

# **DELEGATED DECISIONS BY CABINET MEMBER FOR ENVIRONMENT AND ECONOMY**

**10 JULY 2026**

## **Annual Carbon Management Plan Update and 2024/5 Greenhouse Gas Report**

**Report by Director for Economy and Place**

### **RECOMMENDATION**

The Cabinet Member is **RECOMMENDED** to:

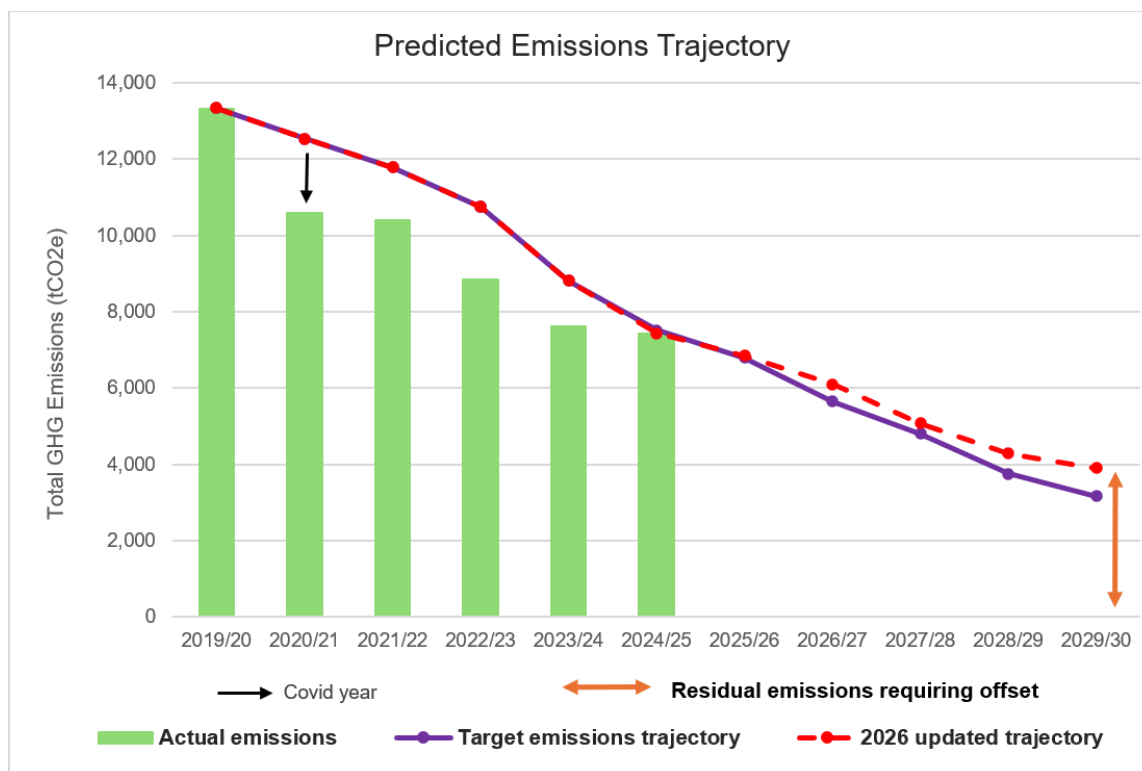
- a) **Note and approve the 2026 updated Carbon Management Plan (CMP) including the updated emissions trajectory for publication.**
  
- b) **Note and approve the 2024/25 Greenhouse Gas (GHG) report for publication.**

### **Executive Summary**

1. This report is the annual update to the Cabinet Member for Environment and Economy on the delivery of the Council's Carbon Management Plan and provides an overview of the 2024/25 greenhouse gas report.
2. Oxfordshire County Council's Carbon Management Plan sets out the Council's approach to reducing emissions from OCC's estate and operations to meet the Council's carbon neutral by 2030 commitment.
3. The Carbon Management Plan includes a predicted emissions trajectory to 2030 calculated based on the projects underway to decarbonise the Council's highways electrical assets, properties, fleet and staff business travel and the government's forecasted electricity grid decarbonisation.
4. We are seeking approval to publish the updated Carbon Management Plan.
5. Oxfordshire County Council publishes its greenhouse gas emissions annually in accordance with guidance published by the Department for Energy Security and Net Zero. We are seeking approval to publish the greenhouse gas report for 2024/25.

## Carbon Management Plan - April 2026 updated emissions trajectory

6. Oxfordshire County Council's Carbon Management Plan sets out Council's approach to reducing emissions from OCC's highways electrical assets, properties, fleet and staff business travel to meet our carbon neutral by 2030 commitment.
7. In addition to the predicted target emissions trajectory, a second line has been added to the Carbon Management Plan graph (figure 1 below) which shows the 2026 updated emissions trajectory. This trajectory reflects:
  - the known 2024-25 greenhouse gas emissions.
  - the known 2025/26 government published emission conversion factors.
  - the projects completed in 2025/26.
  - the delay in delivery of projects planned for 2025/26, and
  - the further funding gap to decarbonise the remaining OCC estate.



