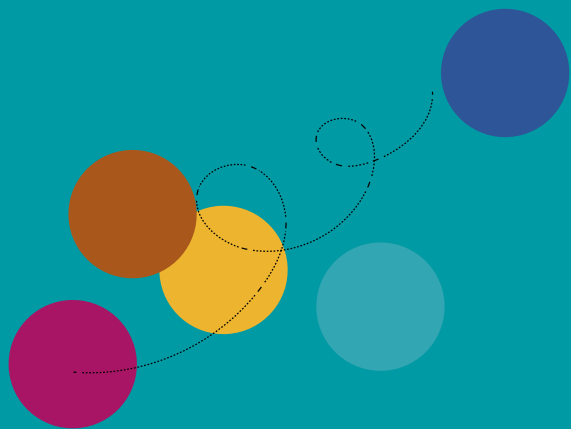




NORWICH
City Council

Carbon Footprint 2024/25

Council Annual Greenhouse Gas Emissions Accounting

Report

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1. Management Summary

- 1.1 The council has completed its Carbon Footprint accounting exercise for the 2024/25 financial year (covering the period 1st April 2024 – 31st March 2025).
- 1.2 From 2024/25 onwards the council has reported emissions in line with the Greenhouse Gas Protocol ('GHGP') Corporate Accounting and Reporting Standard, reflecting industry best practice. This means that a wider range of emissions sources are being counted than in previous years, with some minor exclusions as set out in Appendix 2. For transparency and comparison purposes the council has also continued separately tracking emissions according to the previously used 'National Indicator 185' ('NI 185') method.
- 1.3 According to the updated '**GHGP**' measurement approach, total *gross* council emissions for 2024/25 were **10,481 tonnes CO₂e** ("carbon dioxide equivalent"). Total *net* emissions (i.e. removing electricity emissions associated with any purchased 100% Green Electricity contract) were **9,412 tonnes CO₂e**. Of these net emissions, Council Operations (2030 net-zero target) contributed **2,550 tonnes CO₂e (27% of total)**, whilst Council Housing (2045 net-zero target) contributed **6,863 tonnes CO₂e (73% of total)**.
- 1.4 According to the previously used '**NI 185**' measurement approach, total *gross* council emissions for 2024/25 were **5,242 tonnes CO₂e**. Total *net* emissions (i.e. removing electricity emissions associated with any purchased 100% Green Electricity contract) were **4,367 tonnes CO₂e**. This metric represents a 59% emissions reduction against the 2007/08 baseline which used this measurement approach.
- 1.5 Overall, emissions have remained steady over recent years, with an overall decrease of 59% since the 2007/08 baseline. As expected, the council's move to align with the Greenhouse Gas Protocol (GHGP) corporate reporting standard means that a wider range of emissions is counted than in past years, consequently showing a higher emissions figure from 2024/25 which

represents a new baseline against which future years should be compared. The historically used NI 185 measurement procedure continues to be tracked in addition for transparency and comparison with emissions reported in previous years.

- 1.6** Net emissions increased in 2024/25, largely due to an unintended return to a standard ‘brown’ electricity tariff for a six-month period between 1st October 2024 – 31st March 2025, which the council received late notification of from its energy supplier. The council now procures 100% green electricity and has appointed an energy utilities manager to ensure effective oversight of its utility purchasing. A colder winter in 2024/25 also contributed to higher gas use and concurrent emissions. Positively, contractor vehicle emissions reduced by 33% compared to the previous year as a result of operational efficiency.
- 1.7** Heat decarbonisation plans and solar panel studies have been completed for all council operational buildings to identify how fossil fuels can be replaced with low-carbon alternatives. To continue pursuing carbon emissions reduction in line with the council’s net-zero targets, it is recommended to invest in replacing gas-fired boilers with low-carbon electric heating solutions such as air source heat pumps in council buildings. The council is currently considering funding options to pursue this.

Table 1. *Summary of net emissions % change since baseline year*

2024/25	All Council Emissions	Operational Emissions	Housing Emissions
% change since 2007/08 baseline	-59%	-76%	-36%

2. Background

Norwich City Council reports annually on its greenhouse gas (GHG) emissions (known as its 'carbon footprint'), with emissions broken down into three scopes and reported in units known as Carbon Dioxide Equivalent (CO₂e) in line with government guidance and up-to-date standards.

This report details the carbon footprint accounting exercise covering council activity in the period **1st April 2024 – 31st March 2025**, known as the **2024/25 financial year**.

The council began tracking its GHG emissions in 2007/08, and compared to this baseline year the council has reduced its emissions by 59% to date.

An independent audit of the council's emissions reporting process was undertaken by Small World Consulting (SWC) in 2021, following which recommendations and updates to the council's carbon footprint accounting methodology have been taken forward, most notably alignment with the Greenhouse Gas Protocol (GHGP) Corporate Accounting and Reporting Standard, as outlined in the following section.

3. Alignment with the Greenhouse Gas Protocol (GHGP)

An updated methodology

For emissions reporting between the years 2007/07 to 2023/24, Norwich City Council's reporting methodology and emissions inclusions were aligned with a historical local government process known as National Indicator 185 ('NI 185'). This methodology tracked a limited range of the council's emissions, not accounting for its full housing estate or the wider suite of Scope 3 emissions categories recommended for inclusion by the Greenhouse Gas Protocol (GHGP) Corporate Accounting and Reporting Standard.

For emissions reporting from 2024/25 onwards, Norwich City Council is aligning its reporting methodology and inclusions with the Greenhouse Gas Protocol (GHGP) Corporate Accounting and Reporting Standard, which represents industry best practice for emissions accounting.

Comparing 'GHGP' to 'NI 185'

The council's alignment with the Greenhouse Gas Protocol (GHGP) necessitates counting a wider range of council emissions sources than have been included in past carbon footprint accounting exercises. Consequently, emissions from 2024/25 onwards appear higher than previously reported due to this wider range of emissions sources being included. As such, the 2024/25 emissions effectively represent a new baseline against which future emissions changes should be compared. For transparency and to enable comparison of the GHGP methodology with the National Indicator 185 (NI 185) methodology previously used, the council has also separately continued tracking emissions reporting under this previous NI 185 procedure. A visual representation of this comparison can be seen in Figure 1 on page 13.

Conversion factors

To complete this carbon footprint accounting exercise, council data is first collected from various sources – for example, gathering kWh (“kilowatt-hour”) energy consumption data from our utility providers, as well as litres fuel consumed in council fleet vehicles from our fuel card provider, data from our key contractors, and a range of other data sources.

This raw data is then converted into Carbon Dioxide Equivalent (CO_{2e}) emissions figures by using the latest available ‘*Greenhouse gas reporting conversion factors*’ appropriate to the reporting year, as published by the government’s Department for Energy Security and Net Zero (DESNZ).

The conversion factors used for the purposes of the calculations in this report were the ‘*Greenhouse gas reporting: conversion factors 2024 (full set)*’.

4. Emissions Scopes and Inclusions

Scopes explained

Organisational emissions are broken down into three separate 'scopes' which are defined as follows:

- **Scope 1** – these are emissions caused by an organisation directly burning fossil fuels and utilising the resultant energy. This can be summarised as “the fossil fuels are burned by us, and the energy is used by us.” For example, this includes fossil fuels burned directly in boilers which heats its buildings, or fuels used in an organisation’s fleet vehicles.
- **Scope 2** – these are emissions where fossil fuels are burned elsewhere but where the organisation directly utilises the *resultant* energy. This can be summarised as “the fossil fuels are burned elsewhere, but the energy is used by us.” Scope 2 emissions usually result from consuming grid supplied electricity, i.e. where the fossil fuels are burned in a remote power plant but the final energy is consumed within an organisation’s buildings.
- **Scope 3** – these are emissions which do not meet the definition of Scopes 1 and 2. They are indirect emissions which underpin an organisation’s functions but do not relate to fossil fuels or energy directly used by the organisation. This can be summarised as “the fossil fuels are burned elsewhere, and the energy is used elsewhere, but the benefit created supports our functions or services.” For organisations, this includes 15 sub-categories of emissions such as employee commuting, business travel, “well-to-tank” (emissions created before a fuel or energy source reaches the point where it is used), and procured goods and services.

The list of activities included within each emissions scope can be found on the following pages. Details of emissions sources not included in this exercise can be found in Appendix 2 to this document.

Emissions inclusions by Scope

Norwich City Council has included the following emissions sources in the 2024/25 carbon footprint accounting exercise:

Scope	Activity	Fuel / Unit	Data Source
Scope 1	Gas for heating buildings	Mains gas (kWh)	Utility billing data
	Fuels used in council fleet vehicles	Diesel, Petrol (litres)	Vehicle fuel card data
	Fuels used in Norwich City Services Limited (NCSL) fleet vehicles	Diesel, Petrol (litres)	Contractor provided data
	Heating oil for Normandie Tower	Heating oil (litres)	Fuel delivery invoices
Scope 2	Electricity used across council sites	Electricity (kWh)	Utility billing data
	Unmetered electricity used across council sites	Electricity (kWh)	Power Data Associates spreadsheets
Scope 3	Electricity Transmission and Distribution (T&D)	Electricity (kWh)	Utility billing data
	Fuels used in contractor fleet vehicles	Diesel, Petrol (litres)	Contractor provided data
	Gas used in contractor buildings	Mains gas (kWh)	Contractor provided data

Scope 3 continued			
	Electricity used in contractor buildings	Electricity (kWh)	Contractor provided data
	Taxis journeys by staff	Passenger.km	Taxi service provided data
	Air journeys by staff	Passenger.km	Staff expenses records
	Train journeys by staff	Passenger.km	Staff expenses records / estimated
	Staff cars ('grey fleet') miles – i.e. staff using own vehicles for work-related visits	Diesel, Petrol (mileage)	Staff expenses records
	Employee commuting	Various	Staff survey and extrapolation to all council staff
	Employee homeworking	Various	Staff numbers and council hybrid working policy
	Waste from Operations	Commercial Waste (tonnes)	Contractor provided data
	"Well-to-Tank" fuel- and energy-related activities not included in Scopes 1 & 2	Mains gas, Diesel, Petrol, Heating oil, Electricity	Utility billing data
	Purchased Goods and Services	£ spend and kgCO2e	Accountancy data and specialist consultant

5. Council Greenhouse Gas Emissions Targets

As detailed in our ‘*Climate Responsive Norwich Programme 2026-2035*’, the council has set targets to achieve “Net-zero” across its operations, housing, and for the city of Norwich as a whole.

“Net-zero” emissions means balancing the quantity of greenhouse gases (GHGs) emitted into the atmosphere with those removed. This first means reducing emissions as far as possible and then removing the remaining emissions quantity through, for example, planting trees. By balancing, or ‘netting-off’ emissions with removals, emissions and their impact on the climate become ‘net-zero’, and a sustainable, steady state is achieved.

Broadly speaking, there is a **2030 Net Zero Target** which applies to council operations (also referred to as ‘General Fund’), with a **2045 Net Zero Target** applying to the council’s social housing (also referred to as ‘Housing Revenue Account’ or ‘HRA’ for short) and Norwich citywide.

The table below summarises which emissions categories fall within each target date:

2030 Net Zero Target	2045 Net Zero Target
Council Scope 1 and 2 emissions for operational and administrative buildings	City Scope 1, 2 and 3 emissions
Council Scope 3 emissions including:	Council Scope 1 & 2 emissions including:
• Business travel	• Council communal and district energy schemes
• Grey fleet (staff mileage)	Council Scope 3 emissions including:

2030 Net Zero Target	2045 Net Zero Target
Employee commuting	Procured goods, services
Operational waste	Capital works
Well-to-Tank (for operations)	General needs housing
Transmission and distribution of electricity	Leased investment buildings
	Use of car parks
	Investments
	Well-to-Tank (for housing)

Table 2. *Emissions categories included in the 2030 and 2045 Net-Zero Targets*

Emissions Breakdown by Target

To help illustrate progress against each of these targets, in the following sections the council's emissions have been broken down according to:

- **All council emissions**
- **Council Operations (2030 Target emissions)**
- **Council Housing (2045 Target emissions)**

The council's emissions relevant to its 2030 and 2045 targets add up to total its 'All council emissions'.

6. Emissions Breakdown – All Council Emissions

Gross and Net Emissions Totals

The council's total calculated **Gross** emissions for the 2024/25 financial year, reported in line with the Greenhouse Gas Protocol (GHGP), are:

10,480,644 kg CO₂e = 10,481 tCO₂e

The council's total calculated **Net** emissions (i.e. excluding emissions associated with any 100% green electricity contract procured) for the 2024/25 financial year, reported in line with the Greenhouse Gas Protocol (GHGP), are:

9,412,481 kg CO₂e = 9,412 tCO₂e

Comparison with NI 185 Methodology

Measured according to the NI 185 procedure previously used by the council prior to 2024/25, the council's total calculated **Gross** emissions for the 2024/25 financial year are:

5,241,952 kg CO₂e = 5,242 tCO₂e

Measured according to the NI 185 procedure previously used, the council's total calculated **Net** emissions (i.e. excluding emissions associated with any 100% green electricity contract procured) for the 2024/25 financial year are:

4,367,341 kg CO₂e = 4,367 tCO₂e

Figure 1 on the following page shows a graph illustrating the council's emissions reduction since 2007/08 and comparing the updated GHGP and NI 185 figures. Table 3 on page 14 shows the breakdown of all council emissions by category and scope.

Figure 1. Graph showing council CO₂e emissions reduction since 2007/08, **comparing the previous ‘NI 185’ methodology with the updated ‘GHGP’ (Greenhouse Gas Protocol) methodology used from 2024/25 onwards.** GHGP emissions are further broken down according to those relating to the council’s 2030 (operations) and 2045 (housing) net-zero targets.

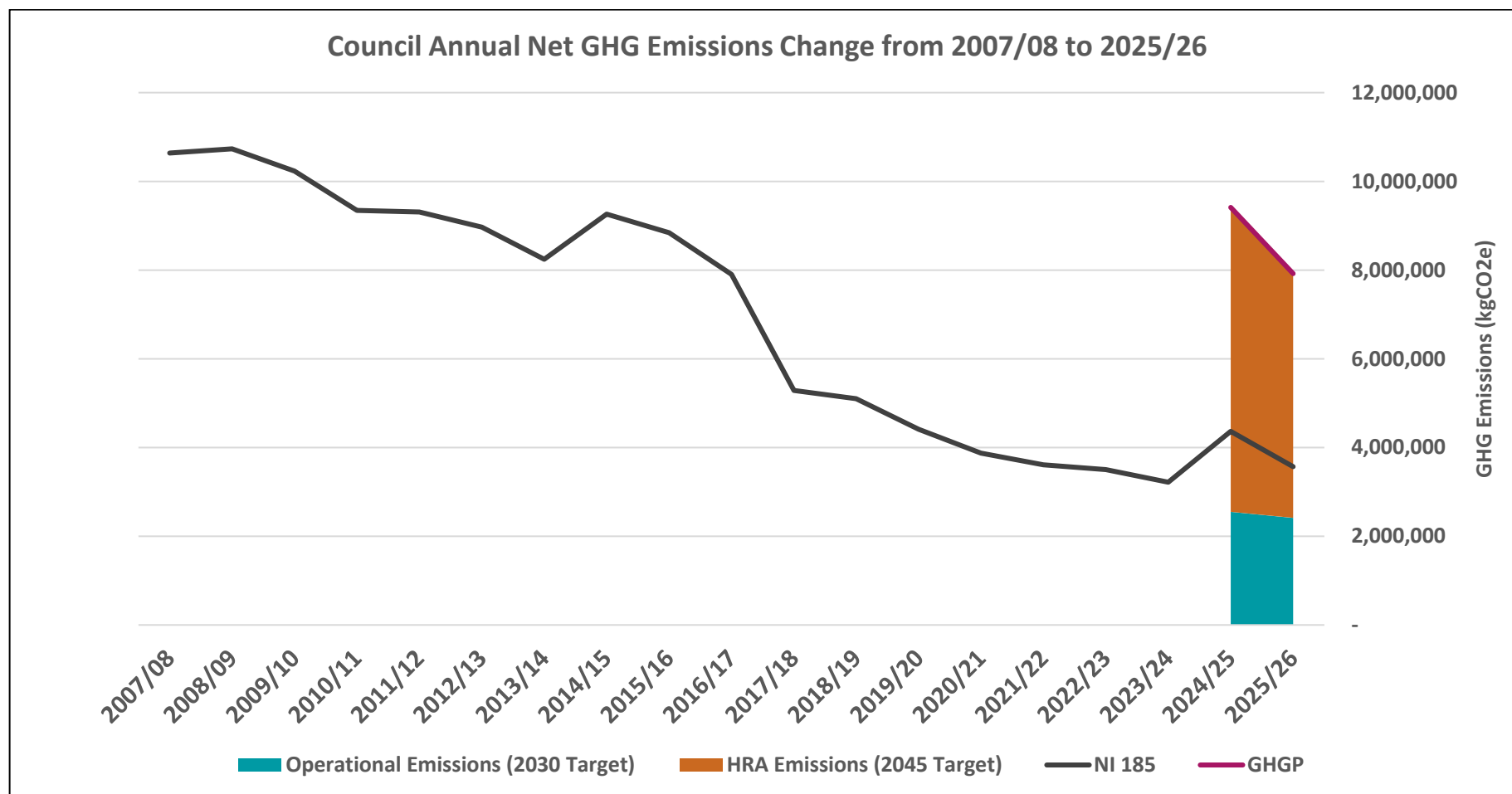
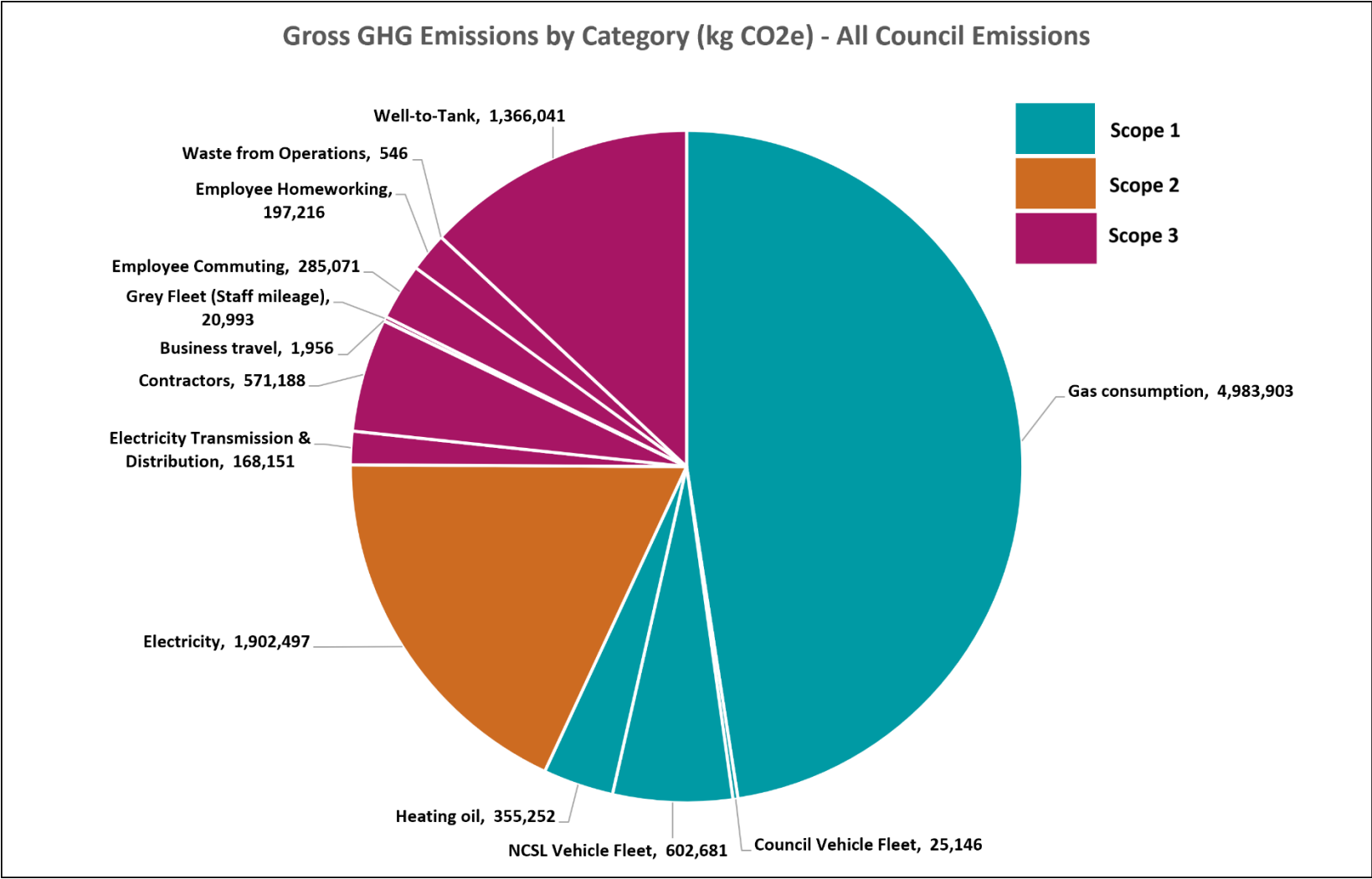


Table 3. Breakdown of all council emissions for 2024/25 according to the Greenhouse Gas Protocol (GHGP) standard

Scope 1	CO ₂ e (kg)
Gas in buildings (council) – kWh	4,983,903
Fuel in fleet vehicles (council) – litres	25,146
Fuel in fleet vehicles (NCSL) – litres	602,681
Heating oil in buildings – litres	355,252
SCOPE 1 TOTAL	5,966,983
Scope 2	CO ₂ e (kg)
Electricity (council) – kWh (100% Green Tariff)	1,902,497
SCOPE 2 TOTAL	1,902,497
Scope 3	CO ₂ e (kg)
Transmission and distribution of electricity	168,151
Gas from buildings (contractors)	7,072
Electricity in buildings (contractors) without Green Tariff	4,913
Fuel in fleet vehicles (contractors) – litres	255,679
Contractors travel – mileage (where no fuel data available)	303,524
Business travel (Taxis, Rail, Flights)	1,956
Grey fleet staff mileage	20,993
Employee Commuting	285,071
Employee Homeworking	197,216
Waste from Operations	546
“Well-to-Tank” (Fuel- and energy-related emissions not included in Scope 1 & 2)	1,366,041
SCOPE 3 TOTAL	2,611,164
TOTAL GROSS EMISSIONS	10,480,644
Green Electricity Tariff, T&D and Electricity “Well-to-Tank” (6 months) – Net Removal	1,068,163
TOTAL NET EMISSIONS (kg CO₂e)	9,412,481

Figure 2. Pie chart showing *all council emissions for 2024/25 according to the Greenhouse Gas Protocol (GHGP)*



7. Emissions Breakdown – Council Operations (2030 Target)

This section breaks down emissions relevant to the council's operational 2030 Net Zero Target.

Figure 1 on page 13 includes a stacked area chart showing the contribution of Operational Emissions to overall council emissions.

Gross and Net Emissions Totals

Total calculated **Gross** emissions for Council Operations (2030 Target) for the 2024/25 financial year, reported in line with the Greenhouse Gas Protocol (GHGP), are:

3,064,431 kg CO₂e = 3,064 tCO₂e

Total calculated **Net** emissions for Council Operations (2030 Target) (excluding emissions associated with any 100% green electricity contract procured) for the 2024/25 financial year, reported in line with the Greenhouse Gas Protocol (GHGP), are:

2,549,726 kg CO₂e = 2,550 tCO₂e

Table 4 on the following page shows the breakdown of council operational (2030 target) emissions by category and scope.

Table 4. Breakdown of operational council emissions for 2024/25 according to the Greenhouse Gas Protocol (GHGP)

Scope 1	CO ₂ e (kg)
Gas in buildings (council) – kWh	277,482
Fuel in fleet vehicles (council) – litres	25,146
Fuel in fleet vehicles (NCSL) – litres	602,681
Heating oil in buildings – litres	-
SCOPE 1 TOTAL	905,309
Scope 2	CO ₂ e (kg)
Electricity (council) – kWh (100% Green Tariff)	774,517
SCOPE 2 TOTAL	774,517
Scope 3	CO ₂ e (kg)
Transmission and distribution of electricity	68,455
Gas from buildings (contractors)	7,072
Electricity in buildings (contractors) without Green Tariff	4,913
Fuel in fleet vehicles (contractors) – litres	255,679
Contractors travel – mileage (where no fuel data available)	303,524
Business travel (Taxis, Rail, Flights)	1,956
Grey fleet staff mileage	20,993
Employee Commuting	285,071
Employee Homeworking	197,216
Waste from Operations	546
“Well-to-Tank” (Fuel- and energy-related emissions not included in Scope 1 & 2)	239,177
SCOPE 3 TOTAL	1,384,604
TOTAL GROSS EMISSIONS	3,064,431
Green Electricity Tariff, T&D and Electricity “Well-to-Tank” (6 months) – Net Removal	514,705
TOTAL NET EMISSIONS (kg CO₂e)	2,549,726

8. Emissions Breakdown – Council Housing (2045 Target)

This section breaks down emissions relevant to the council's housing 2045 Net Zero Target.

Figure 1 on page 13 includes a stacked area chart showing the contribution of HRA (Housing) Emissions to overall council emissions. As the graph shows, the council's housing accounts for the majority of council emissions.

Gross and Net Emissions Totals

Total calculated **Gross** emissions for Council Housing (2045 Target) for the 2024/25 financial year, reported in line with the Greenhouse Gas Protocol (GHGP), are:

7,416,214 kg CO₂e = 7,416 tCO₂e

Total calculated **Net** emissions for Council Housing (2045 Target) (excluding emissions associated with any 100% green electricity contract procured) for the 2024/25 financial year, reported in line with the Greenhouse Gas Protocol (GHGP), are:

6,862,755 kg CO₂e = 6,863 tCO₂e

Table 5 on the following page shows the breakdown of council operational (2030 target) emissions by category and scope.

Table 5. Breakdown of council housing emissions for 2024/25 according to the Greenhouse Gas Protocol (GHGP)

Scope 1	CO ₂ e (kg)
Gas in buildings (council) – kWh	4,706,421
Fuel in fleet vehicles (council) – litres	-
Fuel in fleet vehicles (NCSL) – litres	-
Heating oil in buildings – litres	355,252
SCOPE 1 TOTAL	5,061,673
Scope 2	CO ₂ e (kg)
Electricity (council) – kWh (100% Green Tariff)	1,127,980
SCOPE 2 TOTAL	1,127,980
Scope 3	CO ₂ e (kg)
Transmission and distribution of electricity	99,696
Gas from buildings (contractors)	-
Electricity in buildings (contractors) without Green Tariff	-
Fuel in fleet vehicles (contractors) – litres	-
Contractors travel – mileage (where no fuel data available)	-
Business travel (Taxis, Rail, Flights)	-
Grey fleet staff mileage	-
Employee Commuting	-
Employee Homeworking	-
Waste from Operations	-
“Well-to-Tank” (Fuel- and energy-related emissions not included in Scope 1 & 2)	1,126,864
SCOPE 3 TOTAL	1,226,560
TOTAL GROSS EMISSIONS	7,416,214
Green Electricity Tariff, T&D and Electricity “Well-to-Tank” (6 months) – Net Removal	553,459
TOTAL NET EMISSIONS (kg CO₂e)	6,862,755

9. Purchased Goods and Services

The majority of an organisation's emissions are generally associated with Scope 3 activities including its purchased goods and services. These represent indirect emissions associated with the wider procurement value chain; for example, the emissions resulting from manufacturing products an organisation purchases, and the operational emissions of product suppliers and contractors appointed to deliver contract services.

Capturing carbon emissions related to purchased products and services poses several challenges; gathering this information can be resource intensive as it relies on data from supply chains and identification of all the materials purchased; the quantity; and any associated carbon emission factors/benchmarks, such as EPDs (environmental product declarations) if they are available.

Whilst emissions associated with 'Purchased Goods and Services' are difficult to accurately quantify, the Greenhouse Gas Protocol (GHGP) corporate reporting standard provides guidance on estimating these emissions. Norwich City Council has worked with a specialist consultant to estimate the emissions associated with its purchased goods and services across a financial year, using the 'spend-based' estimate approach outlined in the GHGP Scope 3 calculation guidance.

Estimated annual emissions associated with the council's **Purchased Goods and Services** are:

38,348,355 kg CO₂e = 38,348 tCO₂e

Factoring in these additional Scope 3 emissions, Gross total council emissions are 48,829 tCO₂e, and Net total council emissions (excluding emissions associated with any 100% green electricity contract procured) are 47,761 tCO₂e.

Figures 3 and 4 and Table 6 on the following pages show a representation of the council's total carbon footprint when including emissions estimated for purchased goods and services. According to this estimate, Scope 3 emissions categories including purchased goods and services may account for up to 84% of the council's total emissions.

As set out in the council's adopted Climate Responsive Norwich Programme 2026-2035, reducing emissions from 'purchased goods and services' is aligned to the council's 2045 net-zero target.

The council's procurement processes currently require organisations to demonstrate how their operations and proposed delivery of contracts align with the council's environmental commitments. This is currently assessed through a mandatory 'sustainability' question as part of any selection questionnaire and tender submission contractors are required to complete, which is scored against other criteria to influence the final decision regarding the appointment of any contractor.

The council has set out in its Climate Responsive Norwich Programme that it will develop a procurement strategy in collaboration with its supply chain aligned to an 81% reduction in emissions by 2035 and net zero by 2045.

Figure 3. Pie chart showing *all council emissions for 2024/25* according to the *Greenhouse Gas Protocol (GHGP)*, including *estimated emissions associated with ‘Purchased Goods and Services’*

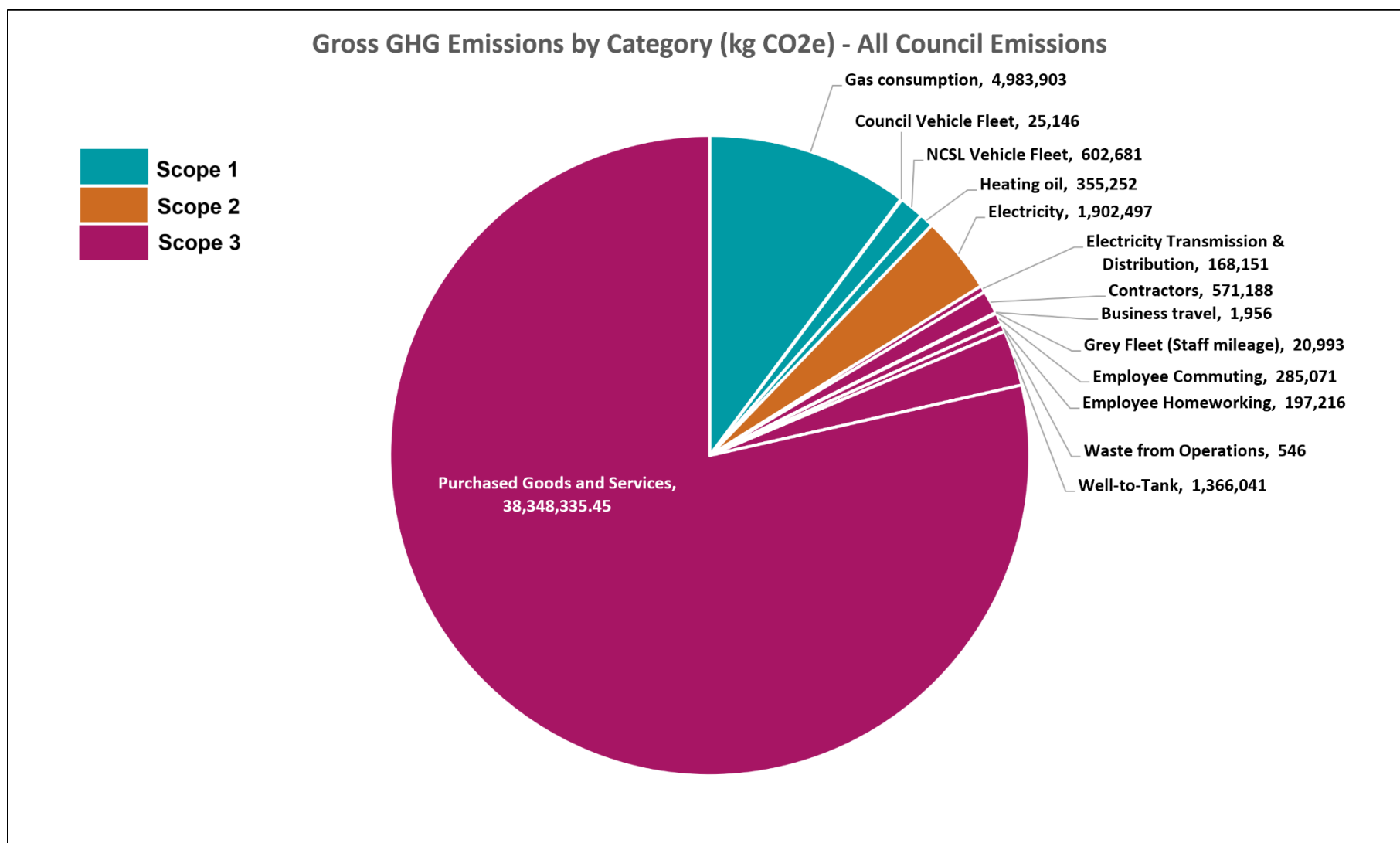


Figure 4. Graph showing council CO₂e emissions reduction since 2007/08, **comparing the previous ‘NI 185’ methodology with the updated ‘GHGP’ (Greenhouse Gas Protocol) methodology used from 2024/25 onwards.** GHGP emissions are further broken down according to those relating to the council’s 2030 (operations) and 2045 (housing) net-zero targets. **Also including ‘Purchased Goods and Services’.**

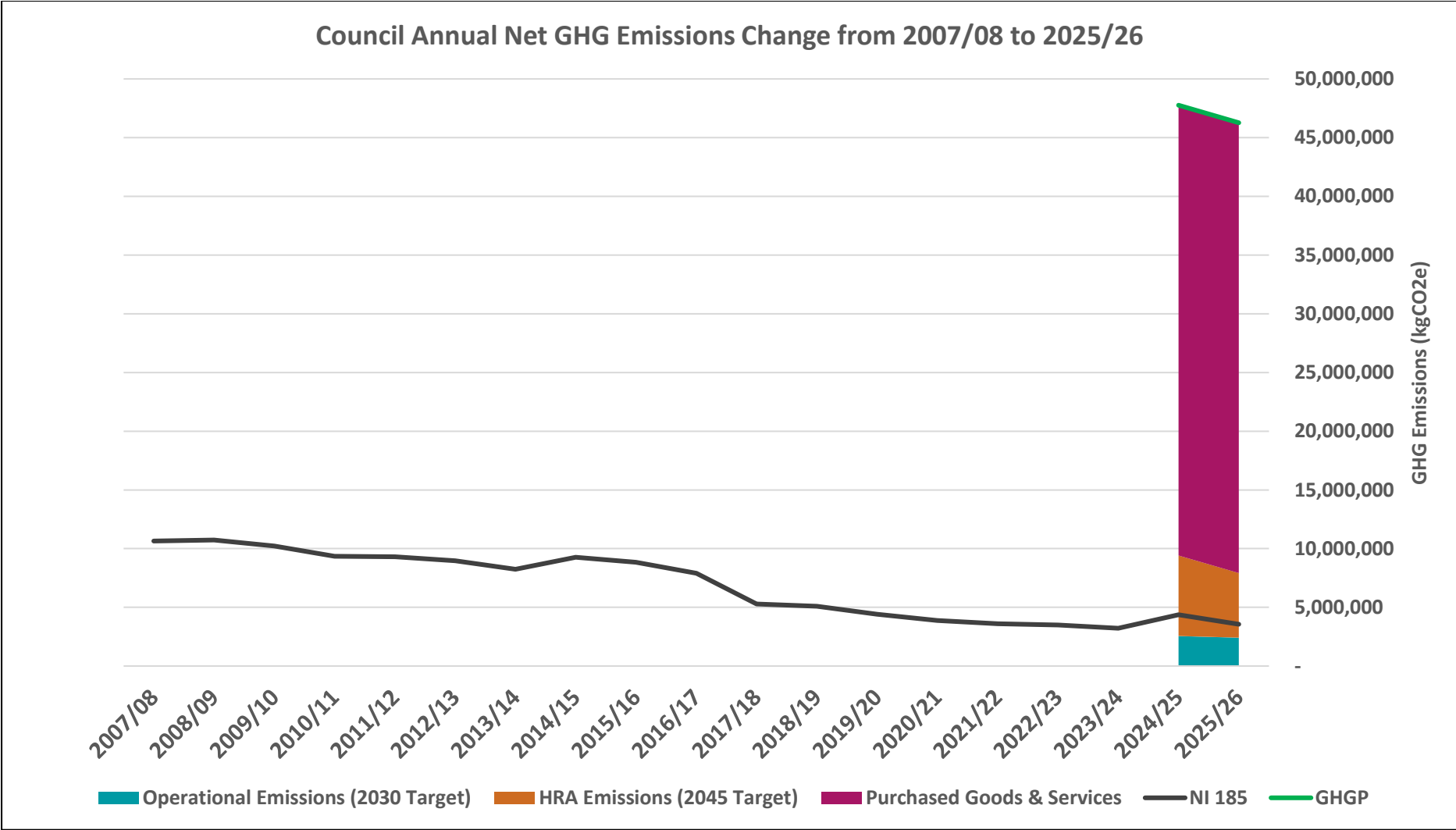


Table 6. Breakdown of all council emissions for 2024/25 according to the Greenhouse Gas Protocol (GHGP) standard. Also including 'Purchased Goods and Services' emissions estimate.

Scope 1	CO ₂ e (kg)
Gas in buildings (council) – kWh	4,983,903
Fuel in fleet vehicles (council) – litres	25,146
Fuel in fleet vehicles (NCSL) – litres	602,681
Heating oil in buildings – litres	355,252
SCOPE 1 TOTAL	5,966,983
Scope 2	CO ₂ e (kg)
Electricity (council) – kWh (100% Green Tariff)	1,902,497
SCOPE 2 TOTAL	1,902,497
Scope 3	CO ₂ e (kg)
Transmission and distribution of electricity	168,151
Gas from buildings (contractors)	7,072
Electricity in buildings (contractors) without Green Tariff	4,913
Fuel in fleet vehicles (contractors) – litres	255,679
Contractors travel – mileage (where no fuel data available)	303,524
Business travel (Taxis, Rail, Flights)	1,956
Grey fleet staff mileage	20,993
Employee Commuting	285,071
Employee Homeworking	197,216
Waste from Operations	546
“Well-to-Tank” (Fuel- and energy-related emissions not included in Scope 1 & 2)	1,366,041
Purchased Goods and Services	38,348,335
SCOPE 3 TOTAL	40,959,499
TOTAL GROSS EMISSIONS	48,828,980
Green Electricity Tariff, T&D and Electricity “Well-to-Tank” (6 months) – Net Removal	1,068,163
TOTAL NET EMISSIONS (kg CO₂e)	47,760,817

10. Analysis and Key Findings

The results of this carbon footprint accounting exercise indicate that council emissions have remained steady compared to the previous financial year, with emissions reduction slowing slightly because of “easy win” initiatives having already been undertaken in previous years, including energy efficiency improvements such as lighting upgrades in council buildings. Achieving further emissions reduction will require innovative approaches.

As expected, the council’s move to align with the Greenhouse Gas Protocol (GHGP) corporate reporting standard means that a wider range of emissions is counted than in past years, consequently showing a higher emissions figure from 2024/25 onwards that represents a new baseline against which future emissions reductions should be compared. For transparency and comparison with previous years, emissions have also been calculated under the past ‘NI 185’ methodology – according to this metric, emissions have fallen by 59% since 2007/08.

As shown in Figure 1, the majority of council emissions relate to the council’s housing (‘HRA’), representing 73% of all council emissions, whilst operational emissions account for a 27% share. The majority of emissions are Scope 1 and associated with gas burned for heating in both operational council buildings and district heating networks serving housing, as shown in Figure 2.

Net emissions increased in 2024/25, largely due to an unintended return to a standard ‘brown’ electricity tariff for a six-month period between 1st October 2024 – 31st March 2025, which the council received late notification of from its energy supplier. The council now procures 100% green electricity and has appointed an energy utilities manager to ensure effective oversight of its utility purchasing. Emissions in 2024/25 were also influenced by a colder winter leading to increased gas consumption in council buildings compared to the previous year. Positively, in 2024/25 emissions associated with contractor vehicles fell by 33% compared to the previous year as a result of improved operational efficiency.

The findings of this report indicate that additional investment will be needed to achieve further emissions reductions – most notably investment in replacing fossil-fuelled heating systems with low-carbon alternatives such as heat pumps in council buildings.

Additionally, further engagement with key contractors to support decarbonisation of vehicle fleets, staff travel and training initiatives will all help to pursue the council's net-zero target.

Much of the preparatory and planning work needed to enable further emissions reduction has been completed by the council, including heat decarbonisation plans and solar panel studies, with further work to be focused on design and delivery of capital projects such as replacing fossil-fuelled heating systems which would achieve tangible emissions reductions against the council's net-zero targets.

11. Implications and Next Steps

The council will continue to pursue emissions reductions in line with its 2030 operational and 2045 housing and citywide targets, whilst prioritising workstreams that can achieve the greatest emissions reductions within the local authority area of Norwich.

Recently completed heat decarbonisation plans for all council operational buildings will help to inform actions to replace existing fossil-fuelled heating systems for low-carbon alternatives, helping to significantly reduce the council's operational emissions. Additionally, the council has completed feasibility studies for solar PV ('photovoltaic') panel installations on a number of council buildings, and will be seeking planning permissions in 2026/27 to ensure projects are well-positioned to take advantage of any available funding opportunities.

The council will continue to track its emissions in accordance with the updated Greenhouse Gas Protocol (GHGP) Corporate Accounting and Reporting Standard, whilst also continuing to track emissions according to the previous 'NI 185' methodology for the foreseeable future to ensure transparency with past emissions reporting

12. Appendix 1: Table comparing emissions with previous years

The table below shows council emissions for each year dating back to the 2007/08 baseline. Note that prior to 2024/25 the council reported emissions according to a past government process called 'National Indicator 185', which considered a limited range of emission sources. From 2024/25 a more comprehensive emissions accounting process is used in line with the Greenhouse Gas Protocol (GHGP). Emissions are also broken down according to their relevance to the council's 2030 and 2045 targets.

Norwich City Council Greenhouse Gas Emissions (tonnes CO ₂ e) – 2007/08 to 2025/26													
Year	2007/08	...	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
All Council Emissions – Gross ('GHGP')	n/a	"	"	"	"	"	"	"	"	"	"	"	10,481
All Council Emissions – Net ('GHGP') i.e. excluding 100% Green Electricity	n/a	"	"	"	"	"	"	"	"	"	"	"	9,412
Operational Emissions – Net (2030 target) ('GHGP')	n/a	"	"	"	"	"	"	"	"	"	"	"	2,550
Housing Emissions – Net (2045 target) ('GHGP')	n/a	"	"	"	"	"	"	"	"	"	"	"	6,863
All Council Emissions (Net) inc. Purchased Goods/Services	n/a	"	"	"	"	"	"	"	"	"	"	"	47,761
Net Emissions ('NI 185' past methodology)	10,641	...	9,260	8,841	7,901	5,284	5,099	4,413	3,873	3,610	3,501	3,218	4,367
% reduction against baseline	Baseline	...	12.9%	16.9%	25.7%	50.3%	52.0%	58.5%	63.6%	66.0%	67.1%	69.8%	59.0%

13. Appendix 2: Emissions not included in this Report

Emissions sources not included

Whilst every effort has been made to include available data on emissions sources to support Norwich City Council's alignment with the Greenhouse Gas Protocol (GHGP) Corporate Accounting and Reporting Standard, the following emissions sources were not included in this accounting exercise either due to a lack of available data or because they are not applicable.

The council will continue to seek to include all relevant emissions sources in future carbon footprint accounting exercises.

Data currently unavailable

Scope	Activity
Scope 3	Capital Goods
	Upstream Transportation & Distribution
	Upstream Leased Assets
	Downstream Leased Assets
	Investments

Not applicable

Scope	Activity
Scope 3	Processing of Sold Products
	Use of Sold Products
	End-of-Life Treatment of Sold Products
	Franchises

14. Glossary

Baseline

The starting year against which future emissions reductions are measured. It provides a reference point for tracking progress towards carbon reduction targets. The council's baseline year for calculating emissions is 2007/08, when the council began tracking its carbon footprint.

Capital Goods

Long-term physical assets purchased or constructed by the council that are used over several years, such as buildings, vehicles, roads, bridges, IT equipment, or major infrastructure projects.

Carbon Footprint

The total greenhouse gas emissions associated with an organisation, activity, product, or service, expressed as carbon dioxide equivalent (CO₂e).

CO₂e (carbon dioxide equivalent)

A standard unit used to measure the impact of different greenhouse gases based on their global warming potential relative to carbon dioxide. 1 tonne (tCO₂e) = 1,000 kgCO₂e

Conversion Factors

Published calculation factors used to convert activity data (such as kWh of electricity, litres of fuel, or tonnes of waste) into greenhouse gas emissions.

Department for Energy Security & Net Zero (DESNZ)

The UK Government department responsible for energy policy, energy security, and net zero delivery. DESNZ publishes the annual greenhouse gas conversion factors used by UK organisations.

District and communal energy schemes

A network that supplies heat from a central energy source to multiple buildings across a wider area ('district'), or supplying multiple dwellings within a single building or development ('communal').

Downstream emissions



Greenhouse gas emissions that occur after the council's products or services have been delivered or sold. For councils these emissions are generally less significant than upstream emissions but may arise in certain service areas.

Emissions Scopes

Different categories of emissions specified by the Greenhouse Gas Protocol reporting standard.

Fleet vehicles

Vehicles owned, leased, or directly operated by the council, such as refuse collection vehicles, vans, pool cars, highway maintenance vehicles, and minibuses. This can also refer to contractor fleet vehicles where specified.

Green Electricity Tariff

An electricity contract which sources electricity from renewable generation sources (such as solar/wind/hydro) and typically supported by Renewable Energy Guarantees of Origin (REGOs).

Greenhouse Gas Protocol (GHGP)

The world's most widely used greenhouse gas accounting framework. It provides standards and guidance for calculating and reporting emissions.

Greenhouse Gas Emissions (GHGs)

The release of gases that contribute to climate change, most notably Carbon dioxide (CO₂) and Methane (CH₄).

Grey fleet

Privately owned vehicles used by employees for council business and reimbursed through mileage payments.

Gross Emissions

The total greenhouse gas emissions produced before accounting for carbon removals, carbon offsets, or sequestration activities.

Heat Decarbonisation Plans

Strategic plans that identify how fossil fuel-based heating systems will be replaced with low-carbon alternatives.

Housing Emissions



Emissions associated with council-owned or managed housing stock. This includes energy used in communal heating systems, communal areas, housing maintenance activities and tenant energy use (where data is available). The council has a target to reach net-zero for its housing portfolio by 2045.

National Indicator 185 (NI 185)

A former UK local government performance indicator that measured reductions in local authority carbon dioxide emissions from council operations. Although no longer in use, NI 185 is often referenced in historical council carbon reporting. Norwich City Council reported emissions according to the NI 185 procedure until 2023/24. From 2024/25 onwards, the council has aligned its reporting to the Greenhouse Gas Protocol.

Net Emissions

The remaining emissions after subtracting any verified carbon removals, sequestration, or approved offsetting measures from gross emissions. For the council's emissions reporting, this primarily involves subtracting emissions associated with electricity use due to the council's 100% green electricity tariff.

Net-zero

A state where greenhouse gas emissions released into the atmosphere are balanced by emissions removed from the atmosphere.

Operational Emissions

Emissions resulting directly from activities that the council controls or manages as part of its day-to-day operations, for example its offices and council fleet vehicles. The council has a target to reach net-zero for its operations by 2030.

Purchased Goods and Services

Emissions arising from the production, transportation, and supply of goods and services purchased by the council.

Scope 1

Direct greenhouse gas emissions from sources owned or controlled by the council. For example, from fossil-fuels used to heat council offices.

Scope 2

Indirect emissions associated with purchased electricity consumed by the council.

Scope 3

All other indirect emissions occurring as a consequence of council activities but from sources not owned or controlled by the council.



Transmission & Distribution

Emissions associated with energy losses that occur while electricity travels through the national distribution and transmission networks before reaching consumers.

Unmetered electricity

Electricity consumed where individual meters are not installed and usage is estimated through inventories, operating hours, and equipment specifications.

Upstream emissions

Emissions generated before purchased goods or services reach the council.

Waste from operations

Emissions generated through the treatment, recycling, recovery, or disposal of waste produced by council operations.

Well-to-Tank

Emissions created before a fuel or energy source reaches the point where it is used. This includes fuel extraction, refining and processing, and transportation and distribution.





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