Public Document Pack

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2 April 2026

OVERVIEW AND SCRUTINY COMMITTEE

A meeting of the **Overview and Scrutiny Committee** will be held on **Tuesday, 14th April, 2026** at **10.00 am** in the **Council Chamber, Forde House Offices, Newton Abbot, TQ12 4XX**

PHIL SHEARS
Managing Director

Membership:

Councillors Bullivant (Chair), Cox, Hayes, MacGregor, Major, C Parker, Rollason, Ryan, Steemson, Swain, J Taylor and Thorne (Vice-Chair)

Please Note: The public can view the live streaming of the meeting at Teignbridge District Council Webcasting (public-i.tv) with the exception where there are confidential or exempt items, which may need to be considered in the absence of the press and public.

Please Note: Filming is permitted during Committee meeting with the exception where there are confidential or exempt items, which may need to be considered in the absence of the press and public. This meeting will be livestreamed on Public-i. By entering the meeting's venue you are consenting to being filmed.

A G E N D A

Overview and Scrutiny Terms of Reference
The Committee's Terms of Reference is attached to the agenda pack for reference.

Public participation and attending meetings
Information pertaining to public participation rules and attending Council and Committee meetings can be found at Public participation and attending meetings - Teignbridge District Council

1. **Apologies**

2. **Minutes** (Pages 7 - 12)

   To approve the Minutes of the meeting held on 3 March 2026.

3. **Declaration of Interests**

Information pertaining to the Members' Code of Conduct and guidance relating to declaring interests can be found on the following webpage: Councillor Conduct - Teignbridge District Council

4. **Public questions (if any)**

Members of the public may ask questions of the Chair. A maximum period of 15 minutes will be allowed with a maximum period of three minutes per questioner. The deadline for questions is no later than three working days before the date of the meeting i.e. should the meeting be on a Thursday the deadline would be the Friday before at 5pm.

5. **Councillor Questions (if any)**

Members of the Council may ask questions of the Chair of the Committee subject to procedural rules. The deadline for questions is no later than five clear working days before the meeting.

6. **Executive Forward Plan**

To note forthcoming issues anticipated to be considered by the Executive over the next 12 months. The Executive Forward Plan can be found here.

7. **Overview and Scrutiny Forward Plan**

To review the Committee's forward plan which can be found here;
and the Committee's work programme (to follow).

8. **Carbon Action Plan 1** (Pages 13 - 130)

To consider the attached report

9. **Council Strategy Q3 performance monitoring report** (Pages 131 - 146)

To consider the attached report

10. **NHS Health & Dentistry update report**

To receive an update report on dentistry and pharmacy from the NHS (to follow)

11. **Executive Member biannual updates** (Pages 147 - 156)

To receive a biannual update from Executive Members for:

- Housing and Homelessness – Councillor Buscombe (attached)
- Economy, Estates, Major Projects and Neighbourhoods - Councillor Palethorpe (attached)
- Local Government Reorganisation (LGR) and complaints - Councillor Nuttall (to follow)

(Future updates on LGR, and Complaints will be given by the Leader and Cllr Sanders respectively whose portfolios now include these matters)

12. **Outside organisation updates from the Council's appointed representatives** (Pages 157 - 166)

The Council's outside organisations representatives to report on any meetings of the appointed outside organisation in the past few months, whether they attended, a report on the meeting if they did so, the role the outside organisation(s) they represent plays in promoting and aligning with the Council's priorities, policies and strategies, and advising on partnership discussions which are open and in the public domain

Dartmoor National Park Authority – Cllrs Nutley and Major (attached)
Dartmoor National Park Planning Site Inspections – Cllr Sanders (attached)
Torbay and South Devon NHS Foundation Trust - Cllr Nutley (attached)
Devon and Torbay Housing Advisory Group – Cllr Buscombe (attached)

13. **Scrutiny Annual Report**

To consider the attached report (to follow)

14. **Feedback from the informal Overview and Scrutiny meeting held on 17 March 2026** (Pages 167 - 170)

To receive the notes of the meeting and consider the recommendations therein.

15. **Feedback on task and finish groups**

Approval of Terms of Reference of any proposed reviews

If you would like this information in another format, please telephone 01626 361101 or e-mail info@teignbridge.gov.uk

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3.5 Overview and Scrutiny Committee: General Terms of Reference

3.5.1 This committee is appointed in accordance with the statutory requirements to achieve **political balance**. The **Chair and Vice Chair** of the Committee are appointed by Full Council at the Annual Meeting. The committee collectively discharge the functions conferred by Section 9F of the Local Government Act 2000.

3.5.2 **Membership:** All Councillors except Members of the Executive may be members of the committee. However, no Member may be involved in scrutinising a decision in which they have been directly involved. The committee has 13 members (excluding co-opted members) who are elected councillors. Each member of the committee is required to complete in full an induction programme and undertake regular mandatory training. Any member not undertaking these training activities will be unable to serve (or continue to serve) on the committee until such time that the full training requirement has been met.

3.5.2 **Areas of Work**:

(a) Sets its own work programmes;

(b) Review and scrutinise the performance of the Council in relation to its policy objectives and develop new policy recommendations for Executive and full Council approval;

(c) Report annually to full Council on its workings and where appropriate, propose amendments in their working methods.

3.5.3 In doing so, the committee may:

(a) make recommendations to the Executive (or Full Council if a Full Council responsibility) arising from its work as part of call in measures or policy development and service improvement;

(b) appoint review / working groups to investigate specific time limited tasks and report back to it within an agreed time period;

(c) conduct research, community and other consultation in the analysis of policy issues and possible options;

(d) recommend to the Council the appointment of up to 5 co-optees (without voting rights) onto their committee or sub-committees;

(e) consider and implement mechanisms to encourage and enhance community participation in the development of policy options;

(f) question Members of the Executive, committees and Chief Officers about their decisions, views on issues and proposals affecting the area or specific policy proposals and reviews;

(g) ask witnesses to attend committee and informal meetings (and where appropriate require on provision of reasonable notice) to address them on any matter under consideration and may pay to any external advisers, assessors and witnesses reasonable expenses for doing so with the Team Leader (Democratic Services) authorised to approve the level of payment and make payments;

(h) liaise with other external organisations operating in the area, whether national, regional or local, to ensure that the interests of local people are enhanced by collaborative working;

(i) review and scrutinise the performance of other public bodies in the area and invite reports from them by requesting them to address the Overview and Scrutiny Committee and local people about their activities and performance; and

(j) if it, or the Chair of the Committee, or five members of the Committee considers that a key decision has been taken which was not included in the forward plan; or the subject of the general exception procedure; or the subject of an agreement with the appropriate Overview and Scrutiny Committee Chair, or the Chair/Vice-Chair of the Council:

- to resolve that the Executive to submit a report to the Council within such reasonable time as the committee specifies; or
- for the Chair of the Committee or any five members to request the Head of Paid Service to arrange for a report to be submitted on the matter to the Committee.

OVERVIEW AND SCRUTINY COMMITTEE

TUESDAY, 3 MARCH 2026

Present:
Councillors Bullivant (Chair), Cox, MacGregor, C Parker, Rollason, Ryan, Swain, J Taylor and Thorne (Vice-Chair)

Members Attendance:
Councillors Atkins, Clarance, Daws, Hook, Nutley, Palethorpe, Parrott and Williams

Apologies:
Councillors Hayes, James and Steemson

Officers in Attendance:
Gordon Bryant, Head of Financial Services and Audit
Trish Corns, Principal Democratic Services Officer
Kay Fice, Scrutiny Officer
Charlie Fisher, Democratic Services Manager and Monitoring Officer
Christopher Morgan, Assistant Democratic Services Officer
Tom Phillips, Head of Assets
Amanda Pujol, Director of Customer Experience and Transformation
James Teed, Head of Leisure

160. MINUTES

RESOLVED

The minutes of the meeting held on 3 February 2026 be confirmed as a correct record and be signed by the Chair.

161. DECLARATIONS OF INTERESTS

Councillor Cox declared a non-pecuniary interest by virtue of his sister being the Teignmouth Lido swimming club secretary.

162. PUBLIC QUESTIONS

None.

163. COUNCILLOR QUESTIONS

None.

164. EXECUTIVE FORWARD PLAN

The Executive Forward Plan listing issues to be considered by the Executive over the next few months was received.

165. OVERVIEW AND SCRUTINY FORWARD PLAN

The Overview and Scrutiny Forward Plan and work programme were received.

166. CALL-IN EXECUTIVE DECISION - THE LIDO TEIGNMOUTH

The Chair referred to the agenda which included the reports that were considered by the Executive on 10 February 2026, and set out the details of the call-in by Cllr Macgregor and the requisite number of councillors with the reasons for the call-in. The agenda also set out the meeting process for the call-in.

The Executive decision was:
1) Not open the Teignmouth Lido site in 2026 and deliver a budget saving of £74k.
2) Declare the Teignmouth Lido asset surplus to Council requirements and dispose of the freehold interest, as described in the title plan at Appendix C, on the open market, without setting restrictions as to future use.
3) The results of all bids be brought back to the September Executive meeting for consideration.

Decision 1) only was called in.

Cllr Macgregor's reasons for the call-in were set out on the agenda as follows:

1. "£74,000 was set aside to cover the losses expected this year
2. That keeping the Lido closed this year ignores its 50th anniversary year
3. That keeping the Lido closed damages the prospects for a successful community bid by hamstringing the use and setting back any growth in numbers using it
4. That keeping it closed potentially damages the economy of Teignmouth during a time of economic uncertainty
5. That despite keeping it closed, there are still costs likely to exceed £45,000
6. Lastly, that keeping it closed potentially reduces interest to those just wishing to redevelop rather than offer swimming facilities for residents and tourists."

Cllr Clarance also made a request for a call-in.

A report setting out the officers' response to the call-in reasons was circulated prior to the meeting, which advised correct financial issues relating to points 1 and 5 above, and that there was no substantial evidence for points 3,4 and 6.

Expanding on his call-in reasons above Councillor Macgregor comments included:
- Not opening for the 2026 season would make a saving of £40-44K because £36K would still need to be spent irrespective of the facility opening.
- Closing would not be reasonable for those who have renewed their Teignbridge Leisure membership.

- Has the impact of clubs double booking for the 2025 session and only paying for one booking been taken into account.
- Not all visits have been recorded at times when members have used the facility but not been logged on the system due to reception being unmanned.
- The facility is used by schools.

Other comments made by Councillors included:
- The Lido could be run by a Trust community group.
- Kingsteignton outdoor pool is run by a community group which initially had much support from the Town Council.
- Are there usage figures for the years before Covid and the facility closing during this time in which the decarbonisation works were undertaken.
- Have the decarbonisation works costing £840k decreased energy costs?
- What was the loss of income from closing early last season for maintenance issues.
- Outdoor pool usage is likely to increase as a result of publicity regarding sea pollution.
- The user numbers have significantly reduced over the years.
- Schools using the Lido will have difficulty finding another facility.
- Has an Equality Impact Assessment been undertaken for closing the facility?

Responses to issues raised above included:
- The £30-40K costs of not opening is separate and it is incorrect to reduce from the £74K saving. The potential saving is £110-120k depending on maintenance required.
- The £74k saving is mainly staff and utilities costs.
- The cost of running the facility would be significantly higher without the decarbonisation works, bearing in mind that energy costs have increased.
- An Equality Impact Assessment has not been undertaken.

The Chair agreed to Section 4 of the Constitution relating to public speaking procedure rules being suspended to enable members of the public to speak. This was proposed by Councillor Cox and seconded by Councillor Swain and unanimously RESOLVED.

Several members of the public made comments which included:
- Customers will go elsewhere if the facility does not open.
- The facility is poorly advertised with lack of direction signage.
- The Teignmouth Lido Trust would like to take on and run the facility with a Business Plan and innovation to increase usage and at least break even. Energy could be sold back to the Grid, and a community group would have access to grants that the District Council does not. Councillors and staff could work with the community group to achieve this.
- There are many clubs and groups, residents and schools who would use the facility if opened for the 2026 season.
- A survey showed that 88% preferred a community group to run the Lido and 12% preferred Teignbridge Council.
- Has the health and wellbeing impact of closing the facility been considered?

- The opening season and programme for 2025 was very limited in duration of weeks and opening hours. This could be expanded.
- The community should have the opportunity to run the facility, to increase usage and provide a break-even situation.

When all members of the public wishing to speak had done so it was proposed by Councillor Swain, seconded by Councillor Taylor and unanimously,

RESOLVED

That the meeting procedure at Section 4 of the Constitution be reinstated.

The Chair summarised issues raised for consideration:
- Residents wish to see the Lido remain open.
- A community group would attract more users.
- The need to pass control to the community to operate the Lido for the 2026 season.
- Any solution must enable all community groups to participate.
- Time should be given to these groups to allow them to operate during this year.
- Leisure staff and Councillors to support and work with the community.
- The Executive to consider an Equality Impact Assessment and assessment of the economic and health impact of their decision.

In response to comments made and call-in reason 3 above the meeting was advised:
- The ambition for the future of the Lido is that it is transferred to a community group. Any interested group has 6 months to bid for the site.
- The Council is required to adhere to the ACV (Asset of Community Value) legislation, and one group should not be given an advantageous position over other interested bidding groups.
- Decisions 2) and 3) of the Executive 10 February 2026 not subject to call-in and set out above, have been actioned and have triggered the ACV process in accordance with the Localism Act 2011.

It was considered that the facility should remain open and run by the community for the 2026 season if possible, with the support of the Council leisure staff. Therefore, decision 1 of the Executive decision made on 10 February 2026 as called in should be challenged.

It was proposed by Councillor Macgregor, seconded by Councillor Swain and unanimously

RECOMMENDED

The Committee recommends to the Executive that:

1. The Executive decision to not open the Teignmouth Lido site in 2026 is reconsidered and reversed.

2. The Executive works together with the local community and willing community groups to explore other solutions for how the Lido site can be operated in 2026, and details for any proposals to be submitted is given by the Executive in due course.

In coming to a final decision, the Executive should consider an Equality Impact Assessment and assessment of the economic and health impact of their decision.

167. FEEDBACK ON TASK AND FINISH GROUPS

No issues reported.

CLLR P BULLIVANT
Chair

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Teignbridge District Council
Overview and Scrutiny
14 April 2026

Part 1 Carbon Action Plan Update

Purpose of Report

To provide Overview and Scrutiny with an update on progress to deliver the Council's Part 1 Carbon Action Plan.

Recommendations

The Committee RESOLVES to:

(1) Note the progress made to deliver Part 1 Carbon Action Plan projects and proposals to review and update the document.

(2) Endorse the *Priority* and *Business as Usual* actions contained in Section 5.1 of the report.

(3) Respond to the Devon Audit Partnership recommendation by committing to annual scrutiny of the (Part 1) Carbon Action Plan.

Financial Implications

There are no financial implications associated with this report.

Title of person giving advice
Email: @teignbridge.gov.uk

Legal or Governance Implications

There are no legal implications associated with this report.

Title of person giving advice
Email: @teignbridge.gov.uk

Risk Assessment

Failure to operate and keep our Carbon Action Plan up to date will increase the risk of uncoordinated and delayed action. Please refer to Section 6.3.

William Elliott, Climate Projects Officer
Email: William.elliott@teignbridge.gov.uk

Environmental/ Climate Change Implications

The fundamental objective of the Carbon Action Plan is to reduce the Council's own carbon footprint and contribution to further climate change.

William Elliott, Climate Projects Officer
Email: William.elliott@teignbridge.gov.uk

Report Author

William Elliott, Climate Projects Officer
Email: William.elliott@teignbridge.gov.uk

Executive Member

Councillor Jackie Hook, Executive Member for Environment, Climate and Sustainability

Appendices/Background Papers

Appendix A – Part 1 Carbon Action Plan

Appendix B – Carbon Footprint

Appendix C – Devon Audit Partnership Report

Appendix D – Project Pictures

1. Introduction/Background

On 18 April 2019, Teignbridge District Council declared an Environment and Climate Emergency, and pledged to do what is within its powers to become a carbon neutral district. We have since become a signatory of the Devon Climate Emergency Partnership, adopted our "In-house" Part 1 Carbon Action Plan (referred to as the *Carbon Action Plan* from here on in) in July 2022 covering the Council's own carbon footprint, and adopted our District Carbon Action Plan in December 2025 addressing emissions produced across the wider district.

The following report provides a review of our Carbon Action Plan contained within Appendix A including a summary of progress made to date, an overview of emerging priorities, and proposals to update our Carbon Action Plan to ensure it reflects local authority work in the run-up to 2030 and beyond.

2. Carbon Action Plan Scope

Our Carbon Action Plan provides a series of actions and targets working to reduce the emissions that the Authority produces to deliver council services. The extent of emissions covered by our Carbon Action Plan is defined by our Financial Control Boundary; this means that we record the carbon impact of things that we own and purchase. Our carbon footprint is broken down into three emissions scopes as follows:

- **Scope 1 (Direct emissions – complete control):** These are the emissions we produce from burning fossil fuels in assets we own and control, such as heating our buildings and fuelling our vehicle fleet. We have also elected to include staff mileage claims in this scope.
- **Scope 2 (Direct emissions – partial control):** These are the emissions produced from consuming electricity within our buildings where fossil fuels are burned off-site in centralised power stations.
- **Scope 3 (Indirect emissions – least control):** These are the emissions produced from the manufacture and supply of goods and services that we buy including things like IT services or building refurbishment works. These emissions are often embedded in complex supply chains and are the hardest to control directly.

Please refer to Appendix B for the latest assessment of our carbon footprint covering up to financial year 2024/25.

3. Progress

Since adopting the Carbon Action Plan, the Council has reduced its direct Scope 1 and 2 carbon footprint by 18% between 2018/19 and 2024/25. This reduction is set to increase to approximately 30% by 2027/28 as we realise the benefit of projects completed in 2025/26 and further pipeline projects committed to start in 2026/27.

Over the same period, we have observed year-on-year variation in our Scope 3 carbon footprint, which is largely driven by embodied carbon relating to the delivery of capital projects. These emissions have lower levels of accuracy and are estimated using spend-based emissions factors ($kgCO_2/£$) to identify carbon hotspots. Emissions are allocated to the year in which funding was spent rather than distributing them over the project life.

Increases in Scope 3 emissions in 2024/25 relative to previous years were primarily driven by refurbishment works at Market Hall and Broadmeadow Sports Centre. These

refurbishment works align with natural maintenance and refurbishment cycles where building services, fixtures and finishes etc. have reached end-of-life, or where building constraints no longer meet modern demands. Scope 3 emissions will remain significant where the Council invests in capital projects to balance a range of priorities including affordable housing, town centre regeneration, and other infrastructure needs that increase community amenity. Proposals to address and mitigate these emissions are discussed further in Section 5.1.

Highlights of project successes covering our scope 1 and 2 carbon footprint are set out in the following sections.

3.1. Heat Decarbonisation Projects

The Council has delivered a series of high-impact heat decarbonisation projects covering four of its top five most energy intensive buildings. Collectively, these projects are due to reduce the Council's annual gas demand by approximately 2.3 million kWh, the equivalent of heating 200 homes per year; this translates into an 88% reduction in gas consumption relative to 2018/19 levels recorded within our Scope 1 carbon footprint, achieving the ambition set under Target 1 of the Carbon Action Plan. The projects include:

1. **Newton Abbot Leisure Centre:** Replacement of gas boilers with air source heat pumps, 100 kW solar PV, control system upgrades, and 100 kWh energy storage. Completed October 2025.
2. **Forde House:** Replacement of gas boilers with air source heat pumps, 75kW solar PV, building fabric improvements, and ventilation heat recovery upgrades. Completed August 2023.
3. **Broadmeadow Sports Centre**: Replacement of gas boilers with air source heat pumps, 65kW Solar PV, LED Lighting, thermal fabric upgrades, control system upgrades, and ventilation heat recovery upgrades. Completed July 2025.
4. **Teignmouth Lido:** Replacement of gas boilers with air source heat pumps, 35kW Solar Photovoltaics, control system upgrades, and 50kWh Energy Storage. Completed August 2022.

The above projects were all supported by funding from the Public Sector Decarbonisation Scheme over three separate successful bids of £2.3 million for the leisure sites, £0.7 million for Forde House, and £0.3 million for Broadmeadow Sports Centre.

Project co-benefits at Forde House include making the ground floor available for third-party tenants to generate income for the council and accelerating digital transformation and agile working capabilities to enhance council resilience and service delivery.

Project co-benefits at Broadmeadow include the installation of a new ground-floor studio and improved accessible facilities, enabling the centre to better meet the needs of a wider customer base and support increased participation in sport, exercise, and associated health and wellbeing activities.

When comparing changes in electricity and gas consumption, the heat decarbonisation projects combined are anticipated to produce energy cost savings of approximately £47,000 per annum. Work is ongoing to address energy bill standing charges, which represents an increasing share of the council's utility bills to extract the maximum benefit from these energy savings.

3.2. Fleet Electrification Project

In September 2023, Full Council committed to plans to replace a first phase of diesel fleet vehicles with electric equivalents, and install electric vehicle charge points at Forde Road Depot, Forde House, and the Multistorey Carpark. The project also included upgrading electrical supply capacity from 69 kilowatts to 1 Megawatt at Forde Road Depot to future-proof the site for future electrification needs over the next ten to twenty years.