**Figure 1:** Shows the modelled predicted target emissions trajectory (purple, solid line). The second red, dashed line shows the April 2026 updated trajectory based on the known data and project amendments as set out above.

8. The 2026 updated emissions trajectory provides an updated anticipated 2029/30 emissions residual. OCC is now forecasting an estimated emissions residual of circa. ~3,910 tCO<sub>2</sub>e in 2029/30.
9. As a result of the known 2024/25 emission; the known 2025/26 government published emission conversion factors; the projects completed in 2025/26; the updated plan for future projects; and the delay in projects as identified below, OCC

is now on a shallower emissions reduction pathway as detailed in the table below (subject to committed projects being delivered on time).

	2026/27	2027/28	2028/29	2029/30
<b>Predicted target carbon emissions for all OCC activity (t CO2e)</b>	5,650	4,800	3,750	3,160
<b>2026 updated predicted carbon emissions for all OCC activity (t CO2e)</b>	6,100	5,080	4,290	3,910

**Table 1:** Shows the predicted annual target carbon emissions and the April 2026 updated estimated annual emissions (figures rounded)

10. The key highlights of the Carbon Management Plan programme that will be delivered over the next 24 months are:

- The delivery of the existing property programme is a key priority. 33 properties are currently in progress. Once completed, and along with the 24 sites already done, c. 66% of the estate within scope will have been decarbonised. It is anticipated that no further funding will be available for property decarbonisation until post LGR when estate consolidation takes place.
- Detailed and costed energy audits completed for whole estate (83 buildings within the scope of 2030 target).
- 7% of estate electricity from PV (36 out of 83 sites total onsite generation capacity of 609kWp (Kilo Watt Peak)).
- 14 new electric vehicles delivered and in use by FM. Oxfordshire County Council (including Oxfordshire Fire and Rescue Service) now have a total of 81 electric vehicles in its fleet (18% of total fleet).
- The delivery of the fleet decarbonisation programme is also a top priority. 170 diesel/ petrol vehicles are planned to be replaced with electric vehicles. Any remaining fleet will be reviewed for replacement in 2029 onwards.
- The annual business as usual conversion of traffic signal sites to LED will continue.
- An ongoing focus on options to reduce emissions from staff business travel that prioritises exploring options for high mileage user.

11. The key challenges that were experienced in 2025/26 which have impacted the delivery of the Carbon Management Plan were:

- Lack of funding for future property decarbonisation works. In 2025/26, central government withdrew the SALIX's Public Sector Decarbonisation Scheme (PSDS) grant funding and no further funding for future property works from 2026/27.

- Delays in the transition of diesel fleet to electric vehicles (EVs) in 2024/25. The vehicles are now due to be replaced in Q1 2026/27, and the savings will therefore be realised later than anticipated.
- Delay in trialling electric essential user vehicles for staff travelling over 10,000 miles a year for work. Work is underway to initiate this project in 2026/27.

## 2024/25 Greenhouse Gas Report

12. **Corporate Estates and Operation:** The emissions from OCC's estate and operations (the scope of OCC's carbon neutral by 2030 target) reduced by 201 tCO<sub>2</sub>e<sup>1</sup> in 2024/25, from 7,632 tCO<sub>2</sub>e in 2023/24 to 7,431 tCO<sub>2</sub>e in 2024/25. This is a 73% reduction against our baseline year, 2010/11, and a 44% decrease from 2019/20. The table below shows the split of emissions between the four areas.

Emissions in tCO <sub>2</sub> e	2023/24	2024/25	Change (tCO <sub>2</sub> e)	Change (%)
Property	2,701	2,671	-29	-1%
Street lighting	2,423	2,196	-227	-9%
Fleet travel	1,474	1,475	1	0.1%
Staff mileage	1,034	1,088	54	5%
<b>Total</b>	<b>7,632</b>	<b>7,431</b>	<b>-201</b>	<b>-3%</b>

**Table 2:** Shows a comparison of the emissions from OCC's estate and operations for 2023/24 and 2024/25

13. In its Carbon Management Plan, the council aimed to reduce emissions by 240 tCO<sub>2</sub>e in the period between 2023/24 and 2024/25, therefore the council achieved 84% of its target. Emissions from staff business travel increased due to increased mileage most notably within Children's and Adult Services. Overall, the council continues an emissions decrease trajectory as the operational emissions reduced by 3% in 2024/25 in relation to 2023/24.
14. **Maintained Schools:** In 2024/25, GHG emissions from 122 maintained schools increased by 4% (152 tonnes CO<sub>2</sub>e) from 4,278 tonnes CO<sub>2</sub>e in 2023/24 to 4,430 tonnes CO<sub>2</sub>e in 2024/25.

