

Divisions Affected - All

Cabinet Member for Climate Change Delivery & Environment

12 October 2023

Oxfordshire Local EV Infrastructure (OXLEVI) Programme

Report by Corporate Director Environment and Place

RECOMMENDATION

1. **The Cabinet Member is RECOMMENDED to**
 - a) Grant approval for OCC to submit a Stage 2 Application to the Office for Zero Emissions Vehicles (OZEV) by 30 November 2023 for Oxfordshire's allocation of £3.655 million Local Electric Vehicle Infrastructure (LEVI) funding, and grant approval to subsequently accept and spend these funds from OZEV according to the submitted LEVI proposal.
 - b) Grant approval for OCC to tender for Chargepoint Operators (CPOs) for EV charging contracts in Oxfordshire; Lot 1 being for a concession contract with OCC to install and operate EV charging hubs and roadside/on-street chargers on OCC estate and Highways; Lot 2 being for a concession contract with a different supplier with Cherwell District Council (CDC), West Oxfordshire District Council (WODC), South Oxfordshire District Council (SODC), Vale of White Horse District Council (VOWH) and Oxford City Council (OxCity) to install and operate EV charging hubs in their car parks. Lot 3 will be for a separate supplier to be contracted to OCC to deliver a Community Microhubs Scheme and may be tendered at the same time or at a later date. The tender will be a joint tender on behalf of all Oxfordshire County and District Councils, which Oxfordshire County Council will lead.
 - c) Delegate authority to Corporate Director Environment and Place to appoint Chargepoint Operators through the joint tender exercise following assessment and moderation by all council partners, with final decision-making responsibility residing with Oxfordshire County Council.
 - d) Delegate authority to Corporate Director Environment and Place to enter into a bi-lateral concession contract between OCC and the chosen Chargepoint Operator in Lot 1 (contract value of > £1million), and to enter into the associated Leases and Licences for each site with

this appointed Chargepoint Operator following completion of full feasibility studies and sign off at the OXLEVI Programme Board.

- e) Delegate authority to Corporate Director for Environment and Place to enter into a contract for the supplier to deliver Community Microhubs (expected contract value <£1million).
- f) Delegate authority to Corporate Director for Environment and Place to amend the partnership agreement with the City Council to enable on-street elements of the Go Ultra Low Oxford (GULO) P1 and GULO P2 projects to transition from Oxford City Council to Oxford County Council, subject to the following conditions being fulfilled:
 - i. The County Council being satisfied that they can meet the funding obligations within the GULO P2 funding agreement
 - ii. The Office for Zero Emissions Vehicles (OZEV - who are the funding body for GULO) agreeing for the transfer to take place.
 - iii. There being an agreement by both Councils on the methodology for delivery of the key outputs of GULO P2, including the number of EVCPs and GUL-e committed under GULO P2, that are delivered to updated timeframes that are agreed with the City Council and OZEV
 - iv. GULO P1 estate and highways related GULO P2 funding both being transferred
 - v. An updated partnership agreement, including a revenue share arrangement for the assets associated with GULO P1 and P2 being put in place, that as a minimum recovers the City Council investment to date.

Executive Summary

1. OXLEVI is the Oxfordshire Local Electric Vehicle Infrastructure Programme; a programme led by Oxfordshire County Council, in collaboration with Oxfordshire's five Tier Two Councils.
2. The programme seeks to support the transition to electric vehicles across Oxfordshire, with a particular focus on supporting residents who need access to public electric vehicle (EV) charging, due to their lack of off-road parking. The programme targets deployment of EV charging in rural areas, areas with a high concentration of properties without off-road parking, and deprived areas of the county to support Oxfordshire's net zero goals.
3. Oxfordshire County Council (OCC) – as lead Highways Authority for Oxfordshire – has been allocated c.£3.655 million funding from Office for Zero Emissions Vehicles (OZEV) from the new Local EV Infrastructure (LEVI) fund to work with lower tier Council partners to deliver public EV charging infrastructure across Oxfordshire in the next two years. OCC have also been granted £529k in revenue funding to contribute towards resourcing of programme delivery.

4. OCC is now required to submit a detailed proposal to OZEV by 30 November 2023 outlining how the grant fund allocation will be spent in order to meet funding requirements and the strategic objectives of Oxfordshire Councils. OCC are leading City and District Councils in a collaborative process to draw up the proposal and will also lead a joint tender exercise via Oxford City Council's Dynamic Purchasing System (DPS) to appoint the suppliers to deliver the EV charger deployment and operation for all council partners.
5. The overall programme of works is being referred to as 'OXLEVI' and delivery will focus on 3 key workstreams:
 - **'Residential EV Hubs'** in Council controlled car parks in market towns, larger villages, and in Oxford.
 - **'Community EV Microhubs'** at community buildings such as village halls, community centres, schools and churches, primarily in rural areas of Oxfordshire.
 - **'Roadside EV Chargers'** on residential streets where there are no options for Residential EV Hubs or Community EV Microhubs to be deployed within a 5-minute walk.
6. In addition to the LEVI funding, OCC will also be looking to take on funding and responsibility for delivering the roadside EV charging elements of the OZEV-funded Go Ultra Low 2 (GULO2) project which has up until now been led by Oxford City Council. This aspect of the project will now be completed by OCC as owner of all future roadside EV charging contracts. The GULO2 project has a capital budget of c.£400k and targets to install c.100 roadside chargepoints in Oxford. Funding for these will be ringfenced within the overall budget and EV chargers deployed will be additional to those allocated for Oxford within the main LEVI fund.
7. The main benefits of the OXLEVI programme for Oxfordshire will be:
 - Grant funding investment from the Office for Zero Emission Vehicles of c£3.655M capital and c£529k revenue funding
 - Delivery of up to 1,200 new electric vehicle charging points (EVCP) across Oxfordshire in Phase 1 (majority delivered by end of 2025); achieving up to 90% of projected requirements for 2025 and 38% of projected requirements for 2030.
 - Commercial partnerships with Charge Point Operators (CPOs) to operate and maintain an ongoing concession for EVCPs at Residential Hubs and Roadside EVCPs over 15 years.
 - CPO match-funding capital investment in EV infrastructure of up to an estimated £7.3m in Phase 1 delivery (LEVI Grant Funded Period).
 - CPO investment in further roll-out of EVCPs at concession sites beyond the LEVI grant funding period.
 - Share of concession chargepoint revenue/profit for Councils estimated at 10-20% (projected to be up to £1.9m surplus income across partnering Councils over the life of the 15-year contract).

- A grant scheme to fund and deliver up to 200 standard (7-22kW) EV chargepoints (EVCPs), at up to 100 'Community Microhubs' at community asset buildings (e.g. village halls and community centres), targeted at rural areas of Oxfordshire.
 - EV Infrastructure delivery transitioning from 'Innovation Projects' to being embedded in E&P Placemaking and Highway Operations Processes
 - A streamlined and controlled process for delivery and management of EV Infrastructure in the Highway
 - Delivery on Oxfordshire EV Infrastructure Strategy (OEVIS) target of converting 7.5% of Council managed car park spaces to EV charging by 2025
 - Ability to introduce EV car clubs at a greater number of locations as a result of increased council-controlled public EV charging infrastructure
8. Since OCC will be responsible for all roadside/on-street EV charging on the Highway going forward, the Chargepoint Operator contracted by OCC will also be expected to adopt the existing Oxford City Council roadside/on-street estate comprising 49 individual chargepoints within the City boundary as part of the GULO2 transition.
9. An Outline Business Case (OBC) for OXLEVI was approved at OCC Strategic Capital Board on 7 September.

Corporate Policies and Priorities

10. The OXLEVI Programme aligns with Oxfordshire's key plans and strategies:

- [Electric Vehicle Infrastructure Strategy](#) (OEVIS)
- [Energy Strategy](#)
- [Climate Action Framework](#)
- [Air Quality Action Plans](#)
- [Local Transport & Connectivity Plan](#) (LTCP5)
- [Regional Transport Strategy](#)

11. The proposal aligns with the following council Corporate Priorities:

- **Put action to address the climate emergency at the heart of our work;** This proposal supports a reduction in annual carbon emissions from cars from 730k tonnes in 2022 to 51.5k in 2039¹
- **Tackle inequalities in Oxfordshire;** OXLEVI targets EV Infrastructure deployment into rural and less affluent areas, which are difficult to reach with traditional market-led roll-out.
- **Prioritise the health and wellbeing of residents;** By facilitating the transition to cleaner vehicles, this programme supports an improvement in Air Quality, and a reduction in the health impacts associated with air pollution.
- **Invest in an inclusive, integrated and sustainable transport network;** This proposal supports the transition to a zero-emissions transport

system by 2040 and targets set out in the Oxfordshire Electric Vehicle Infrastructure strategy, specifically:

- Support residents who have no off-road parking to charge their EVs safely
- Convert 7.5% of council managed public parking spaces to EV charging
- **Work with local businesses and partners for environmental, economic and social benefit;** this programme proposes close collaboration with tier 2 councils, parish and town councils and other local partners to deliver environmental benefits.

Financial Implications

12. OCC has been allocated £3.655M funding from OZEV's LEVI Capital grant fund for capital delivery as well as £529k funding from the LEVI Capability grant fund for resourcing.
13. Capability funding will be used to resource the delivery of the programme using existing staff resources, and the LEVI Capital grant will be used the fund:
 1. Up to 100% of Phase 1 CAPEX for Rural Micro-Hubs – Community Asset building owners/managers will also be offered an opportunity to contribute their own funding to the scheme to help grant go further and/or to enable more or faster speed chargers to be installed as appropriate.
 - 40% of phase 1 CAPEX for Residential Hub and Roadside EV Chargers workstream, with the remainder expected to be funded by investment by the contracted Chargepoint Operators (CPOs).
14. Beyond Phase 1 of the programme, OCC will utilise up to 100% private investment from CPOs to fund delivery, with potential to include funding from developers (i.e., CIL or S106 funding) particularly in commercially unattractive areas.
15. The estimated total cost for delivery of the proposed LEVI phase 1 programme is £7.3M. An initial cost model for the proposal has been completed and was presented to the OCC Strategic Capital Board on 7 September 2023.
16. All capital for OXLEVI phase 1 is expected to be externally funded by grant and private sector investment. Investment is estimated to be £3.6M grant and £7.3M private sector funding. Where issues relating to cost are encountered the overall budget will be maintained by re-scoping the proposed delivery.
17. OCCs operational revenue costs for the Phase 1 estate are likely to be £376k over 15 years, which may be off-set by income of up to £428k over the same period.

Comments checked by:

Prem Salhan, Finance Business Partner - Resources
Prem.Salhan@Oxfordshire.gov.uk

Legal Implications

18. As part of the UK's transition to net zero, the Government's EV Infrastructure Strategy sets out roles for major stakeholders including local authorities. The Local Government Act 2000 gives local authorities powers to promote the economic, social and environmental well-being within their boundaries.
19. OCC will be tendering three Lots within a joint tender exercise using the Oxford City Council Dynamic Purchasing System (DPS) as the chosen route to market. This will be a joint tender on behalf of all Oxfordshire County and District Councils, which Oxfordshire County Council will lead.
20. The tender will include three distinct Lots as follows:
 - Lot 1 will be a 15-year full concession with a Chargepoint Operator to install, operate and maintain OCC's public EV charging network in OCC car parks and on the highway. This will result in a bi-lateral contract between OCC and the successful supplier. This contract will also include the adoption of up to 49 existing EVPC in Oxford that have until now been under a contract with Oxford City Council.
 - Lot 2 will be a 15-year full concession contract with a different Chargepoint Operator to install, operate and maintain Residential EV Charging hubs in car parks under the control of Ox City, CDC, WODC, SODC and VOWH. The contracts will be between the CPO and these Tier 2 councils.
 - Lot 3 – which may or may not be tendered at the same time – will procure 'standard' chargepoint hardware installation and operation/maintenance services from a reliable CPO at Community Microhub sites owned by community-based third party locations such as village halls, community centres and churches. Contract terms will allow hosts to contribute their own funding to access this contract at a later date after the LEVI grant funding is spent. Any tenders will be written on the basis that once the services have been set up, the contracts will be novated from the Council to the relevant community-based host authority. This will result in any liabilities under the contract with the Supplier, being transferred from the County Council to the host authority.
20. As set out in paragraph 20 below, Lots 1 & 2 are in the nature of a concession contract, whereby the local authorities entrust the provision and the management of the EV services to one or more suppliers, the consideration of

which consists either solely in the right to exploit the services that are the subject of the contract or in that right together with payment. The contract values will likely meet the threshold required to trigger application of the Concessions Contract Regulations 2016 (“CCR 2016”). The Oxford City Council DPS is a CCR 2016 compliant tender process which has now been amended to include Concession Contract terms and conditions.

21. Lot 3 being a contract for the supply of services will be governed by the Public Contract Regulations 2015 (“PCR”). The Oxford City DPS also contains supply of services terms, compliant with PCR 2015.
22. OCC’s procurement team is fully engaged with the project and has drafted a detailed procurement plan and timeline, utilising soft-market testing carried out in 2022. All supply or concession contracts will comply with the Council’s Contract Procedure Rules.

Comments checked by:

Busola Akande, Solicitor Legal Services (Contracts Team)
Busola.Akande@oxfordshire.gov.uk

Staff Implications

OCC Personnel

23. Delivery of the first phase of the OXLEVI programme will require significant resources from across Oxfordshire County Council, with much of the required staff resource time likely to be provided by staff in existing roles and funded from the LEVI Capability fund from OZEV. These roles are expected to include a Project Manager to lead on delivery of Roadside EV chargers and a Project Officer to support delivery across all LEVI funded workstreams.

District Council Personnel

24. In addition to the above, it is anticipated that a Project Manager will also act as a shared resource for the delivery of Residential EV Hubs across CDC, SODC, VOWH and WODC sites. This post may be a seconded staff member from a one of the partner councils with EV project management experience. Oxford City Council will use existing internal Project Management staff for delivery of Residential EV Hubs within Oxford.
25. Tier 2 Councils will be responsible for providing Property, Legal and Parking teams resources for decisions relating to site layouts, exact numbers and types of chargers/bays, stakeholder engagement and communication etc. to support delivery of Residential EV hubs on their own estate. These internal support roles will need to be funded by Tier 2 councils from their own identified budgets.

Equality & Inclusion Implications

26. Overall, the OXLEVI project seeks fundamentally to increase access to EVs across all groups and to avoid/redress any inequalities created by an otherwise market-led approach to EV charging infrastructure provision.
27. An Equalities Impact Assessment has been completed for the OXLEVI programme which concludes that:
 - No groups are disadvantaged or discriminated against by the OXLEVI programme
 - Several groups are positively advantaged by the programme, which are as follows:
 - a. People with disabilities – as at least one DDA compliant accessible EV charging bay will be installed at every EV charging hub (where possible), and all suppliers will be asked in the tender to explain how they intend to meet the new [PAS 1899:2022 guidelines](#) for accessible EV charging. Roadside charging will be the lowest priority (and may be installed on build-outs where needed), thereby leaving pavements freely accessible for walking and wheeling.
 - b. Rural communities – who are more isolated and car dependent will be given greater opportunity to benefit from the transition to zero carbon EVs through the community microhubs scheme, which will be able to offer affordable EV charging at a community level in more remote geographical areas.
 - c. Deprived communities – EV uptake might currently be slower in such areas, but is set to increasing as more working drivers switch to EV and the secondhand EV market expands. The strategic approach and site selection will mean a fair spread of EV chargers across these as well as the more affluent areas, ensuring more deprived areas are not left behind or disadvantaged.
 - d. Carers - will arguably be advantaged by the programme since they are likely to be regularly driving cars around Oxfordshire to fulfil caring responsibilities, and will be more enabled to switch to driving EV when there is a comprehensive network of reliable and affordable chargers right across Oxfordshire.

A full Equalities Impact Assessment is attached to this report in Annex 1.

Sustainability Implications

28. A full Climate Impact Assessment of the OXLEVI programme shows an overall positive climate impact across energy, sustainable transport, procurement and investment, people and organisations, and a just transition.
29. The programme has built in mitigations to counteract some of the negative impacts indicated by supporting the use of private (although cleaner) vehicles, including co-location with Transport Hubs and inclusion of shared car club vehicles where possible.

A full Climate Impact Assessment has been reviewed and approved by the Head of Climate Change and is attached to this report in Annex 2.

Risk Management

30. A full Risk Assessment for this programme has been completed and key risks will be monitored and reviewed regularly during programme delivery via the newly arranged governance processes for the OXLEVI programme; a monthly Delivery and Operational Group, escalating to a quarterly Strategic Oversight Programme Board.

The key risks to make members aware of at this point in time are set out in Annex 3.

Consultations

31. Detailed consultation and collaborative working is ongoing with colleagues from the City and all District Councils to ensure that the Oxfordshire proposal meets all of our strategic aspirations and will deliver for our communities.
32. Survey work and consultation has already taken place with a large number of Town and Parish Councils, Community First, Low Carbon Hub and other community organisations which has helped to shape our proposals for the Community Microhub workstream and create an offer that will be appealing and readily accepted by these stakeholder groups. A call for Expressions of Interest in the scheme from potentially site owners closed on 15 September with over 150 submissions.
33. A 'demand tracker' tool was launched on OCC's Let's Talk platform in August 2023, which shows allows residents to identify areas where they feel public EV chargers, EV charging hubs and car clubs would be beneficial across Oxfordshire. Submissions will help inform site selection decisions going forward.
34. Soft market testing has been carried out with several Chargepoint Operators to inform the procurement exercise that will support delivery of the LEVI funded projects. OCC also gains insights from market testing exercises completed by other UK local authorities that have relevance for the Oxfordshire programme.
35. The project delivery team are working with Corporate Comms on a comprehensive comms and stakeholder engagement plan for this important and expansive project, in order to ensure that a) all key stakeholders are engaged appropriately and in a timely manner, b) a level of promotion of the scheme is planned that matches the significance of the project and its impact on local people and c) that communications around the scheme are considered within the context of other key OCC projects and communication priorities.

36. The main sensitivities we need to consider at this point are around managing expectations of which communities will benefit from the programme (since we will not be able to meet all needs at once) and being able to explain our strategic decisions around site locations. In public communications we will need to consider that transport is a sensitive topic at the current time but remain mindful that this programme will provide positive enablement of people to make the choice to switch to EV, rather than restrict anyone's freedoms or force lifestyle changes against anyone's will.

Bill Cotton
Corporate Director for Environment and Place

Annex 1: Equalities Impact Assessment
Annex 2: Climate Impact Assessment
Annex 3: Key Risks

Background papers: Oxfordshire EV Infrastructure Strategy (OEVIS) can be found here:
www.oxfordshire.gov.uk/sites/default/files/file/roads-and-transport-connecting-oxfordshire/OxfordshireElectricVehicleInfrastructureStrategy_0.pdf

Other Documents: LEVI guidelines and Stage 2 application form can be found here: www.gov.uk/guidance/apply-for-local-ev-infrastructure-levi-funding#apply-for-levi-capital-funding

Contact Officer: Jenny Figueiredo, EV Charging Project Manager, ZEV and Energy Integration Team
Jenny.Figueiredo@oxfordshire.gov.uk
07990 368278

September 2023