This project followed two studies conducted by the Energy Saving Trust (EST). The first study assessed the potential of various alternative technologies to the diesel fleet, including hydrogen, biofuels, and electric vehicles; this report favoured electric vehicles as becoming the long-term successor to the diesel vehicle fleet.

The second study assessed electrical infrastructure requirements of fleet electrification. These workstreams were developed further by external consultants to inform business cases underpinning the Full Council report in 2023 and to deliver upon Actions 4 and 5 of the Carbon Action Plan.

Initial data shows the first phase of twenty electric vans is performing well against the project business case, which includes a fuel saving of around 31,000 litres of diesel per annum, the equivalent of driving a hatchback around the world 17 times. Further analysis of project

performance will be undertaken when reviewing the 2025/26 carbon footprint. When comparing changes in fuel and electricity consumption, the project is delivering cost savings of around £19,000. As per the heat decarbonisation projects, work is ongoing to minimise energy bill standing charges so that we can make the most of these energy savings.

3.3. Energy Efficiency Projects

In July 2024, Full Council approved approximately £1.0 million of funding including roughly £170,000 of Sport England Swimming Pool Support Fund grant. This enabled the council to make progress against Action 1 of the Carbon Action Plan through a series of energy efficiency projects at Newton Abbot Leisure Centre, Dawlish Leisure Centre, and the Teignmouth Lido.

We have so far mobilised energy efficiency projects at Dawlish Leisure Centre and Newton Abbot Leisure Centre as described below, which combined will reduce thermal heating loads by about 631,000kWh per year, the equivalent of heating 55 homes per year. The projects include:

1. **Dawlish Leisure Centre:** Replacement of the pool room air handling unit with a high efficiency equivalent and 75kW Solar PV. Completed in June 2025.

2. **Newton Abbot Leisure Centre:** Replacement of the pool room air handling unit with a high efficiency equivalent and further building control system upgrades. Due to complete in July 2026.

The initial proposals for Newton Abbot Leisure Centre also included plans to replace the changing room air handling unit; this element of the project scope has been omitted due to logistical constraints that will be easier to overcome in future work packages.

3.4. Corporate Projects

Ongoing corporate projects will have significant impacts on energy and carbon emissions. These include:

1. **Market Hall:** Introducing heating systems in the previously unheated hall and refurbishing the existing 50kW solar PV system to re-instate generation.

2. **Bulking Station:** Installing a new 35kW PV system at the bulking station along with proposals to install a new sort line and to reconfigure the site.

4. Devon Audit Partnership – Audit of Carbon Action Plan

The Devon Audit Partnership undertook a review of the Part 1 Carbon Action Plan in July 2025 and awarded an overall assurance level of “Good” based on progress made against Targets and Actions contained within the plan. The audit report continues to provide an accurate reflection of plan delivery and offers clear recommendations for priority work areas.

The high-level recommendations include:

- Increasing scrutiny of Carbon Action Plan delivery at Overview and Scrutiny.
- Increasing reporting of Carbon Action Plan delivery to SMT and SLT.
- Further work to address lower activity against targets relating to private sector accommodation, recycling, onsite generation, energy supply, and procurement.

For further details, please refer to the Audit report contained within Appendix C.

5. Next Steps – Carbon Action Plan Review

Since the Carbon Action Plan was adopted by Full Council, the profile of the Council’s carbon footprint has changed following the completion of projects and changes to our building portfolio. Now that approximately 88% of Scope 1 gas use has been converted to electrified low carbon heat, most of our carbon footprint is now attributed to electricity use within buildings, diesel fuel use within the vehicle fleet, and supply chain scope 3 emissions.

In the same timeframe, the new Local Plan 2020 2040 has been developed to the point that it is ready for adoption, we have implemented a new Council Strategy with Climate Change featuring under the theme of Environment, and the council itself has begun a process of reorganisation. The Council also adopted its District Carbon Action Plan in December 2025, which overlaps with actions within the Carbon Action Plan. The following sections contain proposals reflecting these developments for Overview and Scrutiny to consider.

5.1. Carbon Action Plan Proposals

Proposals for the new Carbon Action Plan have been split into two groups including *Priority Actions* and *Business as Usual* actions.

Priority Actions represent activities that increase engagement in carbon action plan delivery, that address significant carbon hotspots, and that have potential to enable rapid emissions reductions. The Priority actions include:

1. **Staff Engagement:** Increase staff engagement to encourage broader carbon action plan participation, to enable climate decision making in day-to-day activities, and to cascade climate change priorities to our partners and suppliers.

2. **Procurement:** Enhancing our sustainable procurement strategy to increase supply chain sustainability and to embed new climate change local plan policies in capital project deliver plans to reduce embodied carbon.

3. **Energy Efficiency:** Implementing measures to minimise energy wastage and make the most efficient use of energy within our buildings. This would include programmes to identify and minimise energy wastage and to phase down fossil fuel use.

Business as Usual actions relate to established workstreams such as building refurbishment exercises, our fleet contract renewal, and incentives to encourage staff uptake of low carbon transport. Business as Usual actions include:

1. **Energy Supply:** Increasing the capacity of on-site renewable energy generation and maximising performance and income from existing systems.

2. **Fleet:** Working with the Energy Saving Trust to develop business case proposals for continued fleet electrification.

3. **Staff Travel:** Supporting staff to use active, shared, and low emissions transport for commuting to work and carrying out council functions.

The net zero targets and carbon budgets contained within the Carbon Action Plan will also need to be reviewed. Aspects for consideration include:

1. **Net Zero targets:** The current Carbon Action Plan only contains a net zero target for the council's building portfolio. Work needs to be undertaken to extend targets and key performance indicators to cover our broader direct Scope 1 and Scope 2 carbon

footprint including buildings, the fleet, and staff transport. Targets and key performance indicators also need to be developed for our indirect Scope 3 carbon footprint.

2. **Carbon Budgets:** The current Carbon Action Plan also contains a series of Carbon Budgets based on the Science Based Targets Initiative. Carbon budgets set an absolute cap on the quantity of emissions produced by a country, place, or organisation reflecting a finite quantity of emissions that can be emitted to the atmosphere before crossing the threshold for 1.5°C. Due to a delayed grid connection at Newton Abbot Leisure Centre, we exceeded our carbon budget for 2025. A review of our carbon budgets including opportunities to re-gain lost ground, set faster rates of decarbonisation, and consider any changes to the Science Based Targets Initiative Framework each warrant investigation to ensure we maintain credible yet stretching decarbonisation targets.

5.2. Carbon Action Plan Review Process

A review of the Carbon Action Plan will be delivered through a series of staff and members engagement workshops to explore the above priorities. The process will also include engagement with our partners, suppliers and local experts including Action on Climate in Teignbridge. The target date for implementation will be by the end of 2026.

6. Implications, Risk Management and Climate Change Impact

6.1. Financial

There are no financial implications associated with this report. The Capital Programme contains provisional funding allocations for Carbon Action Plan Projects; should new projects arising from the Carbon Action Plan come forward, they will be subject to business case appraisals and sign-off by decision makers with the relevant level of authority.

6.2. Legal or Governance

There are no legal implications associated with this report.

6.3. Risks

Failure to operate and keep our Carbon Action Plan up to date will increase the risk of uncoordinated and delayed action, which will result in greater emissions contributing to further climate change; this will likely diminish the Council's reputation and position as a community leader on climate change.

6.4. Environmental/Climate Change Impact

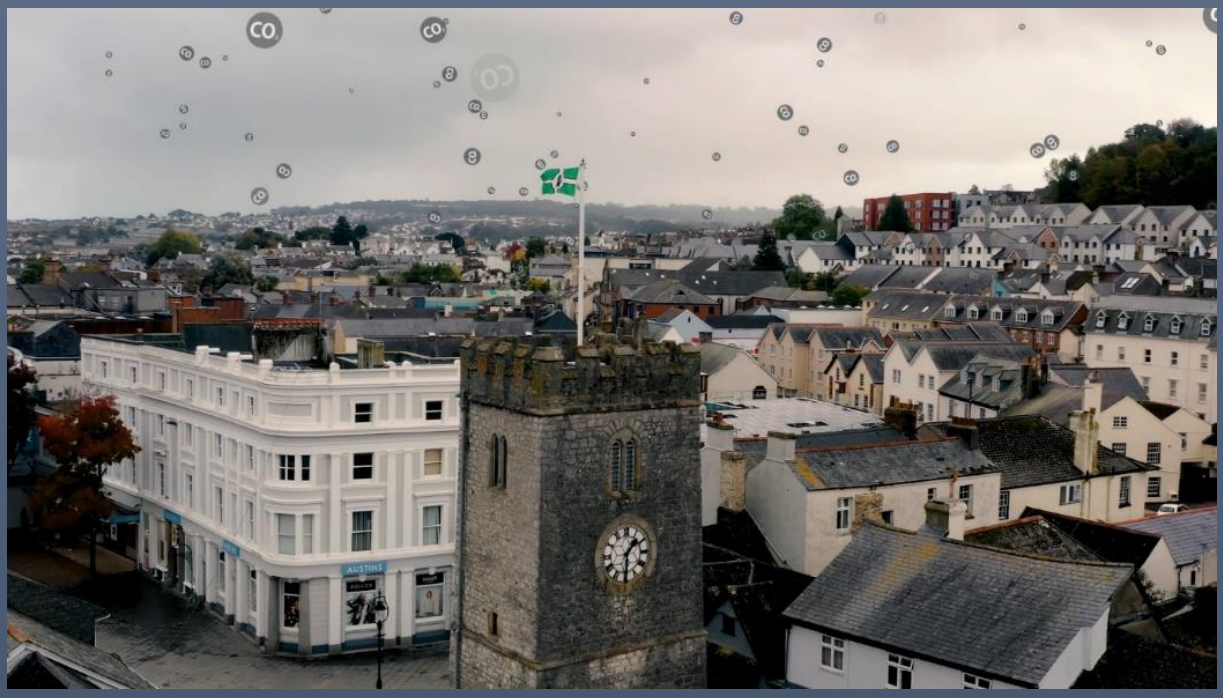
The fundamental objective of the Carbon Action Plan is to reduce the Council's own carbon footprint contribution to further climate change.

7. Alternative Options

Alternative options available include maintaining the current Carbon Action Plan without review. This option is not recommended for reasons discussed in Section 5.

8. Conclusion

The report highlights the significant progress we have made to deliver our Part 1 Carbon Action Plan including a series of heat decarbonisation, energy efficiency, and fleet electrification projects. The report recommends a review and update of our Carbon Action Plan to ensure the document reflects changes to our carbon footprint and developments within the Council since the Plan was first adopted in July 2022.



Part 1 Carbon Action Plan

July 2022

Summary

The following document contains our Part 1 Carbon Action Plan. It provides a strategy working towards becoming a net zero organisation based on our Authority's carbon footprint.

The plan contains four policies, which will set standards for phasing out fossil fuel consumption in buildings that we own and operate, set net zero and low carbon standards in new dwellings and commercial buildings that we construct, and set standards for quantifying and reducing embodied carbon in new building projects.

The 39 actions included within the plan will help to enhance data capture, increase the scope of emissions reporting, increase in-house expertise in low carbon concepts, work towards becoming a carbon literate organisation, and identify where there is further work needed to enhance our net zero strategy.

The 11 targets included within the plan will set aspirations for phasing out the supply of natural gas, increasing the supply of renewable energy, increasing energy efficiency in leased accommodation, increasing recycling rates, and increasing supply chain engagement to reduce indirect emissions.

The plan identifies a target of achieving net-zero scope 1 and 2 emissions across the buildings that we own and operate by 2030, and a target of achieving net zero supply chains by 2050 at the very latest. A date for achieving a net zero vehicle fleet will be considered as part of the depot master plan and fleet decarbonisation strategy work.

Beyond adoption of the Part 1 Carbon Action Plan, the main delivery priorities in the lead up to 2025 include:

- The implementation of a renewed energy efficiency programme focusing first on our top five sites by energy consumption in support of Action 1.
- The development of a business case to decarbonise Broadmeadow Sports Centre in support of Target 1.
- The development of a business case to increase the supply of onsite renewable energy in support of Target 2.
- Supporting the Devon Energy Collective to deliver new and additional renewable energy capacity in Devon under Target 4.
- The development of the Depot Master Plan and Fleet Decarbonisation Plan in support of actions 4 and 5.
- To engage with our top five suppliers and implement a carbon literacy training programme in support of Target 10.
- Subject to the development of business cases and officer capacity, to assess and align progress towards adhering to carbon budgets consistent with 1.5°C and well below 2.0°C of global warming.
- Identify opportunities where we can lobby the Government for additional resources.
- To develop and implement the Part 2 Carbon Action Plan, covering emissions across the wider district.

Contents

1. Introduction

On 18th April 2019, Full Council resolved to declare a Climate Emergency and pledged to "do what is within our powers, to make Teignbridge District carbon neutral by 2025". Under our ten-year Council Strategy, we have also set the objective of becoming a carbon neutral district.

As a signatory of the Devon Climate Declaration, we are committed to working with our partners "to coordinate a collaborative Devon-wide response to the Climate Emergency and ecological crisis".

Progress is well under way to develop a Devon Carbon Plan, detailing how Devon will achieve net zero emissions, and it is expected that the Devon Carbon Plan will be available for adoption by partners from the summer 2022.

Our Carbon Action Plan is intended to complement the Devon Carbon Plan and will set out Teignbridge District Council's role in planning, enabling, and assisting to deliver the net zero vision, covering both our organisational and district wide carbon footprints.

1.1. Our Two-Part Carbon Action Plan

We have chosen to split our Carbon Action Plan into two parts. This Part 1 Carbon Action Plan (referred to as the Part 1 Plan) sets out a framework on which Teignbridge District Council can work towards becoming a net-zero carbon organisation.

The Part 1 Plan will cover activities that fall within our Financial Control Boundary; this includes the things that we own and purchase, the things that we fund and finance, and the things that we dispose of and sell.

The Part 1 plan will evaluate the global and regional context of our net-zero journey, set a baseline for our carbon footprint, identify a pipeline of decarbonisation projects, identify where there is further work to improve emissions reporting, identify areas where we can enhance our decarbonisation pathway and set a realistic target date for becoming a net-zero organisation for our buildings, vehicle fleet and supply chain.

Following adoption of the Part 1 plan, work may commence on developing the Part 2 Carbon Action Plan. The Part 2 Plan will cover carbon emissions associated with the wider district of Teignbridge and not limited to transport, housing, businesses, land use, energy, and infrastructure.

Figure 1: Newton Abbot Clock Tower from our COP26 Film "Climate Change and Teignbridge"

1.2. Linking our Carbon Action Plan with the Sixth Carbon Budget

The Committee on Climate Change (CCC) identified that local authorities can influence roughly a third of carbon emissions in their local areas in the "Local Authorities and the Sixth Carbon Budget" report[1]. The report identifies six areas of influence, which are shown in the onion diagram depicted in Figure 2 below.

Figure 2: The six influences of local authorities on carbon emissions

The Part 1 Plan covers all six of these influence areas where they overlap with our Financial Control Boundary, as described below:

1. "Direct Control" influences relate to our Part 1 Plan where we can achieve net-zero emissions across our estates and vehicle fleet.

2. "Procurement and Commissioning" influences relate to our Part 1 Plan where we can work with our supply chain to decarbonise our indirect carbon footprint.

[1] Local Authorities and the Sixth Carbon Budget - Climate Change Committee (theccc.org.uk)

3. “Place Shaping” influences relate to our Part 1 Plan where we can use our strategic projects to test new and innovative ways of working and enhanced sustainability standards.

4. “Showcasing” influences relate to our Part 1 Plan where we develop experience by testing methods to decarbonise our carbon footprint, such that they can be copied and adopted by others.

5. “Partnership” influences relate to our Part 1 Plan where we can share knowledge and create synergies by working closely with our public sector partners, businesses, infrastructure providers, and climate action groups.

6. “Involving, engaging and communicating” influences our Part 1 plan where we can include our communities in shaping our projects, sharing the benefits of the net zero strategy, and communicating the progress we make towards reaching our net zero targets.

1.3. Orientation

The format of the Part 1 Plan aligns with our organisational carbon footprint. The Part 1 Plan contains Actions (highlighted in green), Targets (highlighted in blue), and Policies (highlighted in yellow). Whilst policies will be binding beyond adoption of the Part 1 Plan, all Actions and Targets will be subject to officer capacity and where necessary, the development of detailed business cases.

2. Defining Climate Change

The Met Office defines climate change as "the long-term shift in average weather patterns across the world." The latest evidence[2] produced by the Intergovernmental Panel on Climate Change (IPCC) estimates that we have so far experienced between 0.95 and 1.2°C of global warming, of which 1.1°C relates to anthropogenic greenhouse gas emissions (emissions produced by humankind) and less than 0.1°C relates to natural effects such as solar heating and geological processes.

Carbon dioxide is the primary greenhouse gas responsible for climate change alongside other greenhouse gases including methane, nitrous oxide, and fluorinated gases. These gases all share a characteristic that enables them to absorb and retain solar energy, which in turn forces the temperature of our atmosphere to increase. Elevated concentrations of these gases are driven by human activity including the combustion of fossil fuels to power industry, businesses homes and transport systems, and the release of gases from carbon stocks, such as soils, peatlands and forests.

Concentrations of carbon dioxide have increased by 40% over the 20th and 21st century and we understand that they are higher now than at any other period over the last two million years[3]. The University of Reading created the Climate Stripes shown below in Figure 3; they show a striking pattern of increasing global temperatures over approximately the past two centuries. Blue and light colours represent cooler periods, whilst red and dark colours show periods of hotter temperatures, which coincides strongly with increasing levels of atmospheric greenhouse gas emissions.

Figure 3: Climate Stripes showing average annual global temperatures over the past two centuries

2.1. Paris Agreement

The Paris Agreement was a landmark legally binding treaty made between 196 countries at the Conference of the Parties (COP) 21 event in Paris in 2015. The treaty commits governments to work towards limiting global warming to well below 2.0°C and preferably less than 1.5°C to avoid the worst, and in some cases, irreversible effects of climate change.

As part of the Paris Agreement, governments are required to develop Nationally Determined Contributions, known as NDC's, to determine how their economies will deliver the required levels of decarbonisation under the Agreement. The UK Government's Net Zero Strategy summarised in Section 3 is intended to form part of the UK's NDC to limit global warming in accordance with the Paris Agreement.

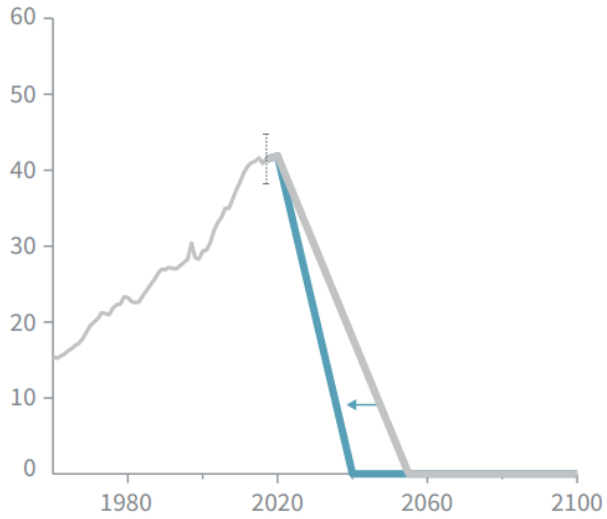
2.2. Global Carbon Budgets

The remaining global carbon budget to limit global warming to 1.5°C with a probability of 67% by the end of the century is 400 billion tonnes CO_2. Humankind currently produces about 36.4 billion tonnes CO_2 per annum, meaning that globally, we have about ten years left at current emissions rates before crossing the 1.5°C threshold.

[2] https://www.ipcc.ch/report/ar6/wg1/downloads/report/IPCC_AR6_WGI_SPM.pdf
[3] What is climate change? - Met Office

More pertinently, to limit global warming to 1.5°C, rapid emissions reductions are required to limit long-term accumulations of greenhouse gases. An indicative global emissions pathway to net zero emissions consistent with 1.5°C in shown in Figure 4, and shows a rapid straight-line global emissions reduction. Such a reduction in greenhouse gas emissions will require an immediate, concerted and transformative effort amongst governments.

Figure 4: Stylised global emissions reduction pathway consistent with limiting global warming to 1.5°C global warming



2.3. Climate Change in Teignbridge

The following sections provides insights on how climate change will affect Teignbridge according to the UK Climate Projections[4] (UKCP) produced by the Met Office.

2.3.1. Extreme Heat

By the end of the 21st century, all areas of the UK are projected to be warmer, with hotter summers expected to become more common, with greater increases in maximum summer temperatures over the southern UK compared to northern areas. By 2070, under a high emission scenario (UKCP18), the likely range of increase in temperatures could amount to between 0.9 °C to 5.4 °C in summer, and 0.7 °C to 4.2 °C in winter.

Extreme heat can have a range of impacts. Brief hot spells can lead to impacts on human health through urban heat island effects and an inability to ventilate and cool our homes; extreme heat can also have an impact on infrastructure and transport affecting reliability and capacity. More prolonged heat could also result in strong demands on water resources, damage to below ground infrastructure and create favourable conditions for wildfires.

Although these are projected future trends, we can still expect variations in the weather from year to year; cold winters and wet summers just become less likely, although we will still have to be prepared for them.

[4] UK Climate Projections (UKCP) - Met Office

Figure 5: Image of scorched ground linking with extreme heat and drier summers

2.3.2. Flooding

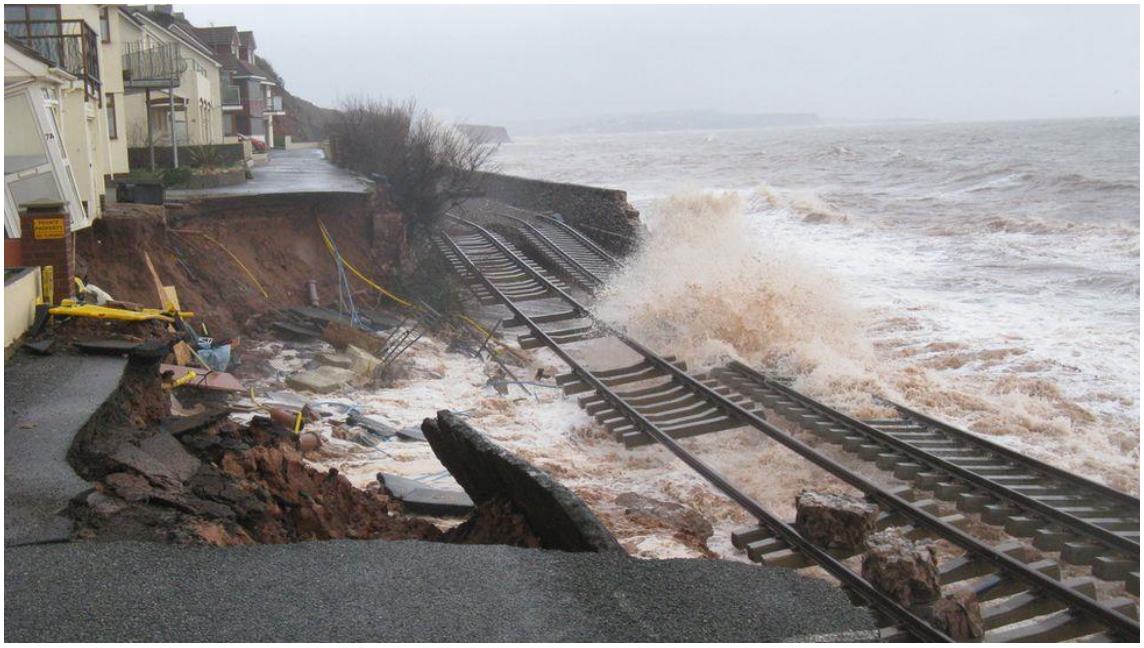
Despite overall summer drying trends in the future being up to 60% drier, there is likely to be increases in the intensity of heavy summer rainfall events. For urban areas particularly, such as Newton Abbot, this will impact on the frequency and severity of surface water flooding. Short, intense rainfall events can lead to surface flooding as surface run-off inundates small catchments and the urban landscape.

With an increase in average winter temperatures, current projections show a pattern of changes in the seasonality of extremes, with significant increases in rainfall intensity in the autumn and larger increases in winter precipitation. Particularly over southern England and coastal regions towards the end of the century, with up to a +35% increase in rainfall.

Prolonged periods of excessive rainfall could result in saturated soils, increasing the risk of fluvial and surface water flooding. Above average precipitation for long periods can ultimately lead to a raised water table, which can result in increases of groundwater flooding in certain locations.

The changing patterns of sea level rise are not uniform across the UK. Sea level rise is projected to rise less in the north and more in the south. For the southwest, sea level rise by the end of the century (when compared to 1981-2000) is likely to be approximately 0.4 to 1.2m. We should also be prepared to consider the additional extreme variability in levels associated with storm surges as a result of changes in patterns of storminess.

Figure 6: Significant damage to the rail network at Dawlish following the 2014 storms



3. UK Energy Landscape

An appreciation of the existing and future UK energy landscape can help us to plan and implement actions that will provide both near and long-term solutions to reduce our carbon footprint. The following sections provide an overview of the Government's Net-Zero Strategy which, together with the Paris Agreement and Carbon budgets set out in sections 2 and 3, will inform actions within the Part 1 Plan.

3.1. Net Zero Strategy

The Government has committed to reduce emissions to net zero by 2050 under the 2008 Climate Change Act. Ahead of COP26, the Government published its Net Zero Strategy[5], which is intended to identify how it will achieve the net zero target and a series of progressive national carbon budgets leading up to 2050.

Having received criticism from various advisory groups, it remains to be seen whether policies within the plan will be delivered at the proposed scale, according to the proposed timeline, and to what extent they will reduce emissions. Below is a sector summary of what the strategy aims to achieve over the next ten to fifteen years.

Power

- Quadrupling offshore wind capacity from 10GW to 40GW by 2030 and the full decarbonisation of electricity by 2035 subject to security of supply.
- Investment decision to be made on funding one new large nuclear power station and support for developing small modular nuclear reactor technology.
- Support for flexible and long duration energy storage systems and at least one power station fitted with Carbon Capture Use and Storage (CCUS) by the mid 2020's

[5] UK's path to net zero set out in landmark strategy - GOV.UK (www.gov.uk)

Fuel

- Small-scale electrolytic hydrogen production trials with 1GW of low carbon hydrogen production in 2025 and 5GW hydrogen production by 2035
- Increasing energy efficiency targets for oil and gas production.

Industry

- The development of Carbon Capture Use and Storage Capacity with two clusters in the mid 2020's and four clusters by 2035.
- Supporting energy efficiency and fuel switching to replace fossil fuels with electrified heat and hydrogen.

Transport

- Phasing out the sale of new petrol and diesel cars and vans from 2030 with all new cars and vans producing zero tail-pipe emissions by 2035.
- Support for infrastructure development including the installation of EV charge points and rail electrification.
- Hydrogen trials for buses, HGV, rail and shipping up to 2029.
- Accelerate a modal shift from private car use to public and active transport with a target of 50% of all journeys in towns and cities being made via walking and cycling by 2030.

Heat and Buildings

- Supporting energy efficiency and fuel switching to replace fossil fuels with electrified heat and hydrogen.
- Accelerating the roll-out of heat pumps through the mid 2020's with the phase out of new gas boilers from 2035.
- A hydrogen neighbourhood trial by 2023, a village hydrogen trial by 2025 and a decision on the role of hydrogen in buildings nationally in 2026.
- Future Homes and Buildings Standard implemented by 2025 to increase energy efficiency in new buildings and upgrading all homes to EPC C by 2030 where affordable and practical.

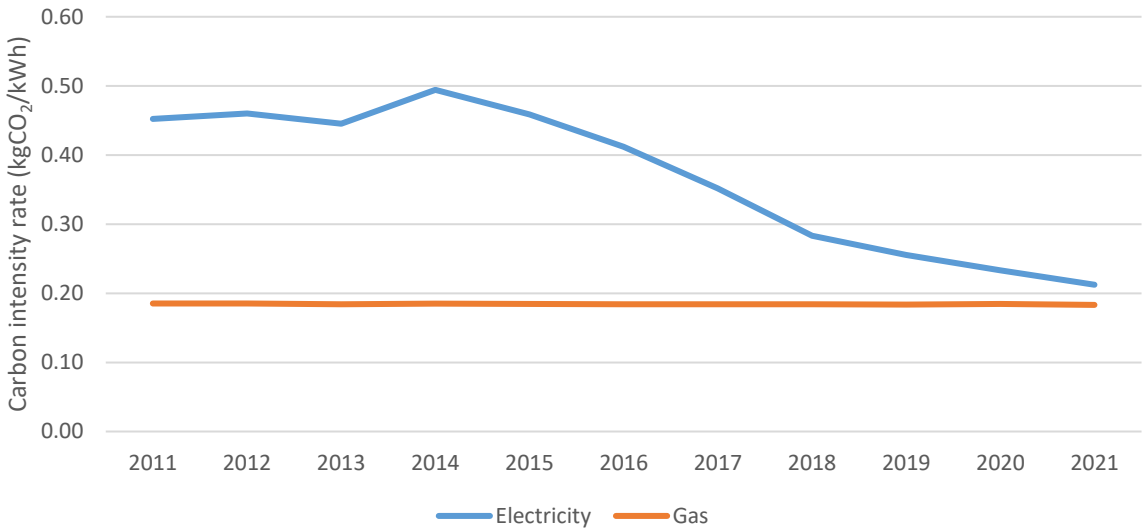
3.2. UK Energy Supply

The supply of electricity has decarbonised by 57% between 2014 and 2021 following Government policy to decommission and replace coal-fired generation with a combination of gas-fired generation and renewable energy. Following publication of the Net Zero Strategy, this trend is set to continue with commitments by Government to support offshore wind, onshore renewables, and carbon capture use and storage projects.

The gas network has seen little in the way of decarbonisation with only modest biogas generation schemes injecting relatively small quantities of bio-methane into the grid. As identified in the Net Zero Strategy, low carbon hydrogen projects will remain in their infancy until the end of the decade, with neighbourhood and village hydrogen demonstration projects helping to inform future decisions on the widespread use of low carbon hydrogen in our energy system.

Figure 7: Demolition of Eggborough coal-fired power station (source: CNN)

Figure 8: Electricity and natural gas carbon intensity rates over time



3.3. Linking the Net Zero Strategy and UK Energy Supply with our Part 1 Plan

Given progress to date to decarbonise the UK electricity supply system, we can expect our Part 1 Plan to rely upon switching fossil fuel heating systems with electrified equivalents over the near-term (five to ten years); this will include replacing gas-fired heating systems with a combination of energy efficiency measures and low carbon heating including air and ground source heat pumps and, where necessary, direct electric heating.

Due to the infancy and uncertainty of hydrogen energy supply for heating applications, our strategy cannot rely by default on waiting for the gas grid to decarbonise; this would result in the prolonged consumption of fossil fuels and exceedance of carbon budgets.

Our vehicle fleet may take a similar path, with diesel fuelled vehicles being replaced with electrified equivalents, subject to technological and market availability. Hard to treat vehicles, which may include some of our largest and heaviest vehicles, and our vehicles which travel longer distances may be decarbonised on longer timescales, as emerging technologies such as hydrogen fuelled vehicles or advanced battery technology become mainstream.

4. Carbon Footprint

Our carbon footprint provides an estimate of the total amount of greenhouse gasses produced as a consequence of the services that we deliver; it helps us to determine the global and national significance of our emissions, identify carbon hotspots, implement actions and policies to reduce emissions, and measure our progress towards becoming a net zero organisation.

Our carbon footprint is based on guidance set out in the Greenhouse Gas Protocol Corporate Standard, as depicted in Figure 9 below. We have used the Financial Control Boundary to determine the extent of our carbon footprint, which has been split out into three emissions scopes (Scope 1, 2 and 3 emissions) and covering seven greenhouse gases.

We have endeavoured to report emissions for our direct carbon footprint (emissions arising directly from our assets), our upstream carbon footprint (emissions produced to create the things we procure), and our downstream carbon footprint (emissions produced from the things we sell, lease and dispose).

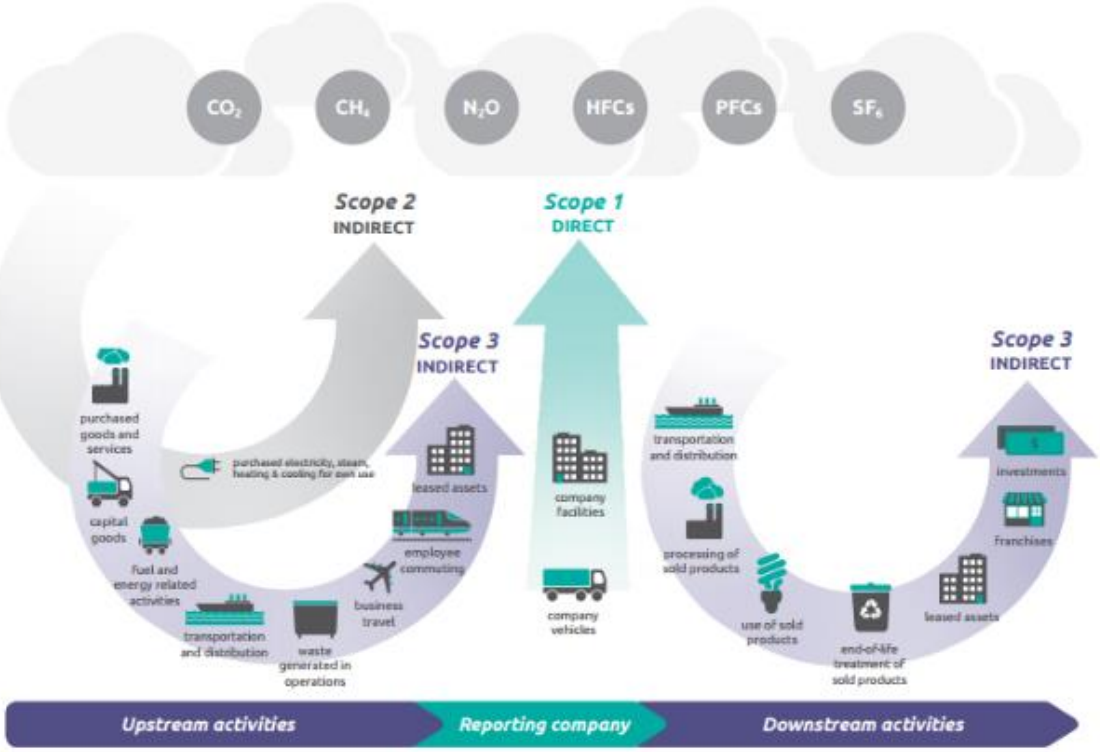


Figure 9: Green House Gas Protocol emissions scopes

4.1. Scope 1 Carbon Emissions

Scope 1 carbon emissions relate to practices that we have direct control over and where carbon emissions are released from assets that we own. They include:

- the consumption of gas and heating oil to heat the buildings that we own and operate such as leisure centres and offices;
- the diesel fuel that we consume in vehicles that we own and lease, such as refuse and recycling vehicles;
- the fugitive gases that may be released from air conditioning units and chiller units associated with the buildings we own and operate.

Our Scope 1 carbon footprint features a reasonable level of certainty with data derived from energy billing and energy meter readings.

4.2. Scope 2 Carbon Emissions

Scope 2 carbon emissions relate to practices that we have direct control over, but the emissions are produced by a third party. They include:

- The electricity that we use to power our estate, including leisure centres, offices, car parks and various public amenities.

Our Scope 2 carbon footprint features a reasonable level of certainty with data derived from energy billing and energy meter readings.

We report our scope 2 carbon footprint based on regional emissions factors in alignment with methodologies adopted by local authorities across Devon.

4.3. Scope 3 Carbon Emissions

Scope 3 emissions relate to emissions produced by third parties to produce capital assets, goods, and services, and to supply utilities. They include:

- indirect emissions associated with the transmission and distribution of diesel, gas, electricity and water;
- indirect emissions associated with temporary accommodation and private sector leasing;
- the embodied carbon of products and services we procure, such as IT services and equipment;
- the embodied carbon of infrastructure projects that we fund such as road improvements, cycleways, and flood defences;
- the embodied carbon of buildings that we construct such as commercial premises and social housing; and,
- the embodied carbon of landscape management, regeneration projects and building repairs.

Emissions associated with accommodation and private sector leasing are based on energy consumption estimates, and greenhouse gas reporting conversion factors produced by the Department for Business, Energy and Industrial Strategy (BEIS). These emissions have a low level of certainty.

Where we have begun to engage with our supply chain partners, we have been able to link our Scope 3 carbon footprint with carbon footprints produced by companies such as Strata and id Verde.

For certain construction projects, such as Market Walk, we have used Environmental Product Declarations to estimate embodied emissions.

The majority of our scope 3 supply chain carbon footprint has been estimated using Table 13[6], and ONS[7] spend based emissions factors, which are subject to high levels of uncertainty.

Water and sewage paper bills need to be processed manually; this makes the data capture process for carbon footprint capacity intensive and, as such, we were unable to report on our water and sewage carbon footprint in 2020/21.

We are the bill payer for a small number of sites owned by TDC and leased out to tenants. Where the billing is in paper format, we have been unable to account for leased assets in our scope 3 carbon footprint. Going forwards, and as we move to a fully digital billing system, it will become easier for us to report emissions against leased properties in our scope 3 carbon footprint.

[6] Table 13 Emissions Factors
[7] Consumption Emissions 1990 - 2018

Following the Greenhouse Gas Protocol Corporate Standard, we should account for downstream carbon emissions. Our significant sources of downstream emissions relate to our pension investments through the Brunel Pension Partnership, re-processing of district recycling that we collect and sell, and local authority partnerships; going forwards, we should work with our partners across the southwest to include these activities in our organisational carbon footprint.

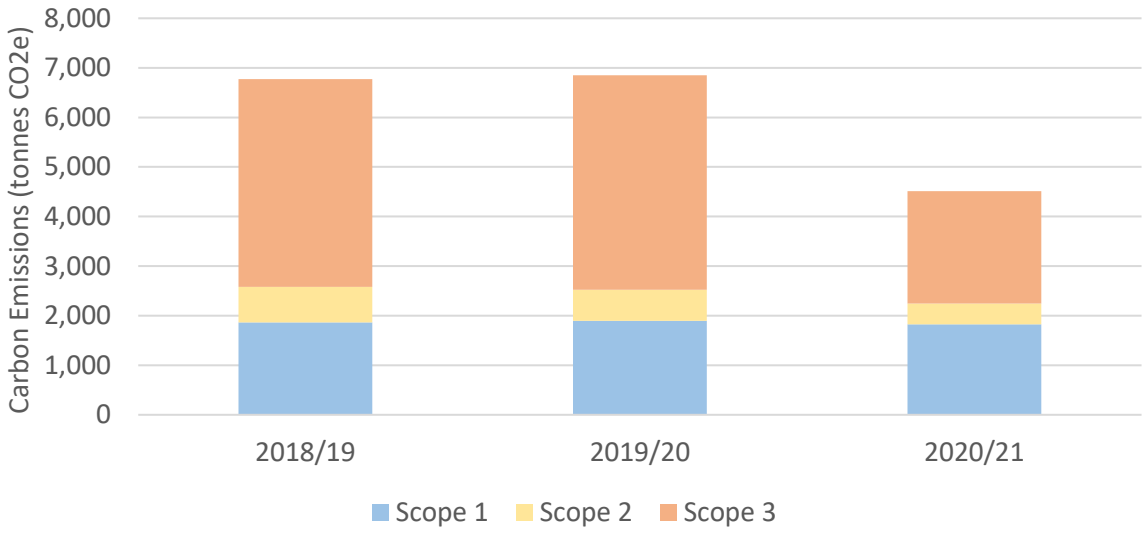
4.4. Carbon Footprint Results

Prior to the COVID-19 pandemic, our full scope 1, 2 and 3 carbon footprint amounted to about 6,800 tonnes CO_2 per annum over 2018/19 and 2019/20. Direct scope 1 and 2 emissions accounted for 27% and 11% respectively of our total carbon footprint, whilst scope 3 emissions accounted for 62% of our total carbon footprint.

Table 1: Teignbridge District Council Carbon Footprint Summary by Scope

Emissions Scope	Carbon Footprint 2018/19 (tonnes CO_2e)	Carbon Footprint 2019/20 (tonnes CO_2e)	Carbon Footprint 2020/21 (tonnes CO_2e)
Scope 1	1,862	1,898	1,826
Scope 2	719	624	418
Scope 3	4,195	4,327	2,271
Total	**6,776**	**6,849**	**4,514**

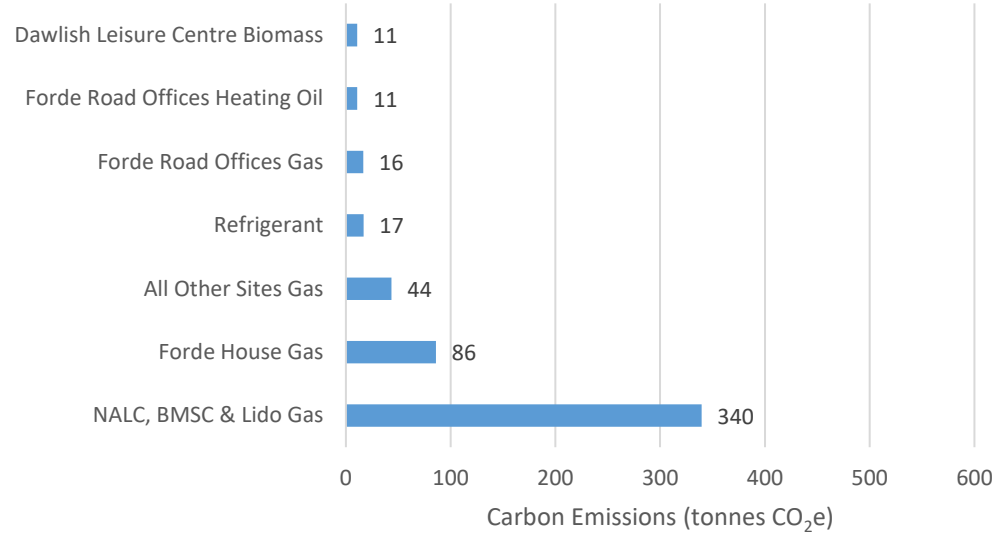
Figure 10: Teignbridge District Council Carbon Footprint Summary by Scope



4.4.1. Scope 1 Emissions Results

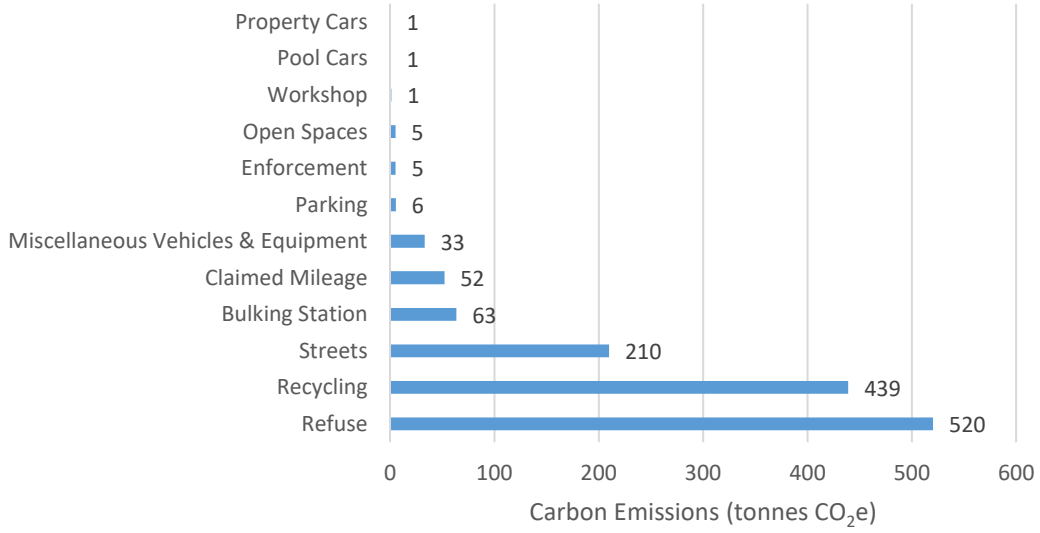
The total scope 1 carbon footprint of our estate amounts to 524 tonnes CO_2e based on our 2018/19 baseline. The majority of this scope 1 carbon footprint relates to the combustion of natural gas at Newton Abbot Leisure Centre, Broadmeadow Sports Centre and the Teignmouth Lido, with Forde House also having a significant impact on our carbon footprint, as shown in Figure 11 below.

Figure 11: Buildings scope 1 emissions 2018/19



The total scope 1 carbon footprint for transport activities amounts to 1,338 tonnes CO_2e, which includes business mileage (or claimed mileage) and vehicle fleet fuel consumption. Our vehicle fleet runs almost entirely on diesel fuel, and our waste, recycling and streets vehicles make up most of our transport emissions.

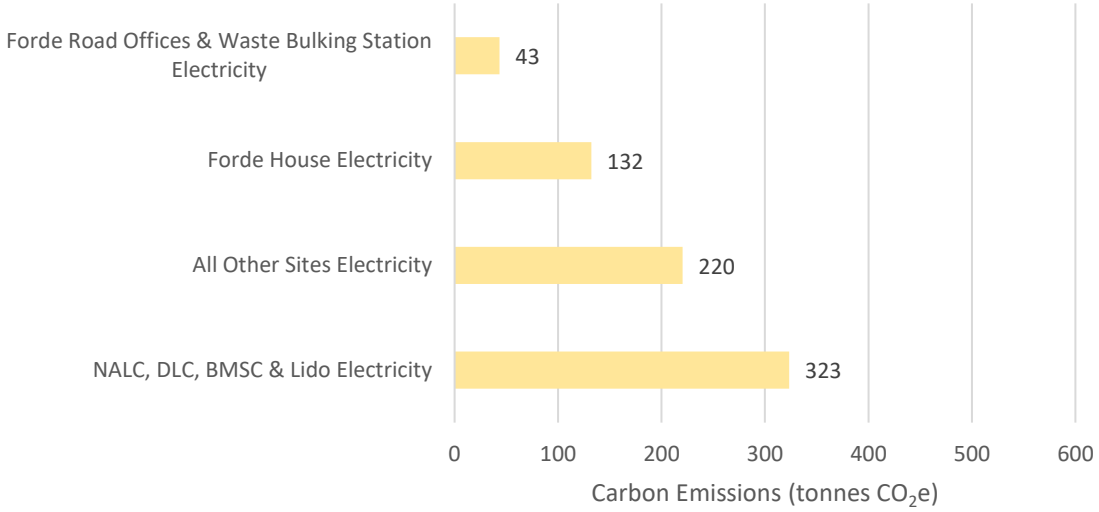
Figure 12: Transport scope 1 emissions 2018/19



4.4.2. Scope 2 Emissions Results

Our scope 2 carbon emissions are predominantly driven by electricity consumption at the leisure sites, including Dawlish Leisure Centre, newton Abbot Leisure Centre, Broadmeadow Sports Centre, and the Teignmouth lido. Again, Forde House plays a significant role in our Scope 2 carbon footprint. “All other sites electricity” includes electricity consumption from about 90 electricity meters across our estate.

Figure 13: Scope 2 electricity emissions 2018/19

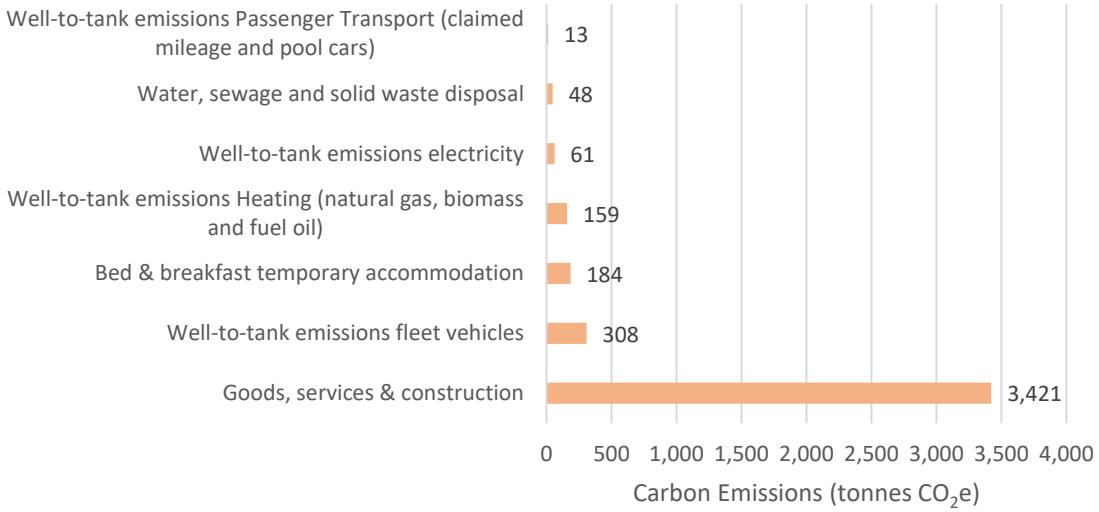


4.4.3. Scope 3 Emissions Results

The overwhelming majority of our scope 3 carbon footprint relates to our upstream supply chain for goods, services and construction materials; these emissions represent 82% of our scope 3 carbon footprint, as shown in Figure 14 below.

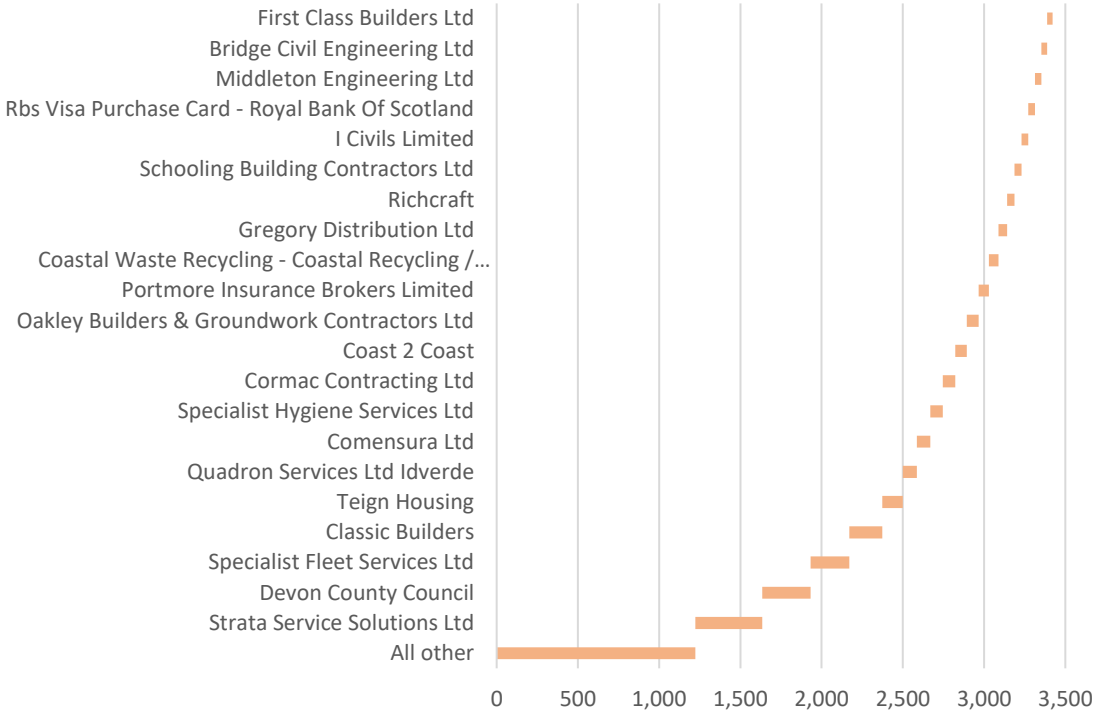
Wheel to tank (WTT) emissions associated with the supply of energy make up 13% of our scope 3 carbon footprint. Temporary housing and private sector leasing makes up 4%, and water, sewage and waste disposal makes up 1% of our scope 3 carbon footprint.

Figure 14: Scope 3 carbon emissions 2018/19



We have estimated the carbon footprint of our top 20 supplies, as shown in Figure 15 below. “All other suppliers” consists of 1,128 suppliers and individuals and constitutes about 36% of our scope 3 carbon footprint.

Figure 15: Scope 3 supply chain breakdown 2018/19



Our top five repeat supplies, which feature in our supply chain carbon footprint year-on-year include Strata, Devon County Council, Specialist Fleet Services, Teign Housing, and Specialist Hygiene Services.

Our supply chain emissions have been grouped by spend type in Table 2 below; construction and civils works is the single largest source of emissions, followed by IT services, mixed authority services (linked with contributions to other local authorities such as DCC), fleet vehicle hire, and waste and recycling.

Table 2: Analysis of supply chain emissions by spend category 2018/19

Spend Description	Emissions (tonnes CO_2)	Percentage of total supply chain emissions
Construction and civils	428	13%
IT services	411	12%
Mixed authority services	299	9%
Vehicle fleet hire	237	7%
Waste and recycling	132	4%
Social housing	127	4%
Building works	121	4%
Grounds maintenance	87	3%
Temporary staff services	81	2%
Cleansing	77	2%
Insurance	64	2%
Road haulage	53	2%
Machinery maintenance	40	1%
Various	1,265	37%

The Market Walk regeneration project was one of the largest single construction schemes that we delivered in 2018/19. The project is shown in Figure 16 below and included installing a glass canopy over Market walk, upgrades to shop frontages, upgrades to the approach to Market walk, upgrading roof insulation levels and replacing the walkway surface.

A retrospective embodied carbon emissions assessment set the carbon footprint of the scheme at 203 tonnes CO_2e.

Figure 16: Market Walk regeneration project

The assessment methodology is based on principals of the RICS whole life cycle assessment, which stems from standards set out in BS EN 15978. The emissions assessment covers:

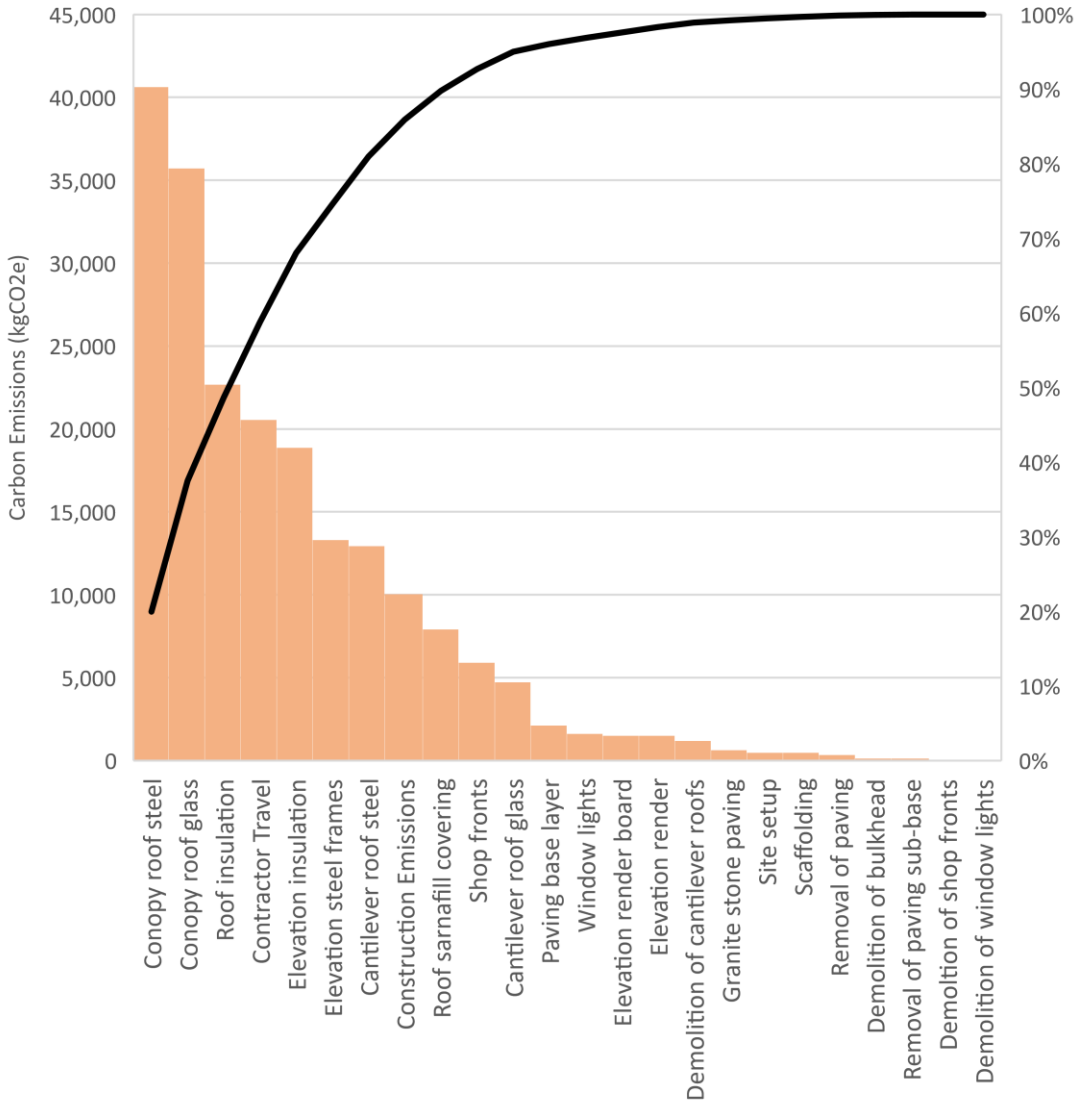
- raw material extraction;
- material transport;
- material manufacturing;
- transport of finished materials to site;
- construction;
- contractor travel;
- production and disposal of wastes.

The top three sources of emissions relate to the raw material extraction, material transport and material manufacturing of:

1. the canopy steel structure;
2. the canopy glass; and,
3. roof insulation.

These three materials alone attribute to about 50% of the project's embodied carbon footprint.

Figure 17: Estimates of embodied carbon within the Market Walk regeneration project



5. Carbon Reduction Plan Buildings

Following the assessment of our carbon budgets in Section 2, our carbon footprint in Section 3, and the UK energy landscape in Section 4, the following sections contain proposals to decarbonise our existing and future building stock.

5.1. Existing Buildings

The following sections contain a set of proposals to decarbonise our existing building stock; the proposals are based on the energy hierarchy:

1. Be lean and use less energy
2. Be clean and supply energy efficiently
3. Be green and use more renewable energy
4. Offset residual and hard to treat emissions

5.1.1. Energy Efficiency

The Energy Hierarchy emphasises the importance of energy efficiency in credible net-zero strategies, and how energy efficiency can be used to achieve rapid progress to decarbonise our estate, whilst achieving savings on our gas and electricity bill.

ACTION 1: Implement an energy efficiency programme to reduce the demand for heating and electricity consumption in our buildings and car parks:

How will we achieve it?

Set benchmarks, increase monitoring, and increase reporting:

- Set up an Energy Management System (EMS) to support continuous improvement in energy efficiency based on the plan, do, check, act method.
- Increase coverage of the Building Management System to cover significant buildings and energy loads and develop a platform to assess energy performance in real time.
- Increase the coverage of energy sub-metering and deploy energy data loggers to characterise how the majority of energy is consumed in our buildings.
- Consider updating corporate Key Performance Indicators to inform senior staff and elected members of progress towards the targets.
- Incorporate the objectives of corporate energy efficiency into an existing or new officer role within Environmental Health.

Work to eliminate unnecessary energy demands and roll out energy efficient equipment:

- Constrain equipment operation schedules as much as possible and ensure we only heat and power our buildings when we use them.
- Optimise pump and fan circulation speeds, minimise central heating supply temperatures, and upgrade electrical equipment to high efficiency equivalents.

- Increase the roll-out of variable speed drives on pool water circulation pumps and air handling units to reduce system loadings.

- Continue to replace fluorescent lighting with LED equivalents.

- Continue to upgrade IT equipment such as desktop computers, displays and server equipment with energy efficient equivalents.

Review how we use our buildings:

- Explore opportunities to consolidate and optimise the use of workspace to reduce the need for heating and lighting etc.

- Explore opportunities to adjust building utilisation and increase energy efficiency, e.g. converting poorly insulated office space into storage space.

Increase heating system efficiency, enhance building fabric standards, and increase energy recovery:

- Conduct thermal imaging review of our out top five sites listed in Section 5.2 in the next heating season to identify opportunities to enhance building fabric standards.

- Investigate options to reduce heat loss through the building fabric by enhancing insulation levels and reducing air permeability.

- Minimise the demand for active cooling through passive solar shading, enhancing ventilation strategies, and optimising internal heat gains.

- Enhance and increase heat recovery systems in air handling units, air source heat pumps and air conditioning systems.

Enhance climate change messaging in staff Communications and work towards becoming a carbon literate organisation:

- Work with our Communications team to advise staff on how actions and behaviours can help to reduce energy consumption in the workplace and at home.

- Deliver carbon literacy training to Better 2022 managers to support behaviour change and identify energy efficiency measures in business plans.

Detailed proposals will be developed to deliver Target 1 and will focus on reducing baseload energy demand in our highest electricity consuming sites.

5.1.2. Fossil Fuel Phase-down

Section 3 identified the Government's intent to continue to support investment in offshore wind and the decarbonisation of the electricity system over the next ten to fifteen years. It also highlighted the significant role that electrified technology will play in reducing our demand for energy and decarbonising our buildings. As such, to work towards complying with the Paris Agreement, we need to phase out the supply of heat from fossil fuels and transition to low-carbon electrified heat.

TARGET 1: Achieve an 88% reduction in natural gas consumption across buildings that we own and operate by 2025 by switching gas-fired boilers for electrified heating systems.

How will we do it?

- Replace gas-fired boilers at Newton Abbot Leisure Centre, Forde House, and Teignmouth Lido with air source heat pumps under PSDS Phase 1; this will achieve a 76% reduction in natural gas consumption.

- Submit an application under PSDS Phase 4 to replace the gas-fired heating system with air source heat pump at Broadmeadow Sports centre should funding become available; this will support a business case working towards an 88% reduction in natural gas consumption.

- Submit budget connection applications to Western Power Distribution and factor grid re-enforcement measures into decarbonisation business cases.

Areas for further ambition:

- Re-submit the "Small Sites" decarbonisation bid covering Albany House, Decoy Country Park and Teignbridge Business Centre, under PSDS Phase 4 or PSDS phase 5 should funding become available.

- Progress the masterplan for the Depot to replace life-expired buildings and heating equipment with modern and highly efficient facilities.

POLICY 1: Following adoption of this plan, we will operate a fossil fuel phase down policy. This means that for the top 14 buildings identified in Section 5.2, when gas-fired heating systems reach end-of-life, they will be replaced with low carbon alternatives.

We will make best endeavours to decarbonise heating in listed buildings such as Market Hall and Old Forde House, however limitations governed by heritage status may prevent us from fully phasing out fossil fuel consumption in these buildings.

Oil-fired heating systems may be switched to natural gas-fired heating systems where either the building thermal fabric is wholly unsuitable for low carbon heating systems, or the building or asset is due for redevelopment with a specific date set for decommissioning.

Our building maintenance programme will align with this policy, and a pipeline of proactive business cases will be developed in anticipation of funding opportunities.

5.1.3. Renewable Energy

Alongside a programme of energy efficiency and phasing out the supply of fossil fuels, powering our buildings with renewable energy will help to reduce our carbon footprint whilst lowering our energy bills.

TARGET 2: Generate the equivalent of 20% of our electricity needs through on-site generation relative to 2018/19 levels by 2025.

How will we do it?

- Continue to monitor existing solar PV installations to maximise generation potential and ensure actual generation levels match predicted generation levels.

- Continue to deliver 280 kW of new solar PV capacity under PSDS 1 funding, including 100 kW at Newton Abbot Leisure Centre, 75 kW at Forde House, 65 kW at Broadmeadow Sports Centre and 40 kW at the Teignmouth Lido.

- Develop up to 200 kW of further onsite renewable energy capacity to work towards generating 20% of our electricity needs on site.

Proposals for new solar PV generation will be subject to the development of a full business case, including structural capacity assessments and consent from the electricity network operator.

TARGET 3: Procure a minimum of 80% of our residual electricity demand from renewable energy via our utility supplier by 2025.

How will we do it?

- Continue to review renewable energy tariff offerings under the existing LASER energy supply contract ahead of the contract expiry in October 2024.

- Aim for a minimum share of 80% of renewable energy under the new energy supply contract from October 2024.

- Tariffs should ideally source energy from specific wind and solar PV generators and support the development of additional renewable energy capacity.

This policy is based on standards set by the Science Based Targets Initiative and will be subject to the state of the energy market and business needs closer to our energy contract renewal.

TARGET 4: Offset up to 100% of our residual electricity demand by 2030 through financing new off-site renewable energy in Devon by 2030.

How will we do it?

- Continuing to support the Devon Energy Collective to develop large-scale renewable energy schemes in Devon through entering into a synthetic power purchase agreement.

- Consider developing large-scale renewable energy projects in-house within Teignbridge district.

Whilst Target 3 seeks to increase the supply of renewable energy under our energy supply contract, participating in the Devon Energy Collective will provide a credible means to demonstrate net zero power supply emissions.

Achieving Target 4 will be subject to continued interest amongst local authorities in supporting the Devon Energy Collective, the identification of viable development sites, an assessment of risk associated with synthetic power purchase agreements, and risks in delivery timescales.

5.1.4. Residual Emissions and Offsetting

Following a programme to increase energy efficiency, phase out the use of fossil fuels and to supply our energy needs from renewable sources, there will be a residual element of our carbon footprint that is hard-to-treat by technological and behaviour change solutions; to reach net zero emissions, we will need to offset our residual carbon footprint using carbon offsetting.

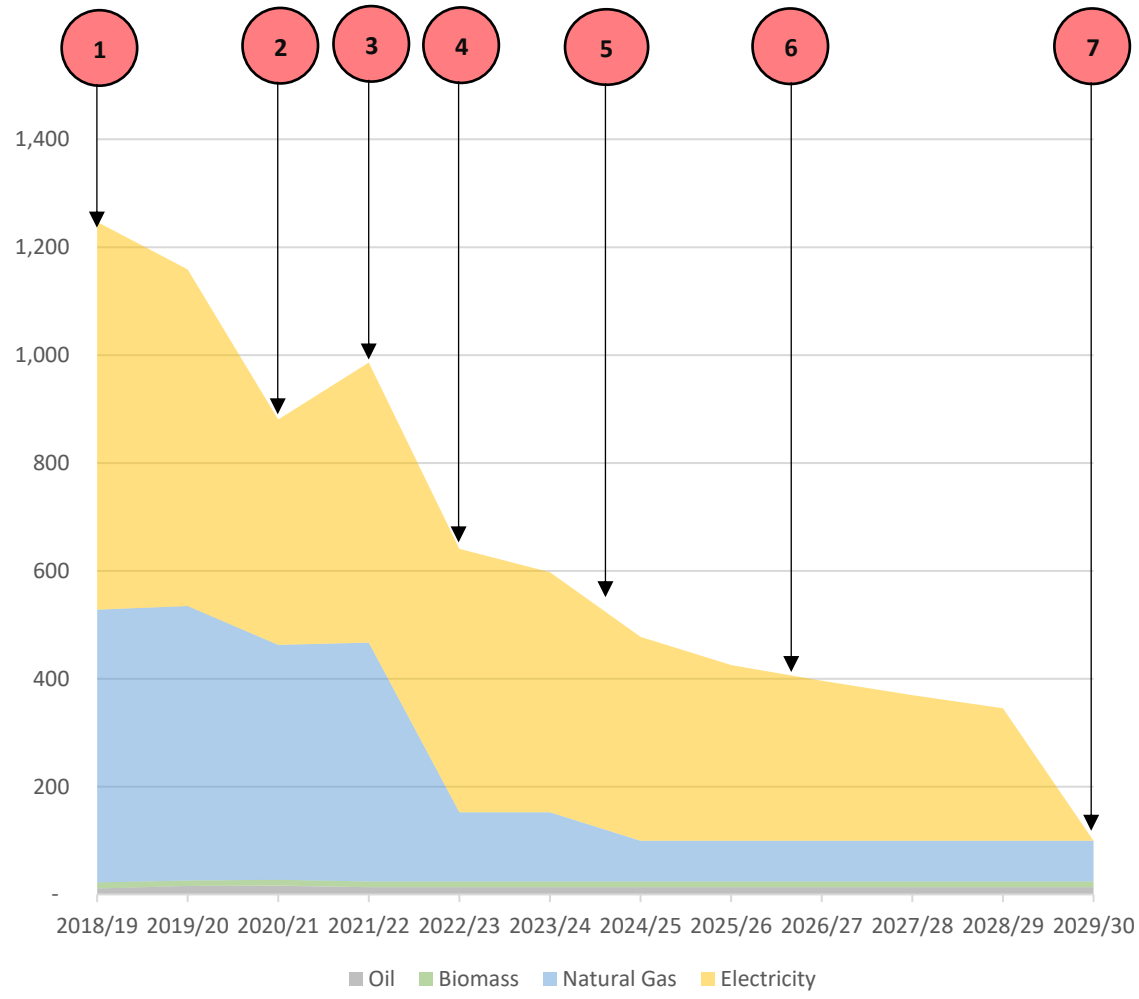
TARGET 5: Reduce the carbon footprint of the buildings and estate that we own and operate by 90% by 2030 and offset the residual carbon footprint of 10% using carbon offsetting.

Achieving Target 5 will be subject to the identification of credible carbon offsets and development of viable business cases.

5.1.5. Buildings Emissions Trajectory

An illustrative emissions projection is shown in Figure 18 covering our building's scope 1 and 2 carbon footprint; the pathway illustrates how emissions could reduce from approximately 1,243 tonnes CO_2 in 2018/19 to about 100 tonnes CO_2 in 2029/30. The exact emissions pathway will be subject to the exact completion date of decarbonisation projects and the rate at which grid supplied electricity will decarbonise.

Figure 18: Illustrative emissions trajectory for buildings included in our scope 1 and 2 carbon footprint



Below is a summary of actions driving the indicative emissions pathway:

1. The first way-marker shows our building's baseline carbon footprint of 1,243 tonnes CO_2 in 2018/19.
2. Emissions fell in 2020/21 following closure or partial closure of our buildings under lockdown restrictions.
3. Emissions rebounded in 2021/22 following the easing and lifting of lockdown restrictions.
4. A significant reduction in emissions is anticipated from 2022/23 due to current decarbonisation projects at the Leisure sites and Forde House.
5. Way-marker 5 assumes that a successful business case will be developed to switch gas-fired heating at Broadmeadow to an air source heat pump.
6. A programme of energy efficiency and renewable energy growth coupled with grid decarbonisation reduces emissions over way-marker six.
7. Residual emissions of 100 tonnes CO_2 are achieved following the market-based scope 2 emissions reporting methodology under Target 5, and these emissions are offset using carbon offset under Action 38.

5.2. The Top 14 Teignbridge Sites

Our top fourteen sites are responsible for 95% of carbon emissions included in our scope 1 and 2 carbon footprint. To create a sense of scale of emissions across the sites, emissions listed in Table 3 are shown geographically in Figure 19, with larger circles correlating with higher emissions levels. The following sections provide an overview of ongoing decarbonisation projects and an indication of future pipeline projects working towards our net zero target.

Figure 19: Geographical representation of the carbon footprint of our top 14 sites

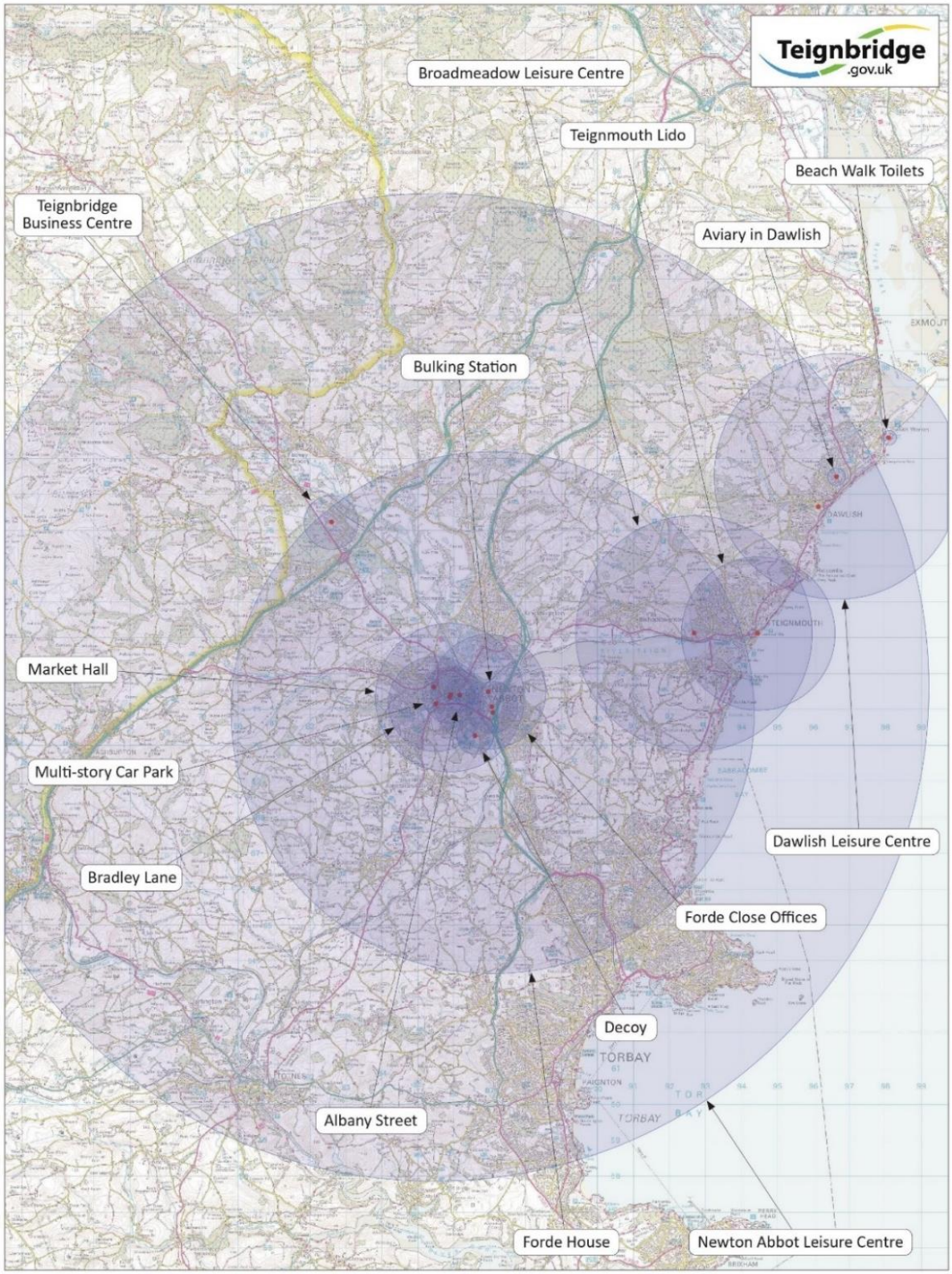


Table 3: Carbon emissions by site and fuel type

Site	Electricity (kWh)	Gas (kWh)	Electricity ($kgCO_2$)	Gas ($kgCO_2$)	Oil ($kgCO_2$)	Biomass ($kgCO_2$)	Total ($kgCO_2$)
Newton Abbot Leisure Centre	658,823	1,211,984	186,447	223,005	0	0	409,452
Forde House	366,443	466,901	103,703	85,910	0	0	189,613
Dawlish Leisure Centre	323,880	0	91,658	0	0	10,819	102,477
Broadmeadow Sports Centre	150,010	297,941	42,453	54,821	0	0	97,274
Teignmouth Lido	9,761	335,686	2,762	61,766	0	0	64,529
Market Hall	146,035	115,356	41,328	21,225	0	0	62,553
Old Forde House	100,000	28,292	28,300	5,206	0	0	61,798
Forde Road Offices	74,016	89,653	20,947	16,496	10,924	0	48,367
Bradley Lane	143,000	0	40,469	0	0	0	40,469
Multi-Storey Car Park	87,293	0	24,704	0	0	0	24,704
Teignbridge Business Centre	44,249	60,762	12,522	11,180	0	0	23,703
Bulking Station	79,209	0	22,416	0	0	0	22,416
Decoy Country Park	19,690	60,558	5,572	11,143	0	0	16,715
Albany House	15,807	55,409	4,473	10,195	0	0	14,669

5.2.1. Newton Abbot Leisure Centre

Newton Abbot Leisure Centre is our largest source of carbon emissions and is the largest of our three leisure centres. Under a previous carbon reduction programme, the building was fitted with 69kW solar PV, and variable speed drives were fitted to the poolroom air handling unit and pool water circulation pumps.

A £1.2 million package of decarbonisation works is underway at the site to deliver a carbon reduction of approximately 220 tonnes CO_2 per annum; the project will involve replacing gas-fired heating with air source heat pumps, installing solar PV and battery energy storage, enhancing energy metering, and increasing the site's power supply capacity. A full breakdown of ongoing projects is set out in

Table 5.

The site has a high baseload electricity demand with energy benchmarks suggesting there is scope to improve energy efficiency, as summarised in

Table 4. A detailed energy audit is recommended at the site to work towards achieving Target 1.

Figure 20: Aerial view of Newton Abbot Leisure Centre

Table 4: Newton Abbot Leisure Centre site summary

Gas consumption benchmark	Electricity consumption benchmark	Fabric standards	Ventilation strategy	Heating system dilapidation status	Susceptibility to climate change
244 kWh/m^2 (CIBSE Benchmark 264 kWh/m^2) Indicates reasonable gas consumption	133 kWh/m^2 (CIBSE Benchmark 96 kWh/m^2) Indicates high electricity consumption	Moderate dry-side standards constructed to c. 2000's regulations. Poor wet-side standards constructed to c. 1970's regulations.	Wet side air handling units are nearing end-of-life with opportunities to increase energy efficiency.	Gas boilers in serviceable condition with dry side boilers nearing end-of-life	Overheating risk

Table 5: Newton Abbot Leisure Centre projects summary funded via a combination of grants and S106

Project	Status	Electricity saving (kWh)	Gas saving (kWh)	Completion date
Air source heat pump	In progress	- 254,434	1,211,984	2022

Project	Status	Electricity saving (kWh)	Gas saving (kWh)	Completion date
Upgrade pool heat exchangers	In progress	Included above	Included above	2022
100kW Solar PV	In progress	98,860	0	2022
100kWh Battery	In progress	Included above	0	2022
Building management system	In progress	31,451	0	2022
Electrical capacity upgrade	In progress	0	0	2022
Heating system sub metering	In progress	0	0	2022

Potential pipeline projects:

- In depth energy efficiency audit
- Convert remaining fluorescent lighting to LED lighting
- Wet side thermal fabric upgrades
- Refurbish wet-side air handling units to increase heat recovery and reduce electrical loads
- Replace decommissioned radiant gas heating systems with air handling units
- Install a further rooftop solar PV capacity

5.2.2. Forde House

Forde House is our second highest source of carbon emissions and is home to our main offices. Under a previous carbon reduction programme, the building was fitted with 10kW Solar PV and variable speed drives were fitted on the main heating system circulation pumps.

Prior to the decarbonisation project, the site performed poorly against best practice energy benchmarks, as indicated in

Table 6.

An extensive package of works totalling £4.4 million is under way at the site to improve the building fabric efficiency, reduce excess solar gains, replace gas-fired boilers with air source heat pumps, increase renewable energy generation, increase the coverage of energy sub-metering, and modernise the working environment. Collectively the projects listed in Table 7 will achieve a carbon reduction of about 85 tonnes CO_2 per annum.

Figure 21: Aerial view of Forde House

Table 6: Forde House site summary

Gas consumption benchmark	Electricity consumption benchmark	Fabric standards	Ventilation strategy	Heating system dilapidation status	Susceptibility to climate change
90 kWh/m^2 (CIBSE Benchmark 79 kWh/m^2) Indicates high gas consumption	71 kWh/m^2 (CIBSE Benchmark 54 kWh/m^2) Indicates high electricity consumption	Poor with extensive fabric upgrades required to reduce heat loss and excess solar gains	Extract ventilation with no heat recovery	Gas boilers have reached end of life	Overheating risk and risk of coastal and river flooding.

Table 7: Forde House projects funded via a combination of grants, capital, maintenance budgets and borrowing

Project	Status	Electricity saving (kWh)	Gas saving (kWh)	Completion date
Single glazing Upgrade	In progress	0	25,810	2023
Barrel vault replacement	In progress	0	26,420	2023

Project	Status	Electricity saving (kWh)	Gas saving (kWh)	Completion date
Draught Proofing	In progress	0	33,430	2023
Air source heat pump	In progress	-37,050	380,240	2023
Ventilation upgrade	In progress	-20,960	0	2023
LED lighting upgrade	In progress	10,000	0	2023
75 kW rooftop Solar PV	In progress	63,405	0	2023
Power upgrade	In progress	0	0	2023
Cavity wall insulation	Under Review	Under Review	Under Review	2023
Desktop PC replacements	Complete	Up to 40,000	0	Complete

Potential pipeline projects:

- Replacement of window boxes with high performance triple glazing
- Installation of a brise soleil to reduce spatial cooling demands
- Server room cooling system upgrades and roll out of efficient IT equipment
- Council chamber single glazing upgrade
- Replace second floor bridge link to reduce heat loss and excess solar gains
- Ground and first floor internal wall and roof insulation
- Solar carport canopies to increase renewable energy capacity

5.2.3. Dawlish leisure Centre

Dawlish Leisure Centre is our second largest leisure centre and our third highest source of carbon emissions. Under a previous carbon reduction programme, gas-fired boilers were replaced with a biomass heating system, and the gas service to the building was disconnected. The building was also equipped with 50 kW of solar PV, and variable speed drives were fitted to pool water circulation and primary heating system pumps.

The site has a high baseload electricity demand and performs poorly against best practice electricity consumption benchmarks, as summarised in

Table 8.

Figure 22: Aerial view of Dawlish Leisure Centre

Table 8: Dawlish Leisure Centre site summary

Biomass consumption benchmark	Electricity consumption benchmark	Fabric standards	Ventilation strategy	Heating system dilapidation status	Susceptibility to climate change
311 kWh/m2 (CIBSE Benchmark 264 kWh/m2) Indicates high heating demand	131 kWh/m^2 (CIBSE Benchmark 96 kWh/m^2) Indicates high electricity consumption	Moderate – constructed to c. 1990's regulations.	Air handling units with heat recovery and opportunities to increase energy efficiency	Biomass boilers in good condition	Overheating risk

Potential pipeline projects:

- In depth energy efficiency audit
- Thermal fabric upgrades
- Install variable speed drives on air handling units to reduce heating and electrical loads
- Roll out of energy sub metering
- Convert remaining fluorescent lighting to LED lighting
- Increase provision of roof top solar PV

5.2.4. Broadmeadow Sports Centre

Broadmeadow Sports Centre is our fourth highest source of carbon emissions and is our third largest leisure centre. The site performs poorly against best practice energy benchmarks, as highlighted in

Table 9, and experiences significant excess solar gains.

A circa £1 million package of decarbonisation works is underway at the site including replacing the sports hall roof, replacing all fluorescent lighting with LED lighting, solar PV and battery energy storage; collectively the projects will deliver a carbon reduction of about 7 tonnes CO_2 per annum. A list of ongoing projects is available in Table 10.

Following completion of decarbonisation projects at Newton Abbot Leisure Centre, Forde House and the Lido, Broadmeadow will be our single largest source of natural gas consumption and is a high priority site to switch to low-carbon heating.

Figure 23: Aerial view of Broadmeadow Sports Centre

Table 9: Broadmeadow Sports Centre site summary

Gas consumption benchmark	Electricity consumption benchmark	Fabric standards	Ventilation strategy	Heating system dilapidation status	Susceptibility to climate change
179 kWh/m^2 (CIBSE Benchmark 158 kWh/m^2)	90 kWh/m^2 (CIBSE Benchmark 64 kWh/m^2)	Poor and requiring significant upgrades to reduce heat loss and	Extract ventilation systems have reached end of life	Gas boilers are in serviceable condition but have reached end of life	Overheating risk

Gas consumption benchmark	Electricity consumption benchmark	Fabric standards	Ventilation strategy	Heating system dilapidation status	Susceptibility to climate change
Indicating high gas consumption	Indicating high electricity consumption	excess solar gain			

Table 10: Broadmeadow Sports Centre projects summary – funded through a combination of grants, S106 and CIL

Project	Status	Electricity saving (kWh)	Gas saving (kWh)	Completion date
LED Lighting	In Progress	28,204	0	2022
65 kW Solar PV	Complete	65,670	0	Complete
20 kWh Battery	Complete	Included above	0	Complete
Sports Hall Roof	Complete	Savings realised on replacement of heating system	Savings realised on replacement of heating system	Complete

Potential pipeline projects

- In depth energy audit
- Upgrade distribution boards to include energy sub metering
- Upgrade wall thermal fabric standards
- Replace single glazing with high performance solar control glazing
- Power capacity upgrade to enable connection of air source heat pump
- Replace gas fired heating systems with an air source heat pump

5.2.5. Teignmouth Lido

Teignmouth Lido is our fifth highest source of carbon emissions despite operating for only three months a year. Under a previous carbon reduction programme, the site was fitted with variable speed drives on pool water circulation pumps.

Figure 24: Aerial view of the Lido

A £0.8 million package of decarbonisation works is underway at the site including the replacement of gas boilers with air source heat pumps, installation of renewable energy, installation of energy sub metering and increased power capacity. Collectively the projects will deliver a carbon reduction of about 63 tonnes CO_2 per annum.

Table 11: Teignmouth Lido site summary

Fabric standards	Ventilation strategy	Heating system dilapidation status	Susceptibility to climate change
Changing rooms and kiosk are unheated.	Naturally ventilated	Gas boilers have reached end of life.	Overheating risk and coastal flooding risk

Table 12: Teignmouth Lido projects summary – funded by grants and S106

Project	Status	Electricity saving (kWh)	Gas saving (kWh)	Completion date
Air Source Heat Pump	Complete	- 73,920	335,686	2022
40 kW Solar PV	In progress	36,000	0	2022
50kWh battery	In progress	Included above	0	2022
BEMS Integration	Complete	2,139	0	2022
LV and Substation Upgrade	Complete	0	0	2022

Potential pipeline projects:

- Enhanced energy sub metering
- Install pool cover to reduce evaporative heat loss and wind chill
- Replace pool water circulation pumps with the latest energy efficient equivalents
- Increase water efficiency in changing room areas

5.2.6. Market Hall

Buildings associated with Market Hall are the sixth largest source of carbon emissions. The site forms part of the Future Highstreets Fund regeneration project. At the time of writing, specifications are under development to overhaul existing mechanical and electrical systems. A summary of the building performance is provided in Table 13.

Figure 25: Aerial view of Market Hall

Table 13: Market Hall and the Alex Theatre site summary

Fabric standards	Ventilation strategy	Heating system dilapidation status	Susceptibility to climate change
Poor fabric standards throughout with solid stone walls and high levels of air infiltration	Natural ventilation in main hall and air handling units in café area.	Heating system due to be decommissioned with building re-modelling works	Overheating risk and high surface water flooding risk

Potential pipeline projects:

- Rationalisation of existing heating and ventilation systems
- Additional heating to Market Hall

5.2.7. Old Forde House

Old Forde House is our seventh highest source of carbon emissions and is a Grade 1 listed building. The building is heated using a combination of direct electric heating panels and gas-fired boilers. Due to the heritage status of the building and building architecture, there are limitations on the application of carbon reduction projects.

Table 14: Old Forde House site summary

Fabric standards	Ventilation strategy	Heating system dilapidation status	Susceptibility to climate change
Poor fabric standards with solid stone walls, singe glazing and high air infiltration rates	Naturally ventilated	Electric panel heaters in good condition and gas-fired boilers in serviceable condition but nearing end-of-life.	Overheating risk and risk of coastal and river flooding.

Figure 26: Aerial view of Old Forde House

Potential pipeline projects:

- Enhanced energy sub metering
- Draught proofing
- Enhanced heating system controls
- Upgrading electric panel heaters to electric storage heaters to enable off-peak consumption
- Conversion of gas-fired heating systems to electric storage heaters

5.2.8. The Depot

The Depot forms a collection of buildings including the Forde Road Offices, vehicle maintenance buildings, and storage units. Collectively, these buildings make up our eighth highest source of emissions.

The Forde Road offices are heated by an oil-fired boiler, and the vehicle maintenance buildings are heated using natural gas. The Forde Road Offices were fitted with double-glazing under a previous carbon reduction programme. The site is unsuitable for low carbon heating systems in its present state due to the poor building fabric standards highlighted in Table 15.

The site is subject to the master plan and fleet decarbonisation proposals set out in Section 6.

Table 15: Depot site summary

Fabric standards	Ventilation strategy	Heating system dilapidation status	Susceptibility to climate change
Poor fabric standards that are unsuitable for low carbon heating systems	Naturally ventilated	Oil-fired boilers in serviceable condition and nearing end of life	Overheating risk and risk of coastal and river flooding.

Figure 27: Aerial view of the Depot

Potential pipeline projects:

- Replace oil fired heating system with gas fired heating as an interim decarbonisation measure

- Replace single-pipe heating system to an efficient flow and return system as an interim decarbonisation measure
- Remodel existing office spaces, material stores and vehicle service spaces
- Increase the electrical supply capacity to enable fleet EV charging
- Solar canopies and battery energy storage
- Rooftop solar PV

5.2.9. Nam House

Nam House is our ninth highest source of carbon emissions. The site is due to be redeveloped as part of the Bradley Lane regeneration project. No decarbonisation projects are currently planned at Nam House.

Figure 28: Aerial view of Bradley Lane

5.2.10. Newton Abbot Multi-storey Car Park

Newton Abbot Multi Storey Car Park is our tenth highest source of carbon emissions. Under a previous carbon reduction plan, the site was fitted with T8 fluorescent lighting, which has become obsolete. The site forms part of a strategy to regenerate the town centre under the Newton Abbot and Kingsteignton Garden Communities project.

Table 16: Building performance summary for the Multi-storey

Fabric standards	Ventilation strategy	Heating system dilapidation status	Susceptibility to climate change
High thermal mass open-air concrete structure	Naturally ventilated	Electric heating in car park offices	High surface water flooding risk

Figure 29: Aerial view of the Newton Abbot Multi-storey Car Park

Potential pipeline projects:

- Upgrade electricity distribution boards to increase power supply capacity and increase energy sub metering
- Upgrade fluorescent lighting to LED lighting with daylight compensation
- Install solar car ports on the seventh and eighth deck and consider installing a solar brise soleil

5.2.11. Teignbridge Business Centre

The Teignbridge Business Centre is our eleventh highest source of carbon emissions and provides office space for small and starter businesses. The site was fitted with 30kW of solar PV before retirement of the Feed in Tariff scheme in 2019.

Figure 30: Aerial view of the Teignbridge Business Centre

Table 17: Building performance summary for Teignbridge Business centre

Fabric standards	Ventilation strategy	Heating system dilapidation status	Susceptibility to climate change
Moderate but unsuitable for a heat pump without upgrades.	Natural ventilation	Gas boiler in serviceable condition but reaching end of life	Surface water flooding risk and risk of overheating

Potential pipeline projects:

- Replace fluorescent lighting with high efficiency LED lighting
- Replace gas fired heating system with air source heat pump and improve fabric insulation standards

5.2.12. Bulking Station

The Bulking Station is our twelfth highest source of carbon emissions. Electricity consumption at the site is predominantly associated with process loads to sort and compact recycling materials. The site is an ideal candidate for renewable energy. The primary climate risks relating to the site include a risk of coastal and river flooding.

Figure 31: Aerial view of the Bulking Station

Potential pipeline projects:

- Install roof-top solar PV
- Review options to increase process load efficiency

5.2.13. Decoy Country Park

Decoy Country Park is our thirteenth highest source of emissions. The emissions relate to a set of changing rooms, toilets, and a kiosk next to Decoy Lake. The site formed part of the "Small Sites Bid" under the first round of PSDS funding. Extensive fabric and heat emitter upgrades are required at the site before the site can be switched from fossil fuel heating to low carbon heating.

Figure 32: View of Decoy Country Park

Table 18: Building performance summary for Decoy Country Park

Gas consumption benchmark	Electricity consumption benchmark	Fabric standards	Ventilation strategy	Heating system dilapidation status	Susceptibility to climate change
336 kWh/m^2 (CIBSE Benchmark 141 kWh/m^2) Indicating high gas consumption	76 kWh/m^2 (CIBSE Benchmark 93 kWh/m^2) Indicating reasonable electricity consumption	Poor fabric standards with single glazing and cavity walls	Naturally ventilated	Hot water boilers in good condition, central heating boilers in serviceable condition and nearing end of life	Risk of surface water flooding and overheating

Potential pipeline projects:

- Replace fiscal non-half-hourly energy meters with half-hourly meters to increase the resolution of energy metering
- Replace single glazing with double glazing
- Upgrade fabric standards, upgrade heat emitters and install an air source heat pump

5.2.14. Albany House

Albany House is our fourteenth highest source of emissions and provides temporary accommodation for residents. The site was fitted with 10kW Solar PV as part of the package of works to convert the building for accommodation purposes.

The site was included as part of the unsuccessful "Smalls Sites Bid" under the first phase of PSDS funding. Switching the fossil-fuelled boiler for an air source heat pump would have increased energy bills by about £1,000 per year, which emphasises the need to improve the building fabric and reduce heat loss.

Figure 33: Aerial view of Albany House

Table 19: Building performance summary for Albany House

Gas consumption benchmark	Electricity consumption benchmark	Fabric standards	Ventilation strategy	Heating system dilapidation status	Susceptibility to climate change
127 kWh/m^2 (CIBSE Benchmark 94 kWh/m^2) Indicating high gas consumption	36 kWh/m^2 (CIBSE Benchmark 26 kWh/m^2) Indicating high electricity consumption	Moderate but currently unsuitable for low carbon heating without fabric upgrades	Naturally ventilated.	Gas boilers in serviceable condition.	Risk of overheating and risk of surface water flooding.

Potential pipeline projects:

- Replace fiscal non-half-hourly energy meters with half-hourly meters to increase the resolution of energy metering
- Cavity wall insulation or external wall insulation.
- Replace gas fired heating system with an air source heat pump and upgrade heat emitters

5.3. New Dwellings and Commercial Buildings

Following a review of options to decarbonise our existing building stock in the previous section, sections 5.3.1 to 5.3.2 identify opportunities to reduce operational emissions in new dwellings and buildings that we construct.

5.3.1. Dwellings

Following the Future Homes Standard Consultation Response[8] in January 2021, Building Regulations for new dwellings will be tightened from June 2022 to require a 30% reduction in carbon emissions over current 2013 standards. The Government has also signalled its intent to tighten Building Regulations further from 2025 to achieve an emissions reduction of 75% to 80% relative to current 2013 standards.

Under Policy 2 – Net Zero Dwellings, new dwellings that we fund will achieve carbon emissions standards that stay ahead of the Government's timeline for the Future Homes Standard. Whilst evidence produced for the CCC indicates that net zero dwelling emissions standards will cost up to 7%[9] more, over and above 2013 building regulations, more recent evidence produced for local authorities in the Southwest indicates that net zero standards will cost between 2% and 6%[10], over and above 2021 building regulations.

POLICY 2 – Net Zero Dwellings: Projects involving the construction of new dwellings under Building Regulations Part L1A and requiring planning consent following adoption of this Part 1 Plan will need to achieve net zero regulated carbon emissions, subject to technical viability; to achieve this standard, the Dwelling Emissions Rate (DER) should be less than or equal to 0.0 $kgCO_2/m^2$/year based the latest Standard Assessment Procedure (SAP) methodology (e.g. SAP 10).

For certain configurations of flats or constrained parcels of land where it is not possible to balance regulated energy demands with on-site renewable energy generation, this policy will need to be relaxed to allow for the reasonable level of carbon reduction, subject to financial and technical viability.

Where possible, housing developments are recommended to follow operational energy guidance set out in the LETI Climate Emergency Design Guide; Table 20 provides a summary of design standards proposed for small scale housing.

[8] The Future Homes Standard: changes to Part L and Part F of the Building Regulations for new dwellings - GOV.UK (www.gov.uk)
[9] https://www.theccc.org.uk/wp-content/uploads/2019/07/The-costs-and-benefits-of-tighter-standards-for-new-buildings-Currie-Brown-and-AECOM.pdf
[10] http://www.cotswold.gov.uk/netzerocarbontoolkit

Table 20: Design standards proposed by the London Energy Transformation Initiative

Building element or attribute	Standards
Thermal Fabric Standards	Walls: 0.13 to 0.15 W/m^{2}K Floors: 0.08 to 0.10 W/m^{2}K Roof: 0.10 to 0.12 W/m^{2}K Windows: 0.80 W/m^{2}K Doors 1.00 W/m^{2}K
Air tightness	< 1 m^3/hr.m$_2$ @ 50Pa
Renewable energy targets	Heating is fossil fuel free and onsite renewable energy matches the annual energy demand
Energy consumption targets before renewable energy	15kWh/m^2 for spatial heating
Solar gains	Solar gains are balanced to offset spatial heating demand whilst not causing overheating risk
Cooling	Utilise external shading to optimise internal heat gains and introduce cross-ventilation
Form factor	1.7 to 2.5
Sub metering	Sub meter renewable energy Sub meter electric vehicle charging Sub meter heating system demand Provide smart meter display

With increasing building fabric efficiency and air permeability standards, and a shift towards lighter construction techniques, buildings are subject to overheating risks in our warming climate. Design standards such as CIBSE TM59 can help to assess this risk and enable the identification of measures to reduce the risk of overheating through adjusting glazing orientation and specification, solar shading, and enhanced ventilation strategies.

ACTION 2: Identify a project to implement and test the design standard CIBSE TM59, to develop in-house expertise in developing climate resilient homes.

5.3.2. Commercial Buildings

Following the Future Buildings Standard Consultation Response[11] in December 2021, Building Regulations for new commercial buildings will be tightened from June 2022 to require a 27% reduction in carbon emissions over current 2013 standards. Unlike proposals set out in the Future Homes

[11] The Future Buildings Standard - GOV.UK (www.gov.uk)

Standard, the Government is yet to identify how it will tighten emissions standards further for commercial buildings from 2025.

Recognising that the viability of delivering new net zero commercial buildings is dependent on several factors including the intended building use (for example, hotels and warehouses), building form, orientation, and solar insolation, it is not possible to set one specific carbon reduction target for all commercial building types. As such, the level of carbon reduction in new commercial buildings will be reviewed on a case-by-case basis as part of the early concept design stage and work towards a target of achieving net zero operational emissions.

POLICY 3 – Low Carbon Buildings: Projects involving the construction of new buildings covered by Building Regulations Part L2A will be required to minimise regulated carbon emissions subject to technical and financial viability. This policy will influence decisions made at the RIBA Stage 1 preparation and brief stage to maximise the potential for carbon reduction whilst supporting scheme viability. The level of carbon reduction will be indicated and agreed at the planning pre-application stage, and a carbon reduction plan will be submitted as part of the formal planning submission, including a robust and costed evidence base for options considered to reduce regulated carbon emissions.

Under policy 3, new buildings will outperform standards set out in building regulations and aspire towards achieving net zero emissions.

New buildings will demonstrate a fabric first approach by constructing thermal elements to standards that meet or outperform the notional building specification as defined in the National Calculation Methodology. A fabric first approach will also ensure that solar gains are optimised to offset heating and lighting demands, whilst not increasing the risk of overheating and limiting the need for active cooling.

It is expected that all new buildings will be fossil fuel free unless a robust business case can be presented quantifying the implications of low carbon heating on scheme viability or the tenant's specification.

5.4. Leased Estate

Our leased estate is a valuable source of income, and we recognise that emissions associated with these properties could technically be included in our scope 3 carbon footprint. Due to officer capacity and the availability of accurate data, it has not been possible to report these emissions in our scope 3 carbon footprint. However, we will take a proactive approach to support tenants to increase energy efficiency and install low carbon heat and renewable energy systems.

ACTION 3: Where practical and through applying good Estate Management principles, to support our tenants to install energy efficiency measures, low carbon heating, renewable energy, and low carbon transport infrastructure such as EV charge points.

6. Carbon Reduction Plan Fleet

Section 3 identified that the carbon footprint of our fleet makes about half of our scope 1 and 2 carbon footprint. Our waste and recycling vehicles make up about 75% of our fleet carbon footprint and consist of heavy goods vehicles of up to 26 tonnes gross weight. Streets vehicles make up about 16% of the fleet carbon footprint, which largely consists of vans and caged tippers. Our smaller vehicles such as parking and environment wardens' vans make up a much smaller fraction of our fleet carbon footprint at about 0.4% each.

Figure 34: Fleet diesel consumption by service provision

Department	Diesel Consumption (Litres)	< 3.5 tonnes	>3.5 tonnes - 7.5 tonnes	>7.5 tonnes - 17 tonnes	>17 tonnes	Misc.	Totals
Bulking Station	24,709	0.0%	0.0%	4.7%	0.0%	0.2%	**4.9%**
Enforcement	2,117	0.4%	0.0%	0.0%	0.0%	0.0%	**0.4%**
Green Spaces, Grounds Maintenance & Rangers	2,082	0.4%	0.0%	0.0%	0.0%	0.1%	**0.4%**
Miscellaneous	12,953	0.0%	0.0%	0.0%	0.0%	2.6%	**2.6%**
Parking	2,175	0.4%	0.0%	0.0%	0.0%	0.0%	**0.4%**
Property	269	0.1%	0.0%	0.0%	0.0%	0.0%	**0.1%**
Recycling	170,912	3.5%	0.0%	27.3%	3.4%	0.0%	**34.2%**
Refuse	202,550	1.6%	1.3%	0.0%	37.6%	0.0%	**40.5%**
Streets	81,661	6.4%	0.7%	9.2%	0.0%	0.0%	**16.3%**
Workshop	553	0.1%	0.0%	0.0%	0.0%	0.0%	**0.1%**
Off Road	-	0.0%	0.0%	0.0%	0.0%	0.0%	**0.0%**
Totals	**499,980**	**12.9%**	**2.1%**	**41.1%**	**41.0%**	**2.9%**	**100.0 %**

Whilst decarbonising our buildings will enable us to rapidly reduce our direct carbon footprint in the run-up to 2025, to stay on track in 2030 and continue to deliver an overall emissions contraction consistent with rates set by the Science Based Targets Initiative, the development of a Depot Masterplan and Fleet Decarbonisation Strategy is required to deliver further emissions reductions.

ACTION 4: Develop a depot masterplan to determine the future of our depot site on Brunel Industrial Estate by December 2022.

What will the masterplan need to consider?

- The condition and use of existing buildings, whether it is possible to green-retrofit buildings, and whether buildings may be rationalised and modernised to improve their service provision.

- How susceptible the depot site may be to the future effects of climate change, with particular consideration given to flooding susceptibility and whether it is a suitable site to make long-term energy infrastructure investments.

- Whether the site is geographically located near the centre-of-mass of waste and recycling collections, whether the site is geographically located near to the workforce centre, and whether there are opportunities to increase this balance by relocating the Depot.

- Following the rationalisation of Depot buildings, determine how storage and vehicle parking may be enhanced to accommodate future increases to the vehicle fleet and the provision of new energy infrastructure.

- Proximity of the site to existing power infrastructure with sufficient capacity to support a transition to a low-carbon vehicle fleet.

- The ability to link our fleet decarbonisation strategy with other businesses and public sector bodies, and the potential for the fleet strategy to link with our workplace EV charging strategy.

The masterplan will be developed in consultation with depot managers, estates and relevant stakeholders. The Masterplan will help to achieve consensus and gain officer buy-in on the future strategy for the site, including decarbonisation of the vehicle fleet.

ACTION 5: Develop a vehicle fleet decarbonisation pathway by December 2022 to determine how we can transition away from diesel-fuelled vehicles to low carbon alternatives.

What will the fleet decarbonisation pathway need to consider?

- An energy strategy to determine how we will power our low-carbon fleet. We don't propose to narrow the scope of technologies for consideration at this stage, though examples of potential technologies include battery electric vehicles, hydrogen vehicles and bio-powered vehicles.

- The impact of low-carbon vehicles on service delivery and their ability to perform in our mixed urban-rural district.

- The technological readiness and market availability of low-carbon vehicles, whether such vehicles have a positive business case, and whether we will need grant or subsidy financial support.

- The cost of and timing of infrastructure investments, which potentially could include making connection to the High Voltage 11kV network, creating a new electrical switch room, and installing a network of electric vehicle chargers.

- Determine where there are opportunities to downsize vehicles to help enhance carbon reduction, e.g., switching small vans for cars, etc.

- Review vehicle ownership and leasing arrangements to determine how we can achieve best value for money whilst decarbonising our vehicle fleet.

- Review how existing servicing provision (including private vehicle MOTs) may need to adapt to cater for low-carbon vehicle technology.

- Whether there are whole-lifecycle carbon, ecological and supply chain ethics that may need to be identified and addressed.

Several districts across Devon have started their transition to low carbon vehicles. Devon County Council operate a fleet of Nissan Leaf vehicles as part of their on-street parking fleet, Exeter City Council are due to take delivery of three Dennis e-Collect waste collection vehicles, and East Devon District Council has a fleet of seven cage tipper vans. Our intention should be to begin our transition to low carbon vehicles at the next fleet renewal.

7. Carbon reduction Plan – Waste, Recycling, Water and Sewage

Collectively, waste, recycling, water, and sewage make up about 1% of our scope 3 carbon footprint. Whilst reducing our waste and recycling carbon footprint will help to reduce our demand for raw materials and the energy needed to create new products, reducing our demand for water will help to limit pressures on water resources and pressures on wastewater treatment systems.

Prior to the COVID-19 pandemic, regular refuse and recycling audits were undertaken at our main employment sites to assess staff, members and public waste and recycling behaviours. Now that COVID-19-related restrictions have been lifted, it will be possible to resume this programme to develop a series of actions working towards achieving a recycling rate of 65% by 2030 at our main employment sites including Forde House, the leisure sites, Market Hall, and Teignbridge Business Centre.

TARGET 6: Aim to achieve a recycling rate of 65% by 2030 at Forde House, the Depot, our Leisure Sites, Market Hall, and Teignbridge Business Centre.

ACTION 6: Implement a waste and recycling audit at our main sites identified above. We will first focus on hot spots at Forde House and Market Hall, and create a baseline for staff, members, and public recycling behaviours. The audit will also assess existing waste and recycling facilities, guidance, and communications, and determine what measures we can implement to encourage better waste and recycling behaviours.

In-house waste and recycling volumes are recorded based on container sizes. Going forwards, there will be an opportunity to increase the resolution of reporting metrics; this will increase accuracy in emissions reporting and help to measure progress towards Target 6.

ACTION 7: Review practices to measure waste and recycling volumes and seek to increase accuracy in emissions reporting.

Following a waste and recycling audit, the development of an in-house waste and recycling strategy will help us to inform staff, Members and the public to instil a culture of good waste and recycling behaviours.

ACTION 8: Develop a waste and recycling communications to help our staff, Members and visitors to reduce their waste and recycling carbon footprint and increase recycling rates.

As highlighted in Section 4, we receive billing for water and sewage in paper format based on manual meter readings. The process to capture this data for carbon reporting purposes is capacity intensive and so it isn't always possible for us to report our carbon footprint for water and sewage. Switching from paper billing to digital billing will help us to increase accuracy in emissions reporting, assess opportunities for water efficiency, and assess long-term trends in water consumption.

ACTION 9: Transition from paper billing to digital billing for water and sewage to enhance data capture and emissions reporting.

Water billing is based on manual water meter readings and only provides a low-resolution water consumption reporting. Through installing water data loggers on some of our larger sites such as the leisure centres and Forde House, we will have increased visibility of how and when our sites consume water, which in turn will help to roll out a programme of water efficiency measures.

ACTION 10: Deploy water data loggers to characterise water consumption profiles and quantify water wastage rates and increase the provision of water-efficient water outlets including taps and showers.

8. Carbon reduction Plan Staff Travel

The following sections contain proposals to decarbonise staff commuting and business mileage, whilst supporting staff, members and the public to adopt low carbon transport modes.

8.1. Staff Commuting Carbon Footprint

A series of staff travel surveys have been conducted over the past twelve months; a travel survey for staff working from Forde House in summer 2021, and surveys covering staff working from the Leisure Sites and Forde Road Depot in spring 2022.

Survey results were combined with GIS data to infer our staff commuting carbon footprint, as shown below in Table 16. This covers our main employment sites at Forde House, the Depot, and our leisure sites including Newton Abbot Leisure Centre, Dawlish Leisure Centre, and Broadmeadow Sports Centre.

Results for Forde House will have considerable level of uncertainty given that the survey was conducted when COVID-19 pandemic-related travel restrictions were in a state of flux. We would therefore propose to re-run the travel survey in 2023 following completion of the Forde House decarbonisation project.

ACTION 11: Run a simplified staff travel survey for staff working from Forde House following completion of the Forde House decarbonisation scheme and reassess our staff commuting carbon footprint.

Figure 35: Estimated staff commuting carbon footprint

Site	Estimated Staff Commuting Carbon Footprint (tonnes CO_2)
Forde House	210
The Depot	82
Leisure Sites	116

A members travel survey ran in summer 2021 with the intention to include Members' travel in our carbon footprint. Due to a low response rate, we have been unable to infer the carbon footprint of Members' travel at this stage; we will review the survey format and re-run the exercise following completion of the Forde House decarbonisation scheme.

ACTION 12: Review the members travel survey format and re-run the survey to enhance data capture following completion of the Forde House decarbonisation scheme.

Results from the staff travel survey are shown in Table 21 to Table 23. At Forde House, a considerable amount of commuting has been avoided through new working from home arrangements, though the uptake of bus, train, walking, and cycling are very low and each account for less than 2.5% of miles travelled.

Table 21: Forde House travel survey results

Transport Mode	Uptake by total mileage
Driving alone in personal car or van (Diesel, petrol, or LPG)	42.1%
Car sharing with staff member (Diesel, petrol, or LPG)	1.3%
Driving alone in personal car or van (Electric)	2.3%
Car sharing with staff member as driver or passenger (Electric)	0.0%
Driving alone in TDC pool car, work car or work van	0.2%
Vehicle sharing with staff member in TDC pool car, work car or work van	0.0%
Walking	0.9%
Jogging or running	0.0%
Pedal bike (no electric assistance)	0.3%
Electric bike	0.0%
Scooter	0.0%
Bus/Park & Ride	1.4%
Train	2.5%
Motorcycle/moped/petrol scooter	0.0%
Taxi	0.0%
Home working - no travel required	49.0%

Most roles at the Depot and Leisure Sites cannot be conducted from home, meaning that there is a higher demand for commuting. Although private car use makes up the majority of commuter mileage (approximately 70% or more), generally there is a higher uptake of walking, cycling and car sharing when compared with staff at Forde House.

Table 22: Forde Road Depot travel survey results

Transport Mode	Uptake by total mileage
Driving alone in personal car or van (Diesel, petrol, or LPG)	69.9%
Car sharing (Diesel, petrol, or LPG)	12.8%
Driving alone in personal car or van (Electric)	0.0%
Car sharing (Electric)	0.0%
Driving alone in a TDC fleet vehicle	2.9%
Vehicle sharing in a TDC fleet vehicle	0.2%
Walking	6.6%
Jogging or running	0.0%
Pedal bike (no electric assistance)	1.4%
Electric bike	0.0%
Scooter	0.0%
Bus/Park & Ride	0.0%
Train	2.0%
Motorcycle/moped/petrol scooter	4.2%
Taxi	0.0%
Home working- no travel required	0.0%

Table 23: Leisure Sites travel survey results

Transport Mode	Uptake by total mileage
Driving alone in personal car or van (Diesel, petrol, or LPG)	72.4%
Car sharing (Diesel, petrol, or LPG)	5.9%
Driving alone in personal car or van (Electric)	1.1%
Car sharing (Electric)	0.0%
Driving alone in a TDC fleet vehicle	0.0%
Vehicle sharing in a TDC fleet vehicle	0.0%
Walking	5.1%
Jogging or running	0.4%
Pedal bike (no electric assistance)	4.4%
Electric bike	0.0%
Scooter	0.0%
Bus/Park & Ride	2.9%
Train	3.4%
Motorcycle/moped/petrol scooter	0.1%
Taxi	0.0%
Home working- no travel required	4.3%

When asked about what promotes staff at Forde House to drive to work, the five highest perceptions were:

- Driving is quicker than the alternatives (49%)
- Driving is more time flexible (46%)
- That there were no other viable alternatives to driving (45%)
- That driving is more reliable (27%)
- That driving is cheaper than the alternatives (26%)

ACTION 13: Address staff perceptions regarding the perceived benefits of driving and consider implementing a low carbon transport app to highlight the benefits of active and shared transport modes including cost, time, and carbon.

When asked what would incentivise staff at Forde House to walk more to work, the five highest responses were:

- An incentive or reward scheme (8%)
- Improved walking routes (8%)
- Provision of showers (6%)
- Provision of lockers (4%)
- Better street lighting (3%)

ACTION 14: Explore employee incentives schemes to promote the use of all low carbon transport modes.

When asked what would incentivise staff at Forde House to cycle more to work, the five highest responses were:

- Improved cycling routes (27%)

- Provision of showers (19%)
- Subsidised bike loan or purchase scheme (9%)
- Incentive or reward scheme (9%)
- Availability of pool electric bikes (9%)

ACTION 15: Continue to promote our cycling and walking infrastructure projects though our staff communications.

ACTION 16: Review our shower provision to determine whether they are suitable for staff needs, and ensure the lockers provided as part of the Forde House decarbonisation scheme are compatible with cycling to work.

ACTION 17: Continue to promote the Cycle to Work Scheme through our staff communications to enable access to good quality cycling equipment, and encourage staff to include cycle accessories including helmets, lights, visibility gear and mud guards as part of their cycle to work scheme purchase.

ACTION 18: Promote the use of e-bikes and e-scooters to help staff overcome the hilly geography of our district and consider running e-bike demo days for staff.

When asked what would incentivise staff at Forde House to use public transport more often, the five highest responses were:

- Subsidised travel fares (25%)
- Having the ability to claim work time whilst traveling on public transport (13%)
- Real time information showing departure times and delays (9%)
- Increased flexibility in work hours (6%)
- Salary sacrifice scheme for fare purchases (4%)

ACTION 19: Promote the ability for staff to claim work time whilst travelling on public transport, subject to a discussion with their line manager

ACTION 20: As part of the Devon Climate Emergency partnership, work with our partners across Devon to enhance local bus and train services to ensure that they are accessible, affordable, timely and reliable.

8.2. Low Carbon Commuting Assessment

A GIS assessment was conducted to evaluate the availability of low carbon transport options for staff commuting from home to their main place of work. A set of travel isocrones, as shown in Figure 36 to Figure 38 for Forde House, were generated for each main employment site; these show the region around each employment site that can be travelled within a maximum amount of time using a certain transport mode.

Twenty-minute isochrones were generated for walking and cycling to reflect the duration that staff may consider reasonable for active transport modes.

A 40-minute isocrone was generated for bus travel, and ten-minute isocrones for walking and cycling were generated around mainline railways stations between Plymouth and Taunton, and stations between Paignton and Digby and Sowton Park and Ride.

The results shown in

Table 24 indicate that higher levels of active and shared transport are possible over and above existing uptake levels.

Figure 36: isocrone showing regions around Forde House within a 40-minutebus journey

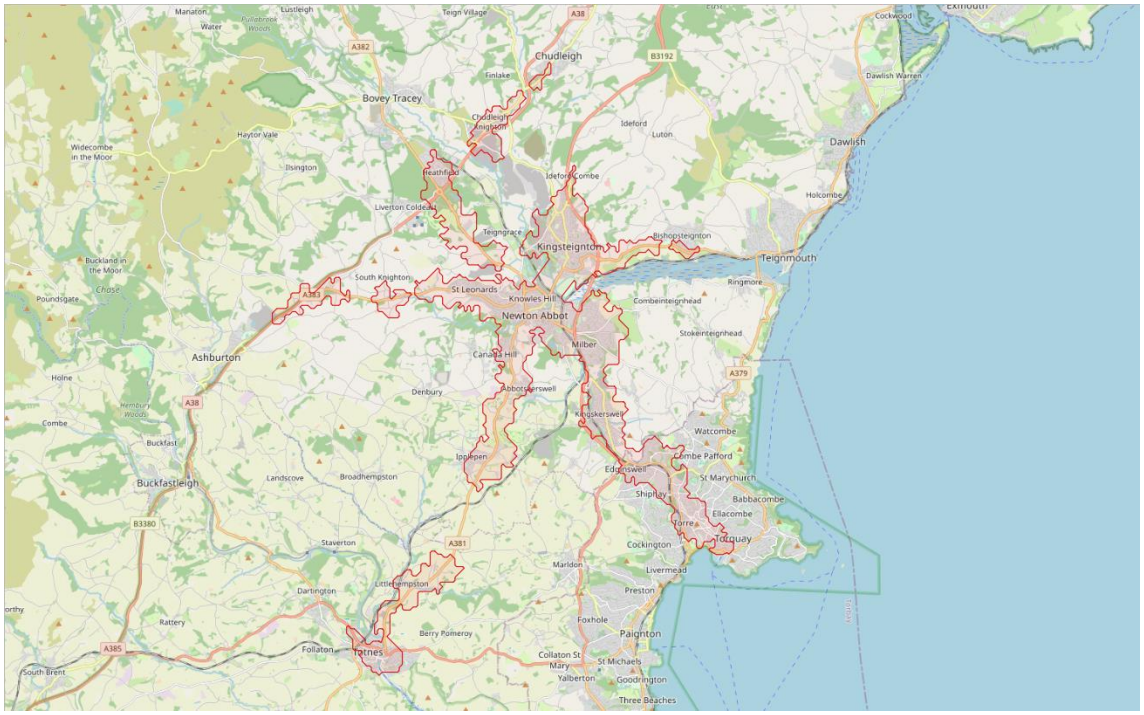


Figure 37: isocrone showing regions around Forde House within a 20-minute walk

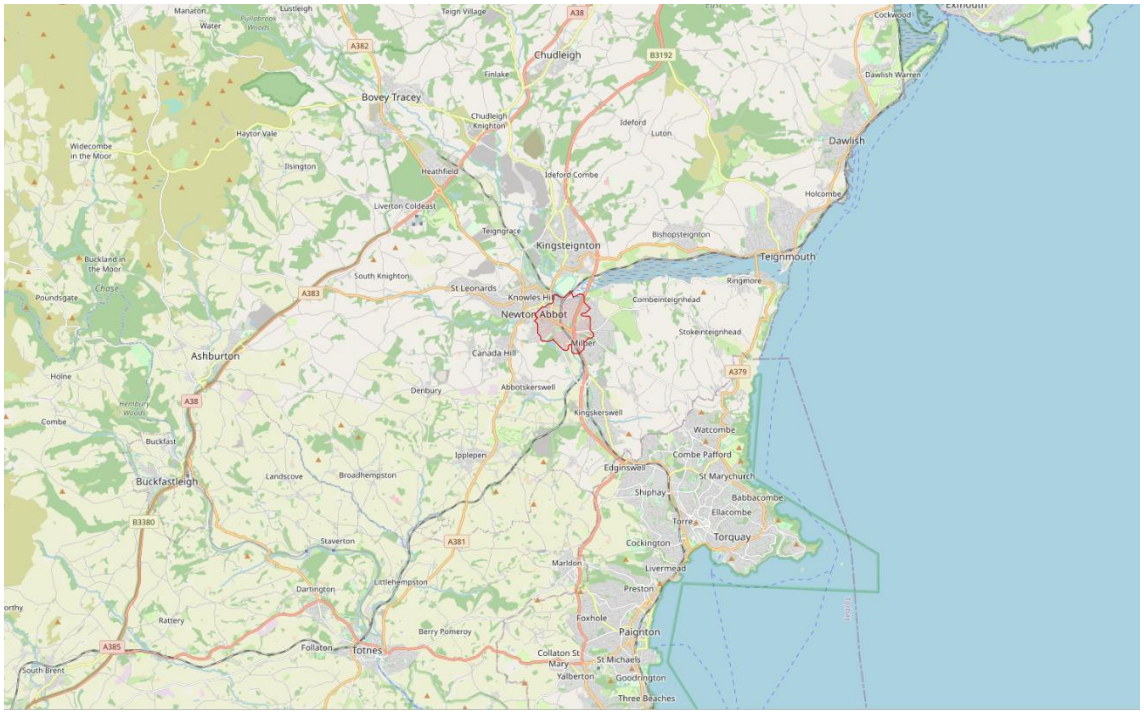


Figure 38: isocrone showing regions around Forde House within a 20-minute cycle

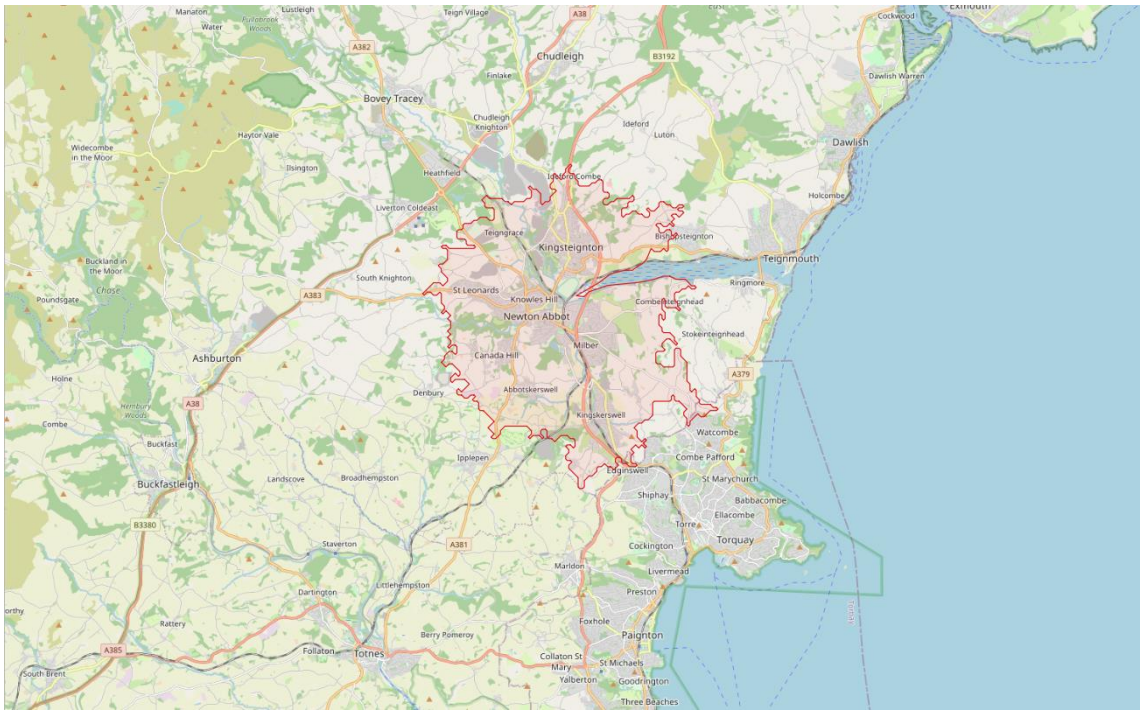


Table 24: GIS Isocrones assessment showing proportion of staff living within each isocrone

Site	Cycling 20 minutes	Walking 20 minutes	Bus 40 minutes	Train with 10-minute walk	Train with 10-minute cycle
Forde House	33%	6%	33%	9%	49%

Site	Cycling 20 minutes	Walking 20 minutes	Bus 40 minutes	Train with 10-minute walk	Train with 10-minute cycle
Forde Road depot	54%	25%	57%	6%	38%
Newton Abbot Leisure Centre	68%	24%	71%	1%	15%
Broadmeadow Sports Centre	29%	18%	53%	0%	94%
Dawlish Leisure Centre	29%	17%	50%	10%	88%

ACTION 21: Use the results of the GIS staff commuting assessment to help target staff communications to increase the uptake of low carbon transport modes, and to identify opportunities where enhancements can be made to improve public transport provision.

8.3. Electric Vehicle Charging Strategy

Electric Vehicle (EV) sales have increased exponentially in the UK over the past ten years, and this trend is set to continue with the Government committing to a ban on the sale of petrol and diesel cars from 2030 in favour of battery electric vehicles.

The staff travel survey identified that 15% and 25% of staff are very likely or likely to purchase an EV in the next five years. When asked about what would encourage staff to purchase an electric vehicle, the main responses were:

- Access to workplace EV charging (55%)
- Access to EV charging at home (51%)
- Access to salary sacrifice scheme (46%)
- Access to green car loans (45%)
- Reduced costs (47%)
- Increased battery range (47%)

We also learned that nearly a quarter of staff (23%) park on street, where it is currently challenging to gain access to charging infrastructure; these staff will likely have a higher dependence on workplace EV charging.

ACTION 22: Develop proposals for green car loans and EV salary sacrifice schemes to help staff gain access to affordable financing.

It is recognised that workplace EV charging will play an important role in enabling a transition to electric vehicles. A report by PWC[12] suggested that 60% of charging will take place at home, 30% of EV charging will take place at work, and 10% will take place enroute and at destination points.

[12] powering-ahead-ev-charging-infrastructure.pdf (pwc.co.uk)

Our EV charging strategy was published in 2019. As part of the strategy, we are actively involved in three EV charging delivery projects including the Devon Low-Carbon and Energy Transport Technology Innovator (DeLETTI), the On-street Residential Charging Scheme (ORCS) project and the Innovate Project. See the Devon County Website for an interactive map showing existing and potential charge point locations.

Our EV charging strategy will need to be updated as a matter of priority to enhance our provision for workplace EV charging at each of our employment sites.

ACTION 23: Update our EV charging strategy to create a plan to deliver workplace EV charging at our main employment sites.

The workplace EV charging strategy will need to consider:

- The expected uptake in demand for EV charging at the sites;
- The number of active and passive EV charging points provided;
- Electrical power capacity availability at the sites;
- Who will be responsible for maintaining the chargers and ensuring high levels of availability;
- Whether we will need long-dwell and short-dwell EV chargers for varying charging needs;
- The cost of charging to charge point users;
- Charge point activation (for example smart phone apps and contactless cards);
- Where the strategy may overlap with tenants including the DWP;
- Where the strategy can cater for residents and members;
- Where the EV strategy may overlap with the Fleet charging strategy.

Opportunities for shared mobility including pool cars and car clubs will help to increase access to low carbon transport, whilst relieving staff of upfront purchase costs, alleviating pressure on parking, and reducing embodied carbon.

ACTION 24: Explore opportunities for shared low carbon mobility services such as pool cars and car clubs.

8.4. Working from Home

Devon County Council commissioned the University of Exeter to investigate the benefits of working from home on reducing emissions; their work[13] suggested that working from home could yield a typical emissions saving of 9.3kgCO_2 per day per staff member, as shown in Figure 39 below. The assessment considered a range of factors including the trade-off between home and workplace heating strategies, and commuter transport modes and commuting distance.

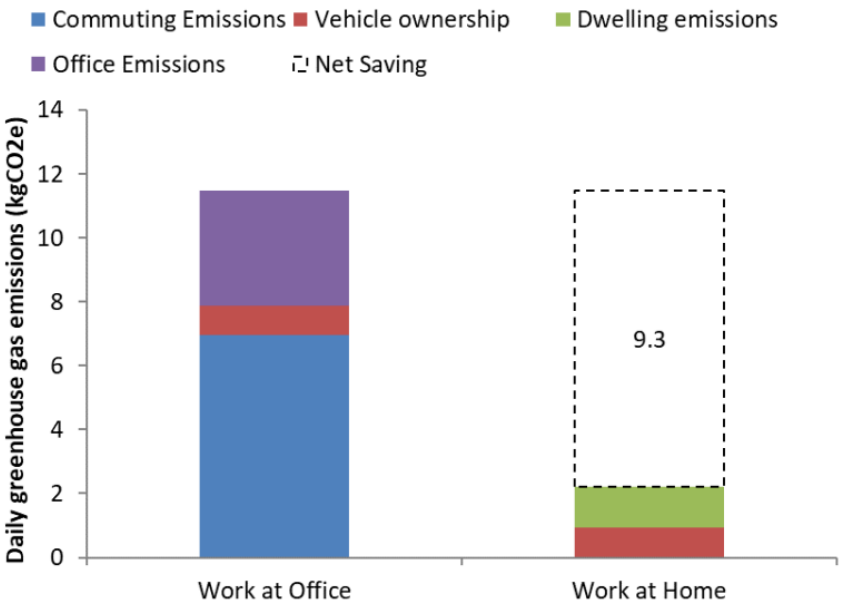
As our buildings transition from fossil fuel heating systems to low carbon heating, and as we transition from diesel and petrol private car use to active and low carbon transport modes, the benefit of working from home will likely reduce. It is therefore important that we continue to review these

[13] DCC-home-working-GHG-report-v3.pdf (devonclimateemergency.org.uk)

benefits and factor them into business decisions. It is important to recognise the benefits that a hybrid home and office working can create for staff wellbeing, productivity, and engagement.

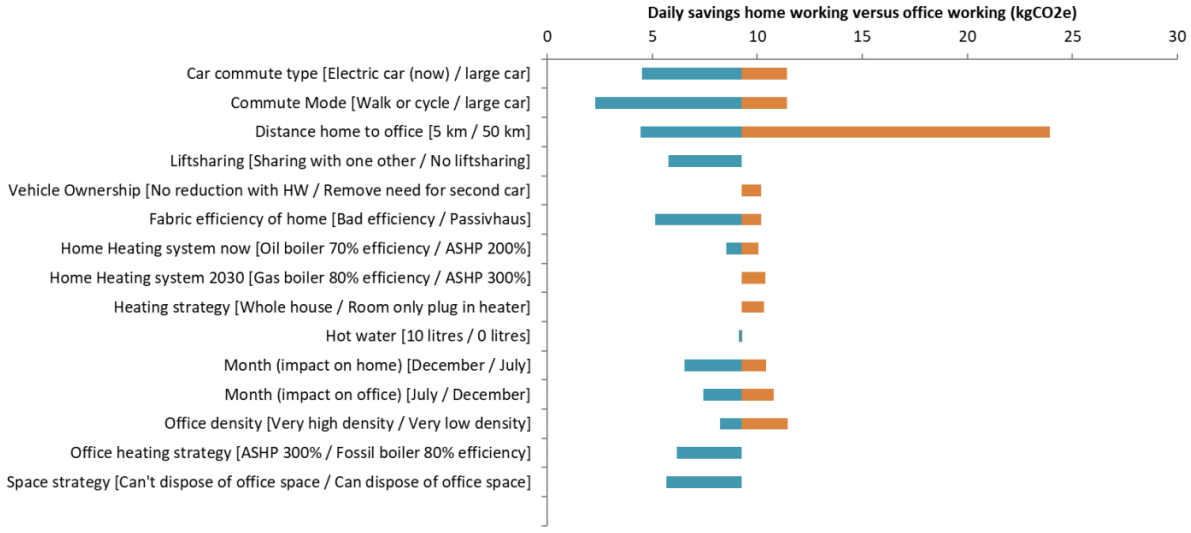
ACTION 25: Continue to monitor the benefits of working from home as part of a staff travel strategy for consideration in business decisions.

Figure 39: The balance in emissions between office working and home working



The sensitivity assessment shown in Figure 40 shows how several factors can influence the emissions benefits of working from home. Perhaps the most influential of these factors are what transport mode staff use and what distance they travel to work; those who use active transport (walking and cycling) see the least benefit from homeworking, whilst those who travel longer distances by car will see the greatest benefit.

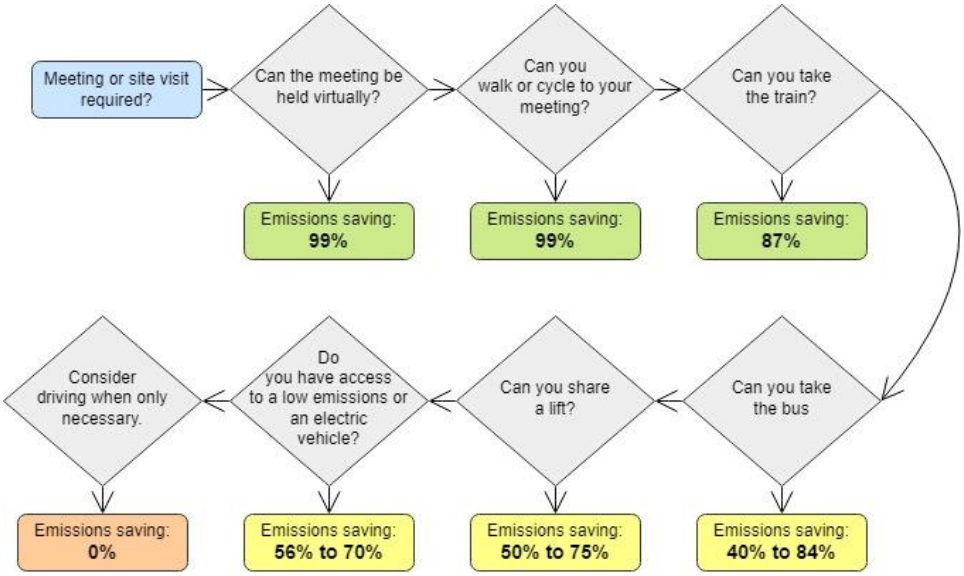
Figure 40: Sensitivity analysis of various factors effecting the benefit of working from home



8.5. Claimed Mileage

Our Part 1 plan for Business Mileage will overlap with our Part 1 Plan for Commuting, with a focus on avoiding the need to travel in the first instance, promoting active transport, enabling public transport, encouraging shared car use, and assisting transport via low emissions and battery electric vehicles, as shown in the decision tree in Figure 41 below.

Figure 41: Decision tree for reducing business transport emissions showing potential emissions savings relative to single occupancy car use



There has been a polar shift in how we work as a result of the COVID-19 pandemic, with our staff switching from conventional office working to agile working almost overnight. Just 2% of staff reported using online meetings daily in 2018 (prior to the COVID-19 pandemic), whereas 48% of staff reported using virtual meetings daily in the most recent 2021 staff travel survey. Following the lifting of lockdown restrictions, we need to continue to embrace virtual working and prevent the need for travel to meetings where possible.

ACTION 26: Better 2022 managers to continue to promote the sustained use of virtual meetings to prevent the need to travel to meetings and site surveys.

For short distance journeys (one to two miles), we should encourage walking and cycling as an alternative to personal car use.

For medium distance journeys (two to ten miles) and long-distance journeys (ten miles or more), we will need to encourage staff to travel using low carbon transport. For single trips and journeys further afield, it may be possible to travel via coach, train, and car share, and for staff to claim transport fares on expenses.

ACTION 27: Promote the use of low carbon transport travel in business travel and the ability for staff to claim transport fares against expenses.

Recognising that we work in a rural district and that staff can travel long distances to multiple sites within one day, it will not always be possible to use public transport modes. For this reason, we need to: promote car sharing, consolidate journeys, and use the most efficient route between multiple destinations; consider creating a fleet of low emissions or battery electric pool cars; and roll out workplace EV charging, as covered in actions 23 and 24.

9. Carbon Action Plan Accommodation

The following section is intended to align with our adopted Housing Strategy[14]. Our baseline 2018/19 scope 3 carbon footprint for temporary accommodation and private sector leasing amounts to 184 tonnes CO_2. Of this figure, 64% relates to temporary accommodation secured through bed and breakfasts, 12% relates to private sector leasing where we have responsibility for utility billing, and 24% relates private sector leasing where the tenants have the responsibility for utility billing.

Due to the way that we have previously recorded private sector housing energy consumption data, we have adopted a simplified approach to estimate energy consumption across our leased accommodation portfolio. Switching to a digital billing format will help us to increase accuracy in reporting carbon emissions for private sector leasing where we are responsible for utility billing; it will also help us to track the effects of energy efficiency improvements over time.

ACTION 28: Transition from paper billing to digital billing for leased sites to enhance data capture and emissions reporting.

Developing our own in-house provision for temporary accommodation at Albany House has helped to reduce our dependence on bed and breakfast providers and reduce spend on temporary accommodation. As our provision for in-house temporary accommodation increases, we will need to work to reduce the carbon footprint of these sites.

ACTION 29: Work to reduce the carbon footprint of temporary housing sites that we own, including Albany House and Luscombe House.

Evidence produced for the CCC[15] and the DLUHC[16] indicates that retrofitting existing homes to low carbon standards will typically cost upwards of £20,000 per home. Based on a portfolio of 38 properties in 2021, the deep retrofit cost would amount to about £0.8 million. Achieving net-zero emissions across our private sector housing portfolio will therefore require significant and persistent investment to achieve the ultimate net zero standard.

Energy Performance Certificates (EPC) across our private sector housing ranges between the minimum acceptable standard of an E (three properties) to B (two properties). We have already begun to map out what improvements will be required to lift properties to at least an EPC C rating; from here, we will need to work with our private sector housing providers to find ways of financing and enabling these works.

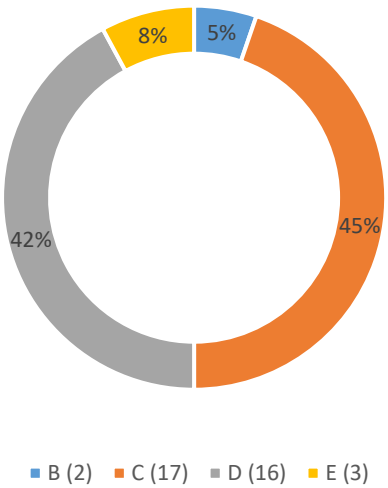
[14] Teignbridge housing strategy

[15] https://www.theccc.org.uk/wp-content/uploads/2019/02/UK-housing-Fit-for-the-future-CCC-2019.pdf

[16] https://committees.parliament.uk/publications/7690/documents/80183/default/

TARGET 7: Work with our private sector landlords to improve the energy efficiency of our leased building stock and work to bring all dwellings up to an EPC rating C by 2030.

Figure 42: Breakdown of private sector housing by EPC rating



The Energy Company Obligation (ECO) scheme and Green Homes Grant Local Authority Delivery Scheme (LADS) offer two potential ways in which we could fund energy efficiency improvements in some of our lowest EPC rated homes leased from private sector landlords. The schemes offer funding for low-income households and households at risk of fuel poverty with low EPC ratings.

ACTION 30: Explore opportunities to fund energy efficiency improvements through the LADS and ECO energy efficiency schemes.

Teignbridge has partnered with the Local Energy Advice Partnership (LEAP), a partnership that offers a free home energy advice visit, free simple energy saving measures such as LED lighting and draught proofing, advice for tenants on their energy bills, and help for tenants to find funding for further home improvements.

ACTION 31: Refer tenants to the Local Energy Advice Partnership to arrange a free energy efficiency consultation.

The Interim Devon Carbon Plan advocates the following actions to decarbonise homes:

- Expand whole house Retrofit trials in Devon, such as Energiesprong, by working with social landlords to aggregate their housing stock and collectively procure Retrofit, targeting houses most in need first.
- Offer bulk-purchasing opportunities for domestic solar PV and battery storage across Devon.
- Explore opportunities to use the Carbon Offset market to fund retrofitting in domestic and commercial buildings

ACTION 32: Work with our Devon Climate Emergency partners and social housing providers to enable and test innovative approaches to whole-house retrofit, accelerate the delivery of renewable energy, and develop a carbon offset market centred on fast-tracking low carbon retrofits.

10. Carbon reduction Plan Supply Chain

Section 3 of the Part 1 Plan identified that our scope 3 supply chain carbon footprint is subject to high levels of uncertainty given that we have adopted an "emissions-by-spend" approach. With this issue in mind, we propose to take a four-part approach to reduce our supply chain carbon footprint:

1. We will work to move away from spend-based emissions reporting towards reporting emissions by activity, such as assessing embodied carbon in construction projects.
2. We will set targets for engaging our supply chain partners and encourage them to align their strategies with the Science Based Targets Initiative or international environmental reporting standards.
3. We will endeavour to roll out a carbon literacy programme and encourage Better 2022 managers to identify resource efficiencies in their Business Plans.
4. We will continue to implement and develop our Responsible Procurement Policy[17], and promote the concept of Doughnut Economics as proposed in the Devon Carbon Plan.

ACTION 33: Move away from spend-based scope 3 emissions reporting based on ONS and Table 13 emissions factors and work towards activity-related emissions factors and evaluations.

We cannot achieve net-zero emissions through simply offsetting our supply chain carbon footprint. A concerted effort amongst our staff and supply chain partners will be required to reduce carbon within our value chain.

TARGET 8: Work towards achieving net-zero supply chain emissions by 2050 at the very latest by setting standards for measuring and reducing embodied carbon and engaging our supply chain partners.

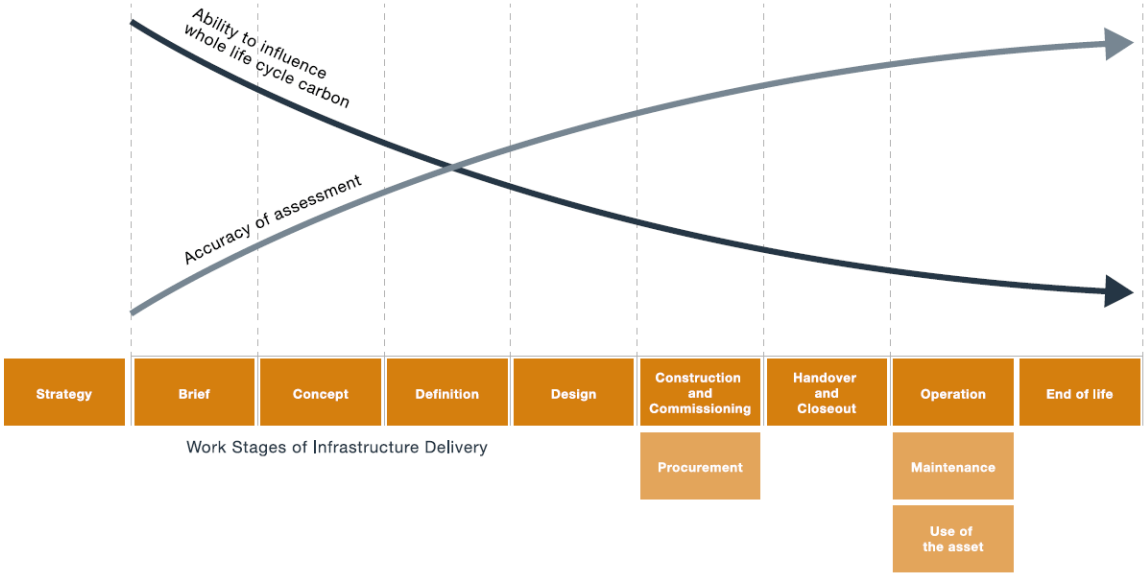
Section 3 highlighted that construction related activities make up a significant share of our carbon footprint. Roughly, 50% of a building's lifetime carbon emissions are produced before practical completion. Therefore, actions taken prior to construction can have a significant impact on a building's lifetime carbon footprint.

TARGET 9: Become a leading authority in reducing embodied carbon in construction projects, and support Teignbridge to become a testbed for innovative low carbon construction techniques.

Incorporating standards for embodied carbon in construction projects can help to encourage lean design and drive resource efficiency, and thereby help to increase value for money. Our ability to influence embodied carbon is greatest at the project brief stage. As projects progress, it becomes increasingly difficult and costly to make decisions to reduce embodied carbon; this effect is shown in Figure 43 below. Targets for embodied carbon should therefore be included within early project conceptualisation stages.

[17] Procurement - Procurement policy - Teignbridge District Council

Figure 43: Graphic demonstrating how our ability to influence embodied carbon reducing over project stages



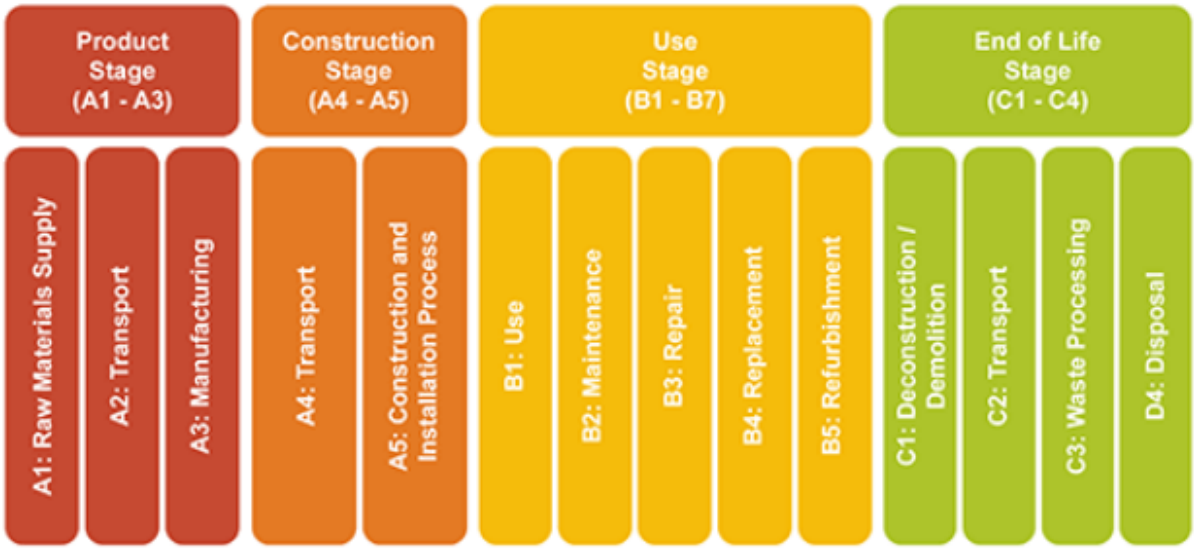
Standards for assessing and reporting embodied carbon in construction tend to split embodied carbon into lifecycle stages, as shown in Figure 44 below.

Lifecycle stages A1 to A3 include the sourcing of raw materials, material transport, and goods manufacturing. Life cycle stages A4 to A5 include transporting finished goods to the construction site and on-site construction activities.

In-use stage B1 includes emissions sequestered or released from materials over their lifetime, and stages B2 to B5 are self-explanatory and cover emissions associated with building repair and maintenance.

End-of-Life emissions C1 to C4 relate to emissions produced to demolish, transport, and dispose of construction materials.

Figure 44: Lifecycle stages for embodied carbon



Assessments of embodied carbon can be incorