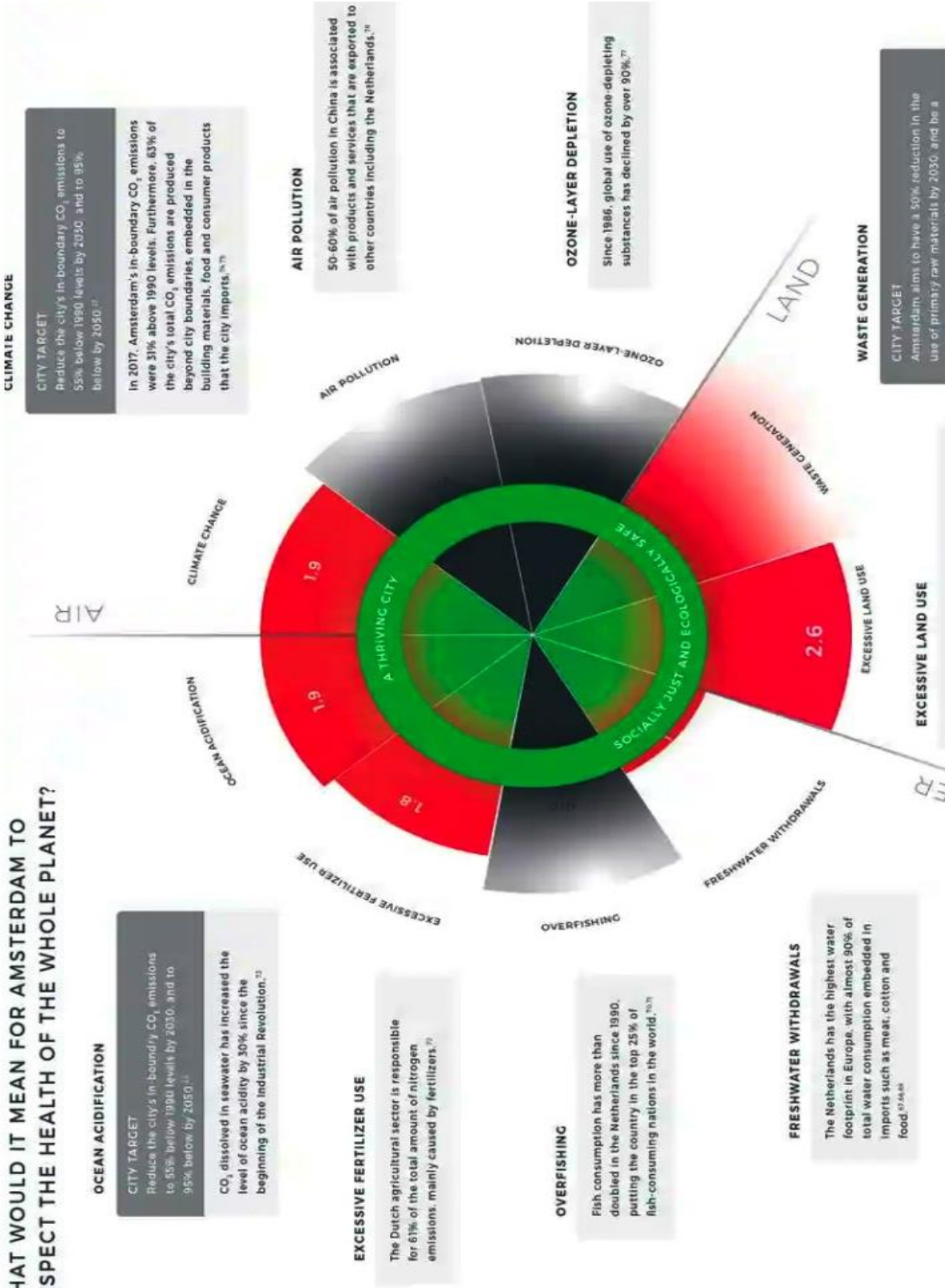


Figure 5: The Amsterdam City Doughnut

Source: DEAL, 2020, p11

3. THE INTERSECTION OF PLACE-BASED CLIMATE ACTION, COMMUNITY WEALTH BUILDING AND DOUGHNUT ECONOMICS

3.1 Introduction

Having introduced and contextualised the three concepts/approaches that form the focus for this review, this section focuses in on the intersection of Place-Based Climate Action, Community Wealth Building and Doughnut Economics – exploring points of connection and potential synergy, and within this, highlighting divergence.

3.2 Points of Connection and Divergence

3.2.1 Place-Based

All three approaches prioritise a place-based focus, albeit coming from different starting points:

- **Place-Based Climate Action:** PCAN brings together and supports local climate commissions focused on ‘place’, to close the implementation gap between national climate policy and local action and between government, businesses and communities (PCAN, 2021a).
- **Community Wealth Building:** While CWB is often referred as the ‘Preston Model’ or ‘Cleveland Model’, it is more a community of practice based on “a set of firmly held but loosely structured beliefs” where any design is, “moulded and adapted to a different place according to the needs and requirements of that place” (Manley and Whyman, 2021, p 8). As the case studies (see Section 4) demonstrate, each place that is implementing CWB has different emphases – with, for example, air quality being more of a priority for Newham than North Ayrshire due to its location in a large city.
- **Doughnut Economics:** While the Doughnut was conceived of in the global context and retains a global vision, there has been a rapid uptake of the model at multiple scales. The establishment of DEAL has facilitated its ‘repackaging’ as a place-based approach, with downscaling and application at community, city, county and regional levels – facilitated by a tool to support the creation of local ‘portraits’ (DEAL, 2021b; Fanning *et al*, 2020). It is currently consulting on the co-creation of a handbook for practice focused on ‘creating Doughnut portraits for places’ (DEAL, 2021c).

3.2.2 Action-Focused

All three approaches advocate taking action, although there is variation in terms of the amount of action currently being taken. Indicatively, Place-Based Climate Action starts with policy and governance; CWB starts with action (addressing specific local, mostly economic, problems, such as deprivation and unemployment); and Doughnut Economics starts with a theory (informed by science and social justice). All three share a scepticism about purist state or market-based approaches, offering instead different varieties of local ‘mixed political economy’ approaches. CWB stands out as perhaps the most committed to local government/public sector led action and development, while the other two are more agonistic in terms of the particular mix of state/public sector, community/civil society and market/business contributions:

- **Place-Based Climate Action:** To date, local climate commissions have been more about setting up governance structures, building stakeholder relations and putting in place research to support action rather than implementing tangible local action – although PCAN is strongly committed to achieving tangible impacts (PCAN, 2021a). At the same time, Climate Commissions are decision-recommending rather than decision-making bodies.
- **Community Wealth Building:** CWB, on the other hand, has emerged primarily as a set of actions that are being applied in practice (CLES, 2020a) – as is being demonstrated by Preston, North Ayrshire and Newham (see Section 3). It has been noted that “CWB, like any place-based policy approach, must adapt to local circumstances and civic culture...[and] is very much a practical rather than theoretical approach – a set of interlocking ideas emerging primarily from the constrained real-world of municipal policy-making, rather than a seminar-room debate” (Lockey and Glover, 2019, p19).
- **Doughnut Economics:** In places that are experimenting with Doughnut Economics, it seems that the framework is being used largely to facilitate holistic socio-economic and ecological mapping of the local area and inform decision-making around metrics (DEAL, 2021b), and in most places these are yet to be translated into actual action. In Amsterdam, the Doughnut has been integrated with the city’s Circular Economy Strategy (Nugent, 2021); and in Newham, Doughnut Economics is being incorporated into the Borough’s CWB agenda.

3.2.3 Ambitious Pragmatism

All three approaches are ambitious in their vision, while seeking to combine this with pragmatism and meaningful action:

- **Place-Based Climate Action:** PCAN’s ambition is made clear on its website, which states that it is about “Translating climate policy into action ‘on the ground’ in our communities...[to] stimulate a vital flow of action, operationalising the Paris Agreement, UK targets and individual city ambitions to deliver place-based impact (PCAN, 2021a). However, reflecting a pragmatic focus, local climate action has tended to focus overwhelmingly on mitigation with only 12% of councils including climate adaptation in their climate emergency declarations (Howarth *et al*, 2021, p4). Furthermore, reports such as *A Net Zero Carbon Road Map for Leeds* are limited to action on Scope 1 and Scope 2 emissions (Gouldson *et al*, 2020), Scope 3 engagement being limited.¹
- **Community Wealth Building:** Places that practise CWB, while committed to pragmatism, have always been ambitious in terms of socio-economic issues. With plans progressing for municipally owned renewable energy companies (North Ayrshire Council, 2020a) and the aspiration to explore the viability of District Heating (Preston City Council, 2021a), high-profile places committed to CWB are now showing the same ambition for local climate action.

¹ Scope 1 emissions from sources that are owned or controlled (e.g. fuel combustion, company vehicles, fugitive emissions); Scope 2 emissions linked to purchased electricity, heat & steam; Scope 3 all other indirect emissions (e.g. purchased goods & services, sold products, transportation [up & down stream], business travel, commuting, waste, investments, leased assets & franchises) (Osborne, J. *et al*, 2019).

- **Doughnut Economics:** By bringing together social and ecological considerations, and locating climate change alongside other crises such as biodiversity loss, ocean acidification and air pollution, the Doughnut frame offers an explicitly holistic lens through which to deal with the climate emergency (Raworth, 2017a). At the place-based level, the four lenses of the City Portrait (Fanning *et al*, 2020) asks that a city examines these social and ecological considerations in relation to both local and global impacts. This points to a wide-ranging ambition and implies that Scope 3 emissions must be addressed in any place-based plan to tackle climate and ecological crises.

3.2.4 Agnostic About Growth

All three approaches are, broadly, ‘agnostic’ about orthodox GDP-measured economic growth, with CWB and Doughnut Economics being more explicit in challenging neo-liberal thinking, explicitly questioning the assumption that growth should be an automatic goal and critiquing the overarching use of Gross Domestic Product (GDP) to measure progress:

- **Place-Based Climate Action:** PCAN has not overtly distanced itself from a focus on economic growth or explicitly questioned the current economic model which “drives our carbon based and unsustainable ways of life” (Barry, 2021). As PCAN is not a ‘school of thinking’, there is no ‘PCAN view’ on economic growth per se. However, some of its research is moving towards questioning the appropriateness of orthodox growth (and neoliberal capitalism) - and therefore is at least opening up the policy space and ‘Overton window’ about local responses to the planetary crisis perhaps needing to consider being agnostic about growth (and capitalism). For example, some within the PCAN team explicitly advocate a ‘post-growth’ perspective and the need to move towards a dashboard of indicators to measure and track social and ecological progress rather than the single metric of GDP-measured growth (ibid). That said, its work explicitly encourages the active involvement of the private sector in local climate commissions and in the thematic Finance Platform, believing that this engagement and mobilisation is essential to the success and funding of place-based climate action (PCAN, 2021c). This inevitably makes it challenging for PCAN to take a specific position on growth and capitalism, as the focus of private sector stakeholders “is often on profiting from and facilitating the creation of a green economy, rather than tangible, place-based action” (Creasey, Lane, Harvey-Crawford, 2019, p28). At the same time there is a strong focus on community and citizen-based involvement within PCAN and the activities and composition of the three lead Climate Commissions in Leeds, Edinburgh and Belfast. The inclusion of non-business and non-public sector representatives does at least ensure dissenting and alternative views and voices are heard and inform the decisions of the Commissions.
- **Community Wealth Building:** CWB explicitly challenges the dominance of Gross Domestic Product (GDP) as a primary success measure and rejects economic growth as the solution to society’s challenges, confronting neo-liberal assumptions and contending that “in the light of today’s intersecting social and ecological crises, it is clear that economic growth is no longer fit for purpose as the defining measure of an economy’s success” (CLES, 2020a, p17). As the case studies below demonstrate, in the places where CWB is being practiced, there tends to be a desire to move away from traditional economic growth. For example, North Ayrshire wants to achieve ‘fairness’ and ‘inclusivity’ and Newham intends to use livelihood, well-being and happiness as their prime measures of economic success. Furthermore, CWB advocates

the use of the considerable procurement power of local public sector anchor institutions to shape local markets and supply chains, alongside the development of alternative models within the finance sector – through, for example, mutually owned and national investment banks which counter the dominance of ‘wealth extraction’ (Leibowitz, 2020).

- **Doughnut Economics:** Raworth (2017a) suggests that one of the ‘seven ways to think like a 21st century economist’ is to ‘be agnostic about growth.’ While not opposing growth per se, Raworth questions its dominance and unquestioned primacy. In Doughnut Economics, economic growth is not in itself viewed as an ‘end’ or an indicator of success, but rather understood as a means to reach desired social goals within ecological limits (Nugent, 2021). As Stratford and O’Neill (2020, p9) contend, reflecting on the potential of the Doughnut, “if we treat GDP growth as an end in itself then we risk what ecological economist Herman Daly refers to as uneconomic growth – growth that does more harm than good.” This positioning reflects a wider challenge to neo-liberal orthodoxy, with the tenets of the Doughnut requiring fundamental and systemic shifts to an economic model that is regenerative and distributive by design. Interestingly, DEAL has taken a decision to connect proactively with profit-making organisations, recognising that progress towards the ambitions of Doughnut Economics require businesses to become regenerative and distributive by design. This development offers obvious challenges to the Doughnut’s positioning regarding growth, and there is an explicit acknowledgement that it is in this space that the Doughnut “is most at risk of getting greenwashed or co-opted...thus undermining its transformative potential” (DEAL, 2021d) – and is therefore recruiting a Business and Enterprise Lead and developing a Business Policy.

3.2.5 Supporting a Just Transition

To a greater or lesser extent, all three approaches support the concept of a ‘just transition’. However, this term can be defined in two different ways – the first concerned with simply offering state support to those who will lose their jobs due to the transition away from fossil fuels, the second calling for a more radical and “ambitious social and economic restructuring that addresses the roots of inequality” (Pinker, 2020, p9):

- **Place-Based Climate Action:** While PCAN’s focus is climate action (both mitigation/decarbonisation and adaption/nature-based solutions), it also includes a focus on social, economic and financial considerations, producing a range of research reports and commentaries relevant to a just transition (PCAN, 2021d, Robins *et al*, 2020). While it has not yet articulated what it understands by the ‘just transition’, its involvement of private and finance sectors would make it challenging to align itself with the second, more radical, definition.
- **Community Wealth Building:** While CWB emerged from a desire to solve socio-economic issues such as poverty and inequality, it now increasingly embodies environmental goals (CLES, 2020a) and aligns with the second, more radical definition of a just transition. An example is provided by North Ayrshire, where the COVID-19 recovery strategy is a local green new deal.
- **Doughnut Economics:** The visual representation of the Doughnut shows how an economy fit for the 21st century necessitates engagement with social and environmental considerations and a focus on the ‘safe and just operating space’. Rejecting traditional economics and advocating an approach that is distributive and regenerative by design (Raworth, 2017a), Doughnut Economics likewise aligns with the second, more radical, definition of ‘just transition’.

3.2.6 Focused on Securing and Sustaining Wellbeing of People, Places and the Planet

All three approaches are, in different ways, focused on securing and sustaining the interconnected wellbeing of people, places and the planet:

- **Place-Based Climate Action:** With its localized focus on climate action, PCAN is concerned about the health and wellbeing of place, people and planet. It recognises that climate action (both mitigation and adaptation) has multiple health-related co-benefits (Jennings, 2021; Yuille, Tyfield and Willis, 2021; Fearon *et al*, 2021), including those related to mental health. These operate at a place-based level by helping to create “healthier, more prosperous and resilient cities with reduced greenhouse gas emissions” (PCAN, 2021a). In turn, it is argued that this place identity can “influence...individual and collective wellbeing” (Howarth, Lane and Slevin, 2021, p17). A multi-sector report has argued strongly for finding “a way to address the health, nature and climate crises together with a focus on local delivery” (Adept *et al*, 2021).
- **Community Wealth Building:** The primary focus of CWB has traditionally been on the local economy and shaping this to ensure place-based fairness and justice. However, the literature explicitly recognises that the economy and the way it operates is a determinant of human health, with poor health being a driver for the adoption of CWB (CLES and Preston City Council, 2019) and a key priority being “a new approach...centred on wellbeing and inclusion” (North Ayrshire Council, 2020a, p2). Furthermore, there has been a growing focus on connecting the wellbeing of people and places to the ‘greening’ of the local economy and the wider wellbeing of the planet. For example, a recent CLES report advocates the use of CWB by local authorities “to decarbonise using their economic power and wider influence at the local level” and calls for an “energy transition...that tackles social, economic and environmental injustices whilst building wealth in our communities” (Radcliffe and Williams, 2021, p3); while locality-based reports highlight the potential for CWB to be at the heart of responses to the climate crisis (Preston City Council, 2021a) and deliver ambitions for carbon neutrality and delivery of a green transition (North Ayrshire Council, 2020a).
- **Doughnut Economics:** Doughnut Economics is the approach that perhaps most explicitly brings together a focus on the wellbeing of people, places and the planet. The doughnut diagram is structured to illustrate how occupying the safe and just space for humanity requires us to meet the social foundation of human wellbeing while protecting the wellbeing of the planet by respecting the ecological ceiling and planetary boundaries (Raworth, 2017a, 2017b). Stratford and O’Neill (2020) argue that the Doughnut provides “a compass for a wellbeing economy” and, as detailed in Section 2.3, its more recent downscaling has focused in on how the approach can be applied at the place-based level, securing the wellbeing of cities and communities (Fanning *et al*, 2020).

3.2.7 Accelerated by COVID-19 and a Focus on Recovery

All three approaches have responded to and examined the implications of COVID-19, with the consequence that their uptake has been noticeably accelerated by the pandemic:

- **Place-Based Climate Action:** With a focus on place-based action, a group of local government, environmental and research organisations has proposed a blueprint for how Government can use the pandemic as a springboard to accelerate climate action at the local

level and ensure that recovery from COVID-19 is truly 'green' (Adept *et al*, 2021). Reflecting on COVID-19 and the glimpses of the future that responses have opened up – such as reduced carbon emissions and air pollution, less noise, and more space for nature – Howarth *et al* (2020) call for a social mandate for climate action, so that such gains can be achieved in a less harmful, and more inclusive and sustainable, way. In considering options, they advocate the use of deliberative engagement mechanisms such as citizens' juries and assemblies.

- **Community Wealth Building:** COVID-19 has not only exposed and amplified inequalities, but also spotlighted how mainstream economic development has neither delivered prosperity for all nor addressed the climate emergency. Alongside this, it has also unleashed creative citizen-led action and social solidarity. Reflecting on the pandemic, a report from CLES (2020a) argues that there is an urgent need "to reset and build a new economy: one in which wellbeing stands above economic growth" (p6) and calls for the "a new kind of municipalist role for local government, one which uses the levers of the local state to advance economic, social and environmental justice" (p7). It goes on to advocate the use of CWB, noting how localities as diverse as Wigan, Lewes, the Wirral and North Ayrshire have begun to "reimagine how we can make local economies work to build back better in the aftermath of COVID-19" (p9). Building on this report, CLES has published two further documents exploring the role of CWB in recovery from COVID-19 and 'building back better and fairer' (CLES, 2020b, 2020c) – setting out a Framework for Action and a Guide for New Local Economies. Additionally, the pandemic has catalysed interest and engagement in the devolved administrations, for example through the publication of reports such as *From Coronavirus to Community Wealth Building* (Development Trusts Northern Ireland/CLES, 2020).
- **Doughnut Economics:** In the wake of COVID-19, the rhetoric of 'build back better' has highlighted the potential role of 'alternative' or 'progressive' economic frameworks as accelerators to recovery (de León *et al*, 2021). Stratford and O'Neill (2020, p9) consider the role of Doughnut Economics in post-pandemic recovery, arguing that "we need to focus our efforts on building a well-being economy – an economy that meets human needs and improves quality of life, without destabilising the Earth systems upon which we depend." The experience of the pandemic has catalysed interest in using Doughnut Economics, with the Wellbeing Economy Alliance (Büchs *et al*, 2020) proposing ten principles for recovery from COVID-19, based on the Doughnut framework. As detailed in Section 2.3, Amsterdam is perhaps the highest profile city to have committed to using the framework as a compass to recover from the pandemic and avoid future crises (Nugent, 2021).

3.3 Summary/Reflections

This section has examined the intersection of Place-Based Climate Action, Community Wealth Building and Doughnut Economics – considering points of convergence and divergence. While there are strong areas of common interest and connection, there are several noticeable differences: first, in how action-based and action-focused the three approaches are; and second, in how 'radical' their views are on challenging neo-liberal assumptions and catalysing and mobilising seismic shifts in society through systemic change.

The next section moves on to present three case studies of local application demonstrating the potential for intersection between the three concepts/approaches.

4. CASE STUDIES OF LOCAL APPLICATION: CAPTURING AND DISTILLING LEARNING

4.1 Introduction

This section focuses on three contrasting localities that have, in different ways, begun to utilise and/or harness insights from Community Wealth Building, Place-Based Climate Action and Doughnut Economics. These case studies were selected on the basis that these areas already have a record of action and are now undertaking and/or planning action that profiles the potential intersection of the three concepts/approaches.

4.2 Preston

CWB has been dubbed the 'Preston Model' due to the city's pioneering application of the approach. In 2012, following the collapse of a part-privately financed city centre development, Preston City Council decided to take a different approach to their local economic development - inspired by work that was taking place in Cleveland, Ohio and Mondragón, Spain. They became a Real Living Wage employer and began to work with other anchor organisations in the city to establish where their procurement spend was flowing. Discovering that £458 million was leaving the Preston and wider Lancashire economy, they formed a procurement practitioners' group to re-localise spend. By 2017, spend within the local economy with Preston and Lancashire-based suppliers had increased by £274m, which resulted in Preston moving out of the 20% most deprived cities in the UK, the creation of 4,000 Real Living Wage Jobs and a reduction in unemployment of 6.5% in 2014 to 3.1% in 2017 (CLES and Preston City Council, 2019, pp20-21). As detailed in Section 2.2.2, CWB in Preston has continued to flourish with the City Council working with UCLan to embed co-operative principles within the Preston Model and create a 'co-operative entrepreneurial ecosystem' able to support an economy nurtured by participatory democracy and governance. This is being translated into practice through worker-owned cooperatives, the establishment of the Preston Co-operative Development Network and the Preston Cooperative Education Centre and the development of a co-operatively owned North West Mutual Bank. Additionally, council employee pension funds are being invested in student housing and a municipally owned cinema and leisure complex.

In 2018, Preston was named the most rapidly improving city in the *Good Growth for Cities Index* by Demos and PWC (Partington, 2018). In 2021, using this same index, Preston was named the best city to live and work in the North West of England. Commenting on this accolade, Council Leader Matthew Brown stated (Preston City Council, 2021b):

"This success links closely to the significant improvement on our local economy we continuously strive for through the Preston Model and our Community Wealth Building Agenda. Underpinning our support for the economic and social well-being of all Prestonians by building a richer and more democratic economy in Preston. I am particularly pleased to see above average improvements in income inequality, jobs, environment, work-life balance and housing affordability."

A recent indication of how CWB has helped to ensure that the Preston economy is more resilient to economic shocks is provided by furlough rates: in December 2020, Preston had a

rate of 6.9% compared to a national average of 12.5% (Graham, 2021). While Preston has not explicitly embraced Doughnut Economics, it is engaging with it - with a particular focus on the social foundation. From this perspective, CWB can be viewed as a way to safeguard against people falling into the centre of the Doughnut. At an online event in February 2021 entitled, *When Preston Meets the Doughnut* (UCLan, 2021), which included Kate Raworth, Cllr. Matthew Brown and Prof. John Barry as speakers and panellists, Raworth stated that "Preston is an example of the Doughnut in action."

Community Wealth Building 2.0: Leading Resilience and Recovery in Preston (Preston City Council, 2021a) comprehensively brings together the city's aspiration to achieve social, economic and environmental justice through fostering partnerships between the public, private and community sectors. As detailed in Section 2.2.3, it prioritises eight themes: Progressive procurement of goods and services; commitment to social value; a more diverse and democratic economy; decent and fair employment; making financial power work for local places; using the council's assets for social and environmental benefit; harnessing the 'power of place' through collaboration with other anchors; and place leadership.

Alongside this, the council declared a climate emergency in 2019, committing to a target of net-zero by 2030 (Preston City Council, 2019); achieved the One Carbon World *Carbon Neutral Standard* for their work on measuring and reducing carbon emissions; is participating in the *United Nations Climate Neutral Now Initiative*; and, in partnership with other councils in Lancashire, is a case study in the EU Horizon 2020 funded *AgriCaptureCO2* project, which aims to make it easier and more profitable for farmers to adopt regenerative agriculture practices (Wroe, 2021). While CWB still remains the high-profile and explicit driving framework for Preston City Council and its collaborative partners, *Community Wealth Building 2.0* reflects a bolder strategic ambition and commitment to place-based climate leadership, governance and action. While there is no explicit mention of Doughnut Economics, the Council Leader and officers have engaged with this framework - with Cllr. Matthew Brown participating in the *When Preston Meets the Doughnut* webinar (UCLan, 2021a) and a key policy officer participating in a workshop on Community Wealth Building, Doughnut Economics and Local Place-Based Climate Action.

Within the framing of the new CWB strategy (Preston City Council, 2021a), the following proposed actions illustrate this breadth of thinking, through prioritising:

- A renewed focus on increasing social and environmental resilience through progressive procurement.
- A Climate Action Plan with measures to reduce the Council's carbon footprint.
- A decarbonisation focus to create further opportunities for cooperative development and community and municipal energy.
- A commitment to develop a cooperative North West Mutual Bank, to improve access to financial services, retain banking profits in the region and recycle regional savings into business loans and mortgages.
- Its influence with other councils to promote a strategy of regional investment which includes directing a share of the Lancashire Pension Scheme into renewable and clean energy investments.

- An exploration of the potential of Community Municipal Bonds and Community Shares to mobilise local savings to invest in projects which deliver community benefits, support local recovery from the pandemic and invest in social and climate resilience,
- An inclusive and resilient recovery focused on social and green infrastructure (housing, renewable energy, transport) and low carbon jobs
- Working closely with other anchors and community partners to ‘reimagine’ and deliver a vision for the city where active travel, public and green spaces, clean energy and affordable housing replace cars, shops and office blocks.
- Joint working with community groups to explore how Council assets can contribute to the development of community owned projects to meet growing demand for renewable energy.
- Opportunities for managing Council parks and woodland to increase carbon capture and improve the local environment.

4.3 North Ayrshire

In May 2020, North Ayrshire Council launched its CWB strategy, which makes clear a concern to move beyond growth-based economics to ensure a social foundation for local citizens (North Ayrshire Council, 2020a, p31):

“The answer is no longer traditional economic growth, we need a new approach to our economy, centered on well-being and inclusion. A fair local economy must be central to our aims of tackling poverty and inequality.”

Furthermore, demonstrating its commitment to bringing together action on both the social foundation and planetary boundaries, and to embedding a commitment to climate action within this strategy, the CWB Strategy states (North Ayrshire Council, 2020a, p31):

“Our Community Wealth Building approach will also support our ambitions around climate change and municipalisation. North Ayrshire Council has declared a state of Climate Emergency. This means we have committed to take action now to reduce carbon emissions across North Ayrshire. We will consider how we can maximise environmental benefits through our Community Wealth Building approach and ensure a just transition for North Ayrshire.”

The council wants to create a more regenerative economy based on production rather than extraction, which works for both people and planet and is committed to inclusion and wellbeing (Cullinane, 2020). The strategy builds on Preston’s CWB work with action planned across all five pillars of CWB (CLES and Preston City Council, 2019). A CWB Commission made up of Community Planning Partners from public and third sectors oversees the strategy’s progress.

Since the CWB strategy was launched, the council has published its *Economic Recovery and Renewal Approach* (North Ayrshire Council, 2020b), which focuses on using its economic levers across the Council to develop a Green New Deal and apply CWB principles to build back the local economy ‘better, fairer and greener’ post-pandemic. This includes an £8.8 million Investment Fund as a key element:

- Maximising renewable energy generation using the Council's land and assets - with a tender specification released in July 2021 for a Council-owned solar farm to contribute to reductions in fuel poverty and help North Ayrshire to become one of the first councils to achieve net-zero carbon by 2030 (Fullarton, 2021). The council believes that the farm will produce 34% of its energy needs while producing a surplus of approximately £13million that can be reinvested in the region.
- Creating a new £500,000 Green Jobs Fund to ensure a just transition for North Ayrshire (North Ayrshire Council, 2021a, p31):
 "It is all very well declaring a Climate Emergency or setting ambitious targets, but I have always been clear that what's really needed to deliver on these ambitions are bold decisions and proper investment. The creation of a Green Jobs Fund through our £8.8 million Investment Fund will support our local business base to recover from the economic impact of COVID-19 and create fair, green jobs for our local communities."
- Investing in commercial estate with a commitment to improving sustainability.
- Tackling vacant and derelict land and buildings in town centres.
- Supporting community economic development including through community regeneration and ownership.
- Enhancing carbon absorption through a tree-planting programme.

The council also plans to use capital investment to accelerate reform of the economy and the wider regeneration of the area, at the same time as tackling climate change with all capital projects such the construction of social housing and a flood protection scheme employing CWB principles.

To measure progress of this strategy, the council has developed an Inclusive Economy Dashboard (North Ayrshire Council, 2021b). This goes further in making explicit its integrative approach to joining-up and combining CWB with place-based climate action and Doughnut Economics - with a commitment to "track inclusive and green economic recovery and the new economic model, learning from the Doughnut Economics tool which proposes an economy with a social foundation we cannot fall below and environmental limits that should not be exceeded" (ibid, p24).

Interestingly, the Dashboard - which reflects the Organisation for Economic Co-operation and Development (OECD)'s Better Life Index - (OECD, (2020) indicates interest in a dynamic and developing approach, noting that (North Ayrshire Council, 2021b, Section 2.24):

"There are opportunities to think about how the Council uses the model beyond monitoring progress. Some Local Authorities in the UK including Cornwall, as well as Amsterdam on an international level, have used the Doughnut Economics tool as a model for supporting decision making across social, economic and environmental domains. Further engagement will take place with external partners including the Inclusive Growth Network on lessons that can be learned from the use of such tools to inform any future updates to the Dashboard."

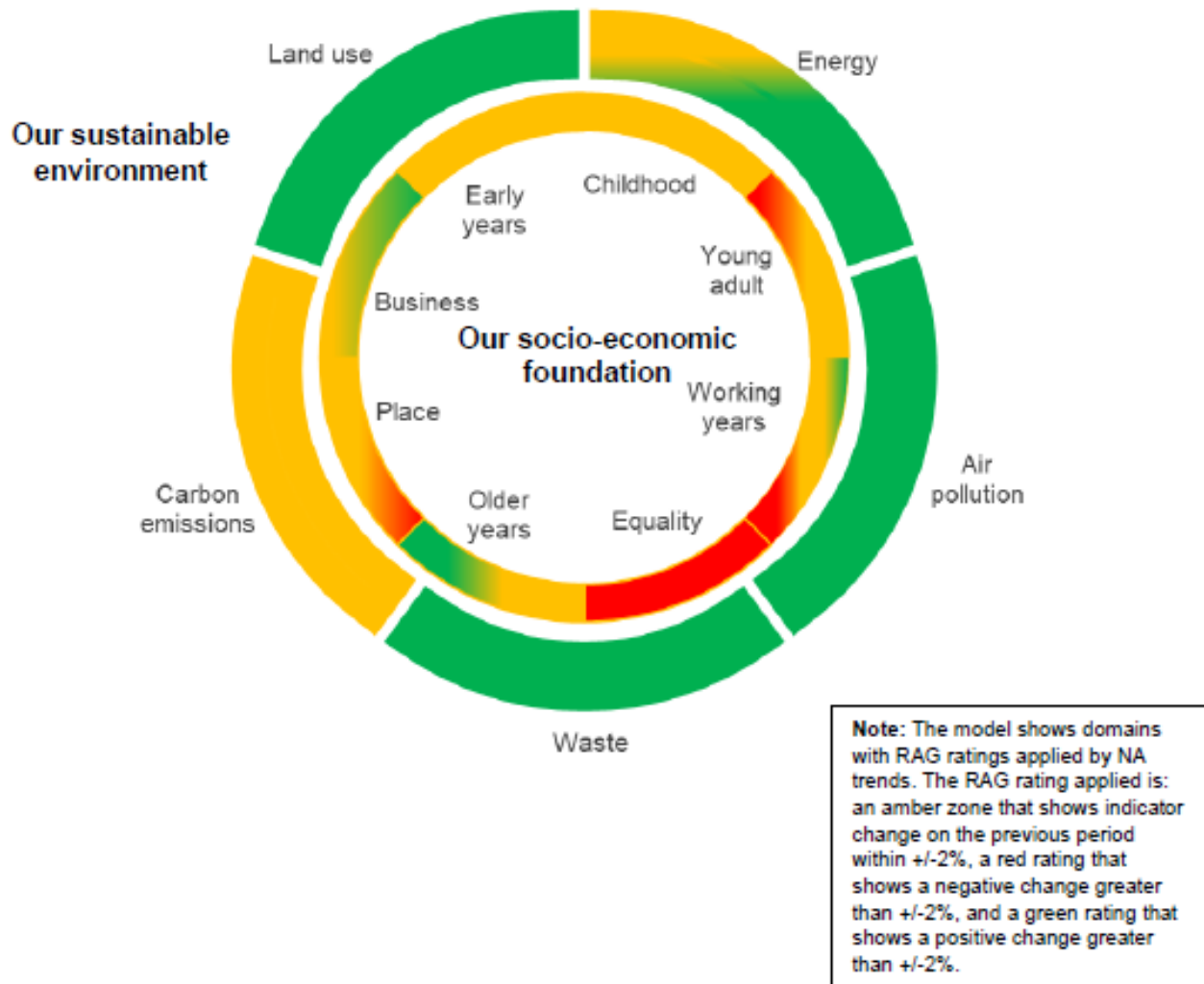


Figure 6: North Ayrshire’s Inclusive Economy Dashboard

Source: North Ayrshire Council, 2021b

Using its influence to lever wider systemic place-based action, the council launched an Anchor Network in 2020 with East and South Ayrshire Councils, NHS Ayrshire and Arran, Scottish Enterprise, Ayrshire College and The Ayrshire Community Trust. Each organisation has signed up to an Anchor Charter which commits them to individual and collaborative action across the five CWB pillars (procurement, fair employment, land and assets, financial power, plural ownership), together with a sixth climate change pillar (North Ayrshire Council, 2020c).

4.4 Newham

In January 2020, the London Borough of Newham launched its CWB strategy with a focus on “the pursuit of economic, social and environmental justice so that long-term prosperity, wellbeing and fairness for all our residents in the borough is achieved and our response to the Climate Emergency is progressed” (Newham Council, 2020a, p10).

The strategy is underpinned by the following principles:

- Leading by example
- Use our purchasing power and influence to keep wealth in our local economy.
- Lead on progressive procurement, becoming a living wage employer and encouraging others to do so.
- A fair deal for Newham workers
- Our young people will have access to the very best opportunities London has to offer, regardless of their background.
- We will support residents to get a fair deal from their employer and the government.
- Inclusive economy
- Unleash the dynamism of Newham businesses, supporting them to improve their productivity.
- Nurture our cooperative economy, ensuring wealth created and held democratically.

The strategy commits the council to using CWB as a “key mechanism for responding to the climate emergency” (Newham Council, 2020a, p24). It outlines action that has been achieved so far and details concrete next steps. Within this framing, Newham is progressing its strategy having achieved accreditation as a London Living Wage employer in March 2021 which also means that any supplier who wants to work with the council must pay it too (Crush, 2021).

In July 2021, the council launched its *Towards a Better Newham: COVID-19 Recovery Strategy* (Newham Council, 2021a), declaring itself the first London Borough to use livelihood, well-being and happiness as its prime measure of economic success. Mayor Rokhsana Fiaz stated (Newham Council, 2021b):

“Our recovery strategy is a fundamental shift to embed an economy which places the health and wellbeing of our residents’ and race equality central to our aspirations of inclusive growth, quality jobs and fairness in Newham. That’s why, as we reimagine a better borough, economic security, health, equality and the environment will be the focus of our rehabilitation and recovery.”

While not explicitly referencing Doughnut Economics, the COVID recovery strategy (Newham Council, 2021a) has eight pillars which collectively demonstrate how the council is looking to ensure that none of its residents fall below the social foundation while working within planetary boundaries (Newham Council, 2021a, 2021b):

- Pillar 1: The Council will adopt more appropriate measures of economic success, prioritising health, wellbeing and happiness of residents ahead of the traditional Government-endorsed measures of growth, productivity and land value.
- Pillar 2: The Council will support every resident aged under 25 to participate in positive activity which supports their long-term prosperity, and in the coming weeks the Council will announce details of its new Youth Empowerment Fund.
- Pillar 3: The Council will develop a consolidated service to ensure that all residents can access the support they need to cope in recession and thrive in our new economy.

- Pillar 4: The Council will ensure that residents are healthy enough to have more rewarding engagement with the economy.
- Pillar 5: The Council will support the development of '15-minute neighbourhoods' across its town centres and high streets so that residents can access all social, civic and economic essentials by a 15-minute walk or cycle ride for healthy and happy communities.
- Pillar 6: The Council will quicken the greening of Newham's economy, capitalising on local sparks to support evolution as London's greenest economy.
- Pillar 7: The Council will get a fairer deal for Newham workers, making sure work is rewarding and enjoyable for those employed in the borough.
- Pillar 8: The Council will welcome investment, but only where this supports its objectives and delivers benefits to the borough as a whole.

The Strategy (Newham Council, 2021a) also reflects the Council's Climate Emergency Declaration, which made a commitment to becoming Carbon Neutral by 2030 and Carbon Zero by 2050 (Newham Council, 2019). Following this, it published its *Climate Emergency Action Plan* (Newham Council, 2020b) as part of the Newham Climate Now campaign. This committed to integrating work on the climate emergency into the Council's CWB initiative and to reporting on action taken every year on global warming, poor air quality and waste. The council also set up an independent Citizens Assembly on Climate Change in 2020 with 36 independently and randomly selected local residents to consider the following question, "How can the Council and residents work together to reach the aspiration of being carbon zero by 2050 at the latest?" (Newham Council, 2021c) It has since convened a Youth Climate Assembly and is trialing a standing Citizens Assembly for a year to inform the Climate Emergency Action Plan (Newham Council, 2021d).

We are Action, We are Newham (Newham Council, 2021e) is the council's annual report on progress against its Climate Emergency Action Plan. It details achievements in relation to people-friendly and healthy school streets, healthy and sustainable living, decarbonisation of pension funds and buildings, lighting, green homes, heating, youth involvement and health champions - as well as outlining the future action they will take. Profiled in this report, the Council's work with care workers offers one tangible example of how it is applying its commitments to CWB, place-based climate action and human and planetary wellbeing (Newham Council, 2021e, p14):

"We have been looking at innovative ways of reducing carbon in all aspects of our work we do. For example, we examined how we work with our care workers, including how we can better support them, which has included paying them the living wage. We went beyond this, to shift to a 'patch-based' care approach, linking workers to specific areas. This enables care workers to be more embedded in their local community. It also reduces travel distance and time, promoting more walking and cycling, with the knock-on effect of reducing carbon emissions and improving air quality."

5. CONCLUSION

In the context of COVID-19 and recovery from the pandemic, this rapid review has examined three concepts/approaches – Place-Based Climate Action, CWB and Doughnut Economics – with a particular focus on their points of convergence.

Following the publication of the latest reports from the Intergovernmental Panel on Climate Change (IPCC) (2021, 2022a, 2022b) and in the wake of the United Nations Climate Change Conference, COP26 (United Nations Climate Change, 2021) there is a widespread consensus that urgent action on climate change is required.

Taking to heart Monbiot's (2021) observation that "the human tragedy is that there is no connection between what we know and what we do," the response of Barry (2021) to the IPCC report is sobering, calling as he does for a political framing of both the climate crisis and our response to it:

"We urgently need an economic upgrade, an economy 'fit for purpose' for the 21st century and effectively and equitably tackling our planetary crisis. A key part of that is a transition beyond endless economic growth, carbon energy and capitalism. So let's start joining the dots, and start discussing economic growth in the context of the climate crisis, and the climate crisis in relation to its deeper causes in the structure of our capitalist economies."

To effectively tackle the inter-related challenges that the climate emergency, the ecological crisis and growing inequalities present both locally and globally, we need an approach that questions dominant discourses and appropriately positions social, economic and ecological considerations. As argued by de León *et al* (2021: e828), this requires a 'nested' model of sustainable development, which embeds the economic within the social and environmental domains, and the adoption of, "new norms that view the economy not as an end goal itself, but as a means to improve human and planetary health and well-being." Central to this is an appreciation that the "global economy services society, which lies within Earth's life-support system...on which the welfare of current and future generations depends" (Griggs, Stafford-Smith and Gaffney, 2013: 306).

Taking stock of the opportunity offered by the pandemic, Poland and Ziolo (2021, p.219) conclude:

"To put it bluntly, normal is killing us and the planet. Instead of 'bouncing back', we need to 'bounce forward' into new ways of thinking and doing, seizing the opportunity for deep and transformative structural reform that puts the well-being of the majority, and the planet, first."

This review has highlighted the richness of the three concepts/approaches and their role in ensuring progress that 'builds back better, fairer and greener' and enables a 'just transition'. As signalled by the three case studies (Section 4), there is particular value in spotlighting their intersection and fostering synergy to achieve co-benefits. Moving forward, we need Place-Based Climate Action that proactively connects the local with national and global-level action and is guided by what can be termed *Doughnut-shaped Community Wealth Building*,

harnessing the particular strengths of the concepts/approaches in relation to the inter-play of research, evidence, theory and practice:

- **Place-Based Climate Action:** PCAN has published an increasing number of important place-based net-zero carbon roadmaps, supported by convincing evidential data sets. However, its research has also highlighted that, despite ambitious strategic commitments to align to net-zero, there remains an 'implementation gap', with many local councils unclear about how to incorporate this work into service delivery plans, and often unable to implement necessary action within budget constraints (Yuille, Tyfield and Willis, 2021). There is also a sense that without clear national government direction and resourcing (Fearon *et al*/2021), and an agreed local climate action vision and plan, climate inaction and ineffective action could result. Furthermore, there is a danger of the worse possibility being local 'unjust transitions' - i.e. local climate action that achieves science-based and determined local targets on adaption of mitigation, but in a manner that deepens socio-economic injustices.
- **Community Wealth Building:** CWB has a long track record of 'doing', advocating, catalysing and enabling place-based action to reconfigure and democratise the local economy through the lens of social justice. More recently, its role in tackling climate change and prioritising ecological integrity has begun to be emphasised. Differing from the other two in its origins, CWB - by having social justice and the use of state/governmental power to improve people's lives as central tenets - offers both the most practical and radical approach to realising localised 'just transitions'.
- **Doughnut Economics:** Doughnut Economics has tapped into the current zeitgeist, achieving the worldwide engagement of communities, towns, cities, regions and countries. In part, this is due to the simplicity and clarity of its framing, which endorses the 'nested' model of sustainable development referred to above and connects theory to practice in a way that facilitates the application of evidence. Importantly, it brings together in easy-to-grasp visual representations both the social foundation and the ecological ceiling, and the local and the global.

Reflecting on the 'moment in time' offered by COVID-19, the All Party Parliamentary Group on the Green New Deal (2020, p.13) concluded:

"We are at a critical juncture, and the decisions that this Government makes in the coming months will lock us into one of two alternative routes. Ministers can either rebuild the existing system with a small amount of green gloss, locking in unacceptable levels of inequality and setting us on a collision course with climate catastrophe, or they can use this moment to lay the foundations for a greener, fairer Britain and set the economy on a path to a modern, post-carbon future."

Looking ahead, it is clear that we need urgent and disruptive action that is sufficiently ambitious to achieve a radical social and economic restructuring, and to reap benefits for the wellbeing of people, places and the planet. As Kate Raworth said in the *When Preston Meets the Doughnut* webinar organised by UCLan, "the economics of the 21st century will be practised first and theorised later" (UCLan, 2021). The time to harness the synergy and seize the moment is now; we have not a moment to wait, and a habitable planet to win.

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