

NET ZERO MASTER PLAN

2023 - 2025

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Introduction

The purpose of this document is to capture Oxford City Council's actions over the next two years (2023 – 2025) to achieve its two carbon targets: a Net Zero Estate and Operations by 2030 and a Net Zero City by 2040. The focus is on short term (to 2025), time-bound actions that are planned or in delivery. This is to facilitate tracking and monitoring by the Net Zero Steering Group, CMT and the Climate and Environment Panel. Longer term activity is captured within other documents, including (but not limited to) the 4th Carbon Management Plan and the Zero Carbon Oxford Roadmap and Action Plan. The plan is broken down into three sections.

1. Section 1 addresses the Council's target to achieve Net Zero by 2030. This target is inclusive of Scope 1 (direct emissions e.g. from fuel combustion in boilers and fleet vehicles) and Scope 2 (indirect emissions from purchased energy) emissions. Scope 3 includes emissions not produced by the City Council but resulting from its activities including let buildings, purchased goods and services. The Council currently includes selected Scope 3 emissions in its 2030 target, as set out in the 4th Carbon Management Plan¹ (transmission and distribution of standard grid electricity, business travel and water use). Other Scope 3 emissions, notably council housing and commercial buildings (where the Council does not pay the bill and has limited control) are excluded from the 2030 target and covered instead by the city-wide 2040 goal. The Council is committed to taking steps to better understand, tackle and measure Scope 3 emissions recognising the significance of this emission source. Offsetting will only be considered as a last resort – and not until 2030 - by which point all carbon reduction measures should have been exhausted, with residual emissions primarily limited to grid supplied electricity until 2035, when the grid is due to fully decarbonise.
2. Section 2 addresses the Council's target to achieve city-wide Net Zero by 2040. This target is based on the Carbon Trust's definition of a net zero City or Region: "A net zero city or region will set and pursue an ambitious 1.5°C-aligned science-based target for all emissions sources covered within the BASIC+ reporting level of the Global Protocol for Community-Scale Greenhouse Gas Emission Inventories (GPC). Any remaining hard-to-decarbonise emissions can be compensated with certified greenhouse gas removal (GGR)."² Basic+ emissions include all Scope 1 (emissions from sources located within the city boundary) and Scope 2 (occurring as a consequence of the use of grid-supplied electricity, heat, steam and / or cooling within the city boundary) emissions, plus selected Scope 3 emissions (including exported waste, Transmission and Distribution, and transportation).³ Although other Scope 3 emissions are excluded from the target (e.g., embodied in investments, water, food and construction materials), efforts will be made to influence and reduce these emission sources through the work of the ZCOP.
3. Section 3 summarises completed actions for the previous two years.

Officers are working to improve this document by:

- Incorporating greenhouse gas reporting against each target and sector to show progress to date;
- Adding financial information where this is known, including grant funding received and more clearly highlighting any budget/ resource gaps
- More comprehensively logging completed actions.
- Clarifying outputs for each action so it is clear when an action is 'done'.
- Identifying max of 5 benefits for each action including a 'strong' or 'weak' relationship to each

Interpreting the action table:

Action area	Actions [and action origin]	Resources	Intermediary milestones if relevant	Outcome	Due date (financial quarter)	Status
Actions grouped together by theme e.g. "Internal Governance" includes all actions to improve City Council governance processes on Net Zero.	Time-bound actions and their origin (where they have been agreed) e.g., the relevant Cabinet meeting.	The budget or staff resource needed to deliver the action. Colour-coded as advised by the BDO audit (see key at the top of the table).	E.g. internal or other governance processes	The outcome of the action.		Indicates whether the action is planned or in progress. Completed actions can be found in section 3.

¹ https://www.oxford.gov.uk/download/downloads/id/7518/zero_carbon_plan_2030.pdf Appendix 1 and Appendix 2

² <https://www.carbontrust.com/cy/node/1275>

³ Scope 3 emissions include all other GHG emissions that occur outside the city boundary as a result of activities taking place within the city boundary https://ghgprotocol.org/sites/default/files/standards/GPC_Full_MASTER_RW_v7.pdf