The 4% increase in maintained schools' emissions is mostly related to a 6% increase in gas demand in schools, which was lower than the 8% expected increase related to more colder days during the year in 2024/25 vs 2023/24.

Emissions from Maintained Schools have reduced by 50% compared to the 2010/11 baseline.

<sup>1</sup> Tonnes of carbon dioxide (CO<sub>2</sub>) equivalent

15. **Supply Chain:** 2024/25 is the first year that OCC is reporting the emissions for its full supply chain using a combination of known activity-based data and an estimation from expenditure data using DEFRA's carbon factors.

Overall OCC's supply chain emissions (from expenditure and activity-based calculations) decreased by 10% from 2023/24 to 2024/25, from 266,938 tCO<sub>2</sub>e to 240,534 tCO<sub>2</sub>e.

## Corporate Policies and Priorities

16. The Council's Climate Action Programme supports the council's commitments to a Greener, Fairer and Healthier Oxfordshire as set out in the Strategic Plan 2025-28 and to tackle the climate emergency as was expressed in the Strategic Plan 2022-25.
17. The Council's Carbon Management Plan supports the council's commitment to become carbon neutral by 2030. The Carbon Management Plan Delivery Group oversees delivery of OCC's Carbon Management Plan for our estate and operations.

## Financial Implications

18. There are no direct financial implications as a result of this report, as all other funding sources for the Council's Carbon Management Plan have been agreed previously in their relevant papers.
19. However, a funding gap exists. As previously highlighted, there remains an unfunded element to the property programme from 2026/27 onwards, due to central government withdrawing the SALIX's Public Sector Decarbonisation Scheme (PSDS) grant funding and no further internal funding for future property works until the Local Government Review outcome is known. This has resulted in a higher than anticipated emissions residual in 2030 of 3,910 tCO<sub>2</sub>e. The estimated funding gap to decarbonise the remaining estate is c. £24.5m, although a significant amount of that cost is for building maintenance. The new authority/authorities will therefore need to review the programmes of property retrofit work in light of the new consolidated estates post-LGR.
20. If required, any further funding requests will be brought forward through future budget setting processes.

**Comments checked by:** Filipp Skiffins, Finance Business Partner,  
filipp.skiffins@oxfordshire.gov.uk (Finance)

## Legal Implications

21. Central government has committed to achieving net zero carbon emissions by 2050, recognising much of this reduction must happen before 2030. Local authorities are clearly expected to play a role in these efforts at a local level and are able to decide how best to address these challenges. The taking of the action

set out in this report is in accordance with council policy and commitments and the Council has wide powers to undertake such activities under its general power of competence set out at Section 1 of the Localism Act 2011.

**Comments checked by:** Karen Jordan (Senior Solicitor and Team Leader),  
Legal Team

## **Equality & Inclusion Implications**

22. This report does not raise any specific equalities implications. The council's Climate Action Framework aims to ensure a fair sharing of costs and benefits and avoiding energy inequality.

## **Sustainability Implications**

23. The Council's Climate Action Programme is at the centre of the council's commitment to tackle the climate challenge.

## **Risk Management**

24. A strategic risk is included on the council's strategic risk register, noting the increasing vulnerability of communities, economy and infrastructure to climate impacts. A number of control measures have been identified and are being reported on through the Business Management and Monitoring report.
25. Carbon Management Plan 2030 Delivery: There were delays in mobilisation of the property decarbonisation and fleet replacement programmes in 2025/26 and these have rolled into 2026/27. The property element is now on track. The main risks are potential delays in fleet replacement programme and staff business travel programmes for in year delivery through 2026/27. Work is taking place to progress the fleet replacement programme
26. There remains an unfunded element to the property programme from 2026/27 onwards that will result in a higher than anticipated emissions residual in 2030. Work is taking place to explore opportunities for offsetting the anticipated residual emissions.
27. A challenge to the delivery of the Carbon Management Plan is the uncertainty related to LGR, in particular in relation to the Council's future estate portfolio. LGR will create one or more new organisations from 2028 and lead to a bringing together of estates and assets. New authority/authorities will therefore need to review programmes of work in light of new consolidated estates.

## **Annexes**

Annex 1 – Oxfordshire County Council's Carbon Management Plan 2026-2030

Annex 2 – Oxfordshire County Council's 2024/25 Greenhouse Gas Report

**Robin Rogers**

**Director of Economy and Place**

Contact Officer:

Sarah Gilbert, Head of Climate Action ([Sarah.Gilbert@oxfordshire.gov.uk](mailto:Sarah.Gilbert@oxfordshire.gov.uk))

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