Section 1: Net Zero Council by 2030

2023/ 24 Actions

Action [and action origin]	Resources	Milestones	Outcome	Due date	RAG (progress against due date)	Comment on RAG status
Produce detail costings for commitments made in the Carbon Management Plan and Zero Carbon Oxford Action plan including resourcing, costs (known and unknown), and current/ future funding streams. Include a log of funding applied for. [Environment Audit response 2022]	Staff time (ES, Finance)		Understand funding received and potential gaps	Oct-23		Resourcing gaps in the ES team - Recruitment underway. Need join working with Finance team and property
Integrate Net Zero and biodiversity goals into corporate governance documents (PID, business cases). [Environment Audit response 2022]	Staff time (ES and regen)		Consistent consideration of net zero in corporate decision making	Jun-24		
Develop and schedule delivery of Carbon Literacy training, including key areas such as procurement. [Carbon Management Plan; Environment Audit]	Staff time (ES for develoment) All Staff attending training	Jan 2024 roll out of training	Improved baseline knowledge of all staff helping the council meet Net Zero targets	01/01/2024 [revised date from June]		Resourcing gaps in the ES team Recruitment underway
Commission feasibility study to assess land assets for potential renewables/ low carbon tech opportunities. [Carbon Management Plan; Leaders briefing April '22]	£TBC (Net Zero Transition Fund)	Agree scope and methodology with property and Asset Review Group.	Business cases for potential projects that will reduce energy bills/ generate income and reduce carbon	Jun-24		Resourcing issues across Council. Property services require further resourcing to support the work.

Implement new environmental impact assessment for large contracts and define best practice about how and when the impact assessment is used [New / amended action]	Staff time (procurement and all contract managers; budget impact TBC)		Consistent consideration of environmental impacts in procurement	Jun-24		On track
Progress Salix pipeline project priorities including Leys lighting and low emissivity ceiling for the Ice Rink [Carbon Management Plan; Leaders briefing April '22]		Leys lighting project to Development Board in March Low emissivity ceiling structural works being developed & then will return again to Asset Review Group for final approvals.	Council energy bill reduction and carbon reduction	Oct-23 (Leys) Sept-23 (Ice Rink)		Resourcing gaps in the ES team. Recruitment is underway.
Scope options/ opportunities for Power Purchase Agreements with the Low Carbon Hub and ZCOP Partners [Carbon Management Plan; Leaders briefing April '22]	Staff time (Environment Sustainability)		Stability in Council energy bills and guaranteed purchase of Green elec	Nov-23		
Cabinet Report to update energy and water procurement strategy (the new strategy commences in Oct 2024, to coincide with ending of LASER contract).	Staff time (Carbon Reduction Team and finance)		Energy and water procurement strategy is updated to reflect current market conditions, deliver best value for money to the Council and scope opti	Dec-23		On track
Develop an options paper setting out routes towards the full decarbonisation of fleet vehicles, with full sustainability impacts considered). [Carbon Management Plan]	Staff time (ODS and Environment Sustainability)	25% fleet EV by 2023	Plan setting out different technology options, timescales, impacts and costs to support full fleet decarbonisation.	Dec-23		Second draft in development
Develop a new strategy for Oxford City Council waste to reflect new working from home arrangements and changes to City Council buildings (e.g., move from SAC to the Town Hall)	Staff time (ODS and OCC)	New baseline data Discussion prior to the move to Town Hall to understand arrangements	Ensure an internal resource and recycling plan that aligns with Oxfordshire Resource and Waste Partnership objectives	Dec-23		On track

2024/ 25 Actions

	Priority level (emissions reduction, climate change resilience and / or biodiversity benefits)	Date action was first agreed	Action	Current activity and agreed next steps (with delivery dates)	Outcome	Resources or budget needed to progress
Internal Governance and training						
1	MEDIUM	2021	Scope opportunities for an internal shadow carbon price to improve the business case for decarbonisation including heating electrification. This will link to ongoing work via ZCOP on insetting. [Carbon Management Plan]	Planned for 24/25	Ensure environmental costs and risks are included in decision making by identifying the price of pollution in a transparent way	£TBC (Staff time and Net Zero Transition Fund) Recruitment needed to ES
Council building decarbonisation						
2	HIGH	2021	Deep dive energy audits across highest emitting operational buildings/ where Council pays the bill	April 2023: scope options for the Public Sector Skills Fund.	Identify areas for energy and carbon reduction in Council buildings	£10k per building (Net Zero Transition Fund) Recruitment needed to ES
3	HIGH	2021	Develop detailed business cases for immediately viable rooftop solar on-site generation options at Barton leisure centre and Ferry for decision by Council. Include need for feasibility. Question roof structure (Ferry). [Carbon Management Plan; Leaders briefing April '22]	Planned for 23/24 when resource is in the ES team.	Council energy bill reduction and carbon reduction	£TBC (Staff time and Net Zero Transition Fund) Resource needed in ES and property to support
4	HIGH	2021	Completion of scoping exercise across all Council corporate roof-tops for solar to determine suitability and who will benefit if installed [Carbon Management Plan; Leaders briefing April '22]	TBC	Clarity about potential for rooftop solar on Council-owned buildings and who will benefit from electricity - to reduce elec bills and carbon emissions	Property team resourcing needed

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5	HIGH	2022	Complete detailed feasibility work and wider engagement on Hinksey Lake PV [Leaders briefing April '22]	Need to agree initial next steps, which can be picked up in July 2023 (when there is resource in ES)	Reduce operating costs of heat pump at Hinksey + carbon reduction	£TBC (Staff time and Net Zero Transition Fund) Recruitment needed to ES
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Section 2: Net Zero City by 2040

2023/ 24 Actions

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	Priority level (emissions reduction, climate change resilience and / or biodiversity benefits)	Action	Resources	Milestones	Outcome	Due date	RAG (progress against due date)	Comment on RAG status
Overarching actions								
11	HIGH	Deliver feasibility for a FutureFit One Stop Shop to enable retrofit/ EV infrastructure uptake across the commercial, domestic and industrial sectors. [New/ amended action]	UKRI funded	Delivery by June 2023		Jul-23		COMPLETED –now working on second phase of bid.

12	MEDIUM	Work with partners including OxLEP, Ox Place and other developers to increase the number of apprenticeships available in energy efficient construction techniques, including ensuring these are prioritised in community employment plans (e.g. Oxford North, West End, Barton Park, Clarendon Centre, Ellison Institute, Mission Street, Beaver House, Trinity House) and procurement related social value commitments. [New / amended action]	Staff time (Economic Development)	June 2023 meeting with Galliford Try re tracking Clarendon Centre progress; Summer 2023-2024 finalising CEP for Beaver House with UBS and Reef; Summer 2024 finalising CEP re Templars Square	Measurable increase in number of apprenticeships offered	Ongoing		There are, currently, 15 CEPs either active, emerging, or in pipeline. As these are long-term projects, their timescales vary. Several have already been signed off over the past two months, or in conversation- see 'Milestones' to date.
13	MEDIUM	Use the Council's Shared Prosperity Funding to invest in skills provision and increase take up for building retrofit across council and subsidiary owned buildings. This will require engagement and potentially commissioning with local Training Providers, as well as work with main contractors and sub- contractors to ensure sufficient capacity and local labour market benefits. [New / amended action]	Staff time (Economic Development and Environment Sustainability)	Skills audit/feasibility study by December 2023 SPF Programme delivery 2024/25	Increased number of local people trained in energy efficient construction and retrofit methods and increased number of local companies offering these services	Mar-25		Skills audit not delivered as originally forecast but being picked up in wider work. Initial workshop with LEP took place in May to identify countywide synergies and to help refine the SPF allocation made (allocation of funding in future financial years). Future of LEP adds some risk to this.
14	MEDIUM	Test options on net zero buildings for future policies for the Local Plan 2040. [New / amended action]	Staff time (planning and ES)	Viability tested and agreed	Establish future policy direction	Dec-23		On track

15	MEDIUM	Work with external partners, including OxLEP, the Zero Carbon Oxford Partnership, and Oxfordshire Greentech to develop best approach to work with SMEs to support the Net Zero transition. [New / amended action]	Staff Time (Economic Development, Environment Sustainability)	OxLEP Net-Zero SME week 1st – 7th July 2023 Oxfordshire Net Zero Business Charter launch July 2023	Agreed consensus on best approaches and growing network of 'accredited' SMEs	Ongoing		Discussions ongoing with OxLEP (via Economic Development) and ZCOP (via Environmental Sustainability).
16	HIGH	Legislative duty to conserve and enhance biodiversity introduced by Environment Act. Review what this will mean and who it will impact. Plan for additional reporting requirements. [New / amended action]	Staff time (biodiversity officer plus all Council functions)		Report detailing how enhanced duty will be met and in which areas of the council. Establishing timetable for undertaking further actions and meeting reporting requirements.	TBC		On track
Residential buildings (existing)								
17	HIGH	OCC to develop a longer-term strategy and programme of decarbonisation works for own housing stock building on the condition survey report findings including delivery options through voids. [New / amended action]	Staff time (Property team); HRA and SHDF funded		Full strategy and programme in place for housing stock decarbonisation. Improved energy efficiency of council housing stock to achieve EPC C target by 2030	TBC		On track
18	HIGH	Develop a communications and engagement plan to increase uptake of energy efficiency improvements in Council - owned properties, supporting tenants where appropriate. This will include retrofitting champions. This will inform bid and delivery of SHDF [New / amended action]	Staff time (landlord services)	Engagement plan developed as part of SHDF wave 2.1. bid	Uptake of retrofit measures is increased.	Mar-24		Resourcing needed

19	MEDIUM	Review and update the Council's welcome pack for new tenants and purchasers of OX Place built homes to ensure advice is available on energy and carbon reduction opportunities. [New / amended action]	Staff time (housing, Ox Place and ES)	Review current welcome pack	Up to date advice on carbon and energy reduction opportunities.	Mar-23		Complete
20	HIGH	Commence proactive enforcement of properties with EPCs of F and G [Cabinet decision March 2021]	Fully self-funded	Scheme start Sept 1 2022 Proactive enforcement from Jan 2023	Improve energy efficiency of private rented sector in Oxford, using EPC ratings of D to G to prioritise inspections	Ongoing from Q4 22-23		On track
21	HIGH	Continue the additional licensing scheme for HMOs including proactive enforcement of F&G EPC properties [Cabinet decision March 2021]	Fully self-funded	Started 10 June 2021 with proactive, immediate enforcement.	Improve energy efficiency of HMOs in Oxford, using EPC ratings of D and G to prioritise inspections	Ongoing from 2021		On track
Residential buildings (new build)								
22	HIGH	The Council has adopted an aspirational target that all private homes built through the Council's companies are electrically heated and built with a 'fabric -first' approach. OCHL and HRA new builds are currently working to a minimum carbon reduction target of 40% below the new 2021 Building Regulations; which will be exceeded where financially viable. A longer term target is to be zero carbon for regulated energy by 2030 as required by Planning. [New action]	Staff time (OX Place) Additional build costs where the statutory requirement is exceeded.	Started 1 June 2022. Some zero carbon buildings completed or in progress. Ability to exceed target is site cost dependant	Progression to net zero for operational regulated energy to 2030. Homes will be net zero for all operational energy once the electricity grid has decarbonised (estimated 2035).	Ongoing from June 2022		On track

23	HIGH	OX Place will scope out approach to Embodied and/ or whole life carbon in new build homes. [New / amended action]	Staff time (OX Place)	HRG to agree approach and pricing mechanism	Clarify OX Place intermediary approach to embodied energy/whole life carbon prior to likely new Building Regulation in 2025	Sep-23		
Transport								
24	MEDIUM	Delivery of electric infrastructure that could accelerate the uptake of electric boats and reduce their reliance on fossil fuel use for domestic heating.	£193,000 (A bid proposal of £193,000 has been recently submitted to DEFRA, under DEFRA's AQ Grant scheme for the installation of eco-moorings at the towpath moorings of Aristotle Lane. Results of this bid will be known in March 2023)	DEFRA's Quarterly grant status reports – if the bid is successful	Introducing solutions for alternative fuel sources via the provision of electric infrastructure for the boating community living along Oxford's waterways will help unlock some of the behaviour change challenges associated with their reliance on diesel and solid fuels for heating and propulsion, and subsequent carbon emissions resulting therefrom	Jun-25		Grant received and project in early stages of delivery
25	MEDIUM	Complete the drafting and approval of the implementation plan for the EV strategy [New / amended action]	Staff time (Environment Sustainability)	Initiation - April '23. Cabinet July '23	Implementation plan to follow up and set out the methodology to deliver the EV Strategy	Oct-23		On track
26	MEDIUM	GULO P2 rollout	Staff time (Environment Sustainability) & County	Tender to be put out by 31/05/23	Deliver a further 100+ charging sockets across Oxford to meet the needs of residnets without access to home charging.	May-23		On track
Waste								

27	LOW	<p>Review and update the draft Oxford City Waste Strategy 21 – 23 that sets out ODS plans to meet Waste Partnership commitments.</p> <p>[New / amended action]</p>	Staff time (ODS and OCC)	N/A	<p>Strategy updated until 2024 This will include, updated performance</p>	TBC following publication of statutory guidance	<p>The Waste Strategy continues to be under review, primarily due to the delay in Government releasing the statutory guidance and consultation outcome regarding the DRS (Deposit Return Scheme and EPR Regulations (Extended Producer Responsibilities) regarding packaging. This was due to be released earlier this year but has repeatedly been delayed, most recently due to the local elections. Once published we will discuss and formulate a partnership strategy through the ORWP, in addition to considering what if any actions we may need to be considered for Oxford City to maximise the benefit and minimise the impact of any requirements set out within these regulations. d.</p>
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2024/ 25 Actions

	Priority level (emissions reduction, climate change resilience and / or biodiversity benefits)	Date action first agreed	Action	Current activity and agreed next steps (with delivery dates)	Outcome	Resources or budget needed to progress
Overarching actions						
6	HIGH	2021	Develop the Scope 3 baseline in order to produce a Scope 3 emissions reduction plan, working with ZCOP partners to draw on/ share best practice. [Carbon Management Plan]	Planned for 24/25	Better understanding of scope 3 emissions and approach to management, monitoring and reporting	Staff time (ES team) and consultancy £TBC (Net Zero Transition Fund) Recruitment needed to ES team
7	HIGH	2023	Develop and deliver a biodiversity strategy.	Planned for 2023/24. A steering group is being established to oversee the work.	Production of an overarching strategy encapsulating biodiversity objectives for Oxford City as a whole. Must include specific and deliverable actions to be a worthwhile endeavour.	Additional ecologist support needed to allow work on the strategy. Recruitment underway.
8	MEDIUM	2021	Management plans for meadows owned by Oxford City Council.	No action currently, as lack of ecological resources mean we cant progress at the moment	Single approach adopted by City Council, with individual site needs accounted for in tailored management plans.	Additional ecologist support needed to allow work on the strategy. Recruitment underway.

9	LOW	2019	Expand the Council's school outreach programme, currently focused on clean air, to include biodiversity and wider climate change issues. [New / amended action from 2019 Cabinet report]	Currently not resourced	Improve awareness of climate change and environmental issues.	No resourced and currently no staff to progress
Council owned commercial and community buildings						
10	LOW	2021	We will consult with our commercial tenants via a tenant survey to understand interest and appetite to ascertain their 'buy -in' to Zero Carbon (i.e. via energy reduction) and what measures they are undertaking in their businesses to add to this agenda. [Scrutiny response 2021]		OCC has clear understanding of tenant interest in installing energy reduction measures.	The sprint will happen with or without OCC input (i.e. with other partners). If OCC are involved it will require staff time (Property Services and environment sustainability)
11	HIGH	2021	The City Council will work with ZCOP Partners to explore the principals and pro's and con's of 'Green Leases'. This will consider outcomes of the condition survey in order to future proof in advance of the 2023 date where the Council is planning repairs and maintenance projects. [Scrutiny response 2021]	ZCOP sprint is planned for 23/24.	Collective understanding of pros, cons and practicalities of green leases between ZCOP partners.	Staff time to input into ZCOP sprint in 23/24
Waste						
12	LOW	2023	Agree longer term strategy to meet Government commitments as set out in the Waste Strategy		Consideration of the infrastructure and financial arrangements under the new Strategy to meet new commitments and targets.	Staff time (ODS)

Section 3: Summary of completed actions (2021 – 2023)

- Delivery of the £10.9m grant funding from the Public Sector Decarbonisation Scheme (PSDS) to decarbonise four of its leisure centres.
- Investment in the Low Carbon Hub's solar farm at Ray Valley, enabling a high quality offset for the electricity demand across four of its leisure centres (Leys Pool & Leisure Centre, Barton Leisure Centre, Hinksey Outdoor Pool, Ferry Leisure Centre).
- ODS awarded PAS2030 installer accreditation enabling them to deliver grant funded Green Deal and ECO installation work under PAS & TrustMark accreditation.
- ODS are progressing MCS accreditation which will permit them to directly deliver air source heat pump and solar PV renewable energy installations.
- ODS are on track to electrify 25% of fleet by 2023
- Launch ZCOP, development of the Roadmap and Action Plan.
- Completion of stock EPC base data and has determined a pilot programme of retrofit for properties using a combination of grant and base budget funding,
- Completion of Project LEO
- Completion of Project ESO – open to the public in 2022.
- Publication of a city-wide EV strategy
- Launch of the Zero Emission Zone (ZEZ) Pilot will launch in February 2022, with a plan in place to launch the wider ZEZ in 2023.
- New Net Zero Transition Fund in place with terms of reference to support additional carbon reduction projects
- Completion of scoping exercise to test income generation opportunities from energy flexibility batteries and load shifting (part of project LEO)
- Publication of new Heritage and Carbon Reduction Retrofit Technical Advice Note (TAN).
- Delivery of an E Cargo bike pilot at the covered market, in partnership with Pedal & Post
- Secured funding for a feasibility study from UKRI's Pioneer Places fund, for a FutureFit One Stop Shop.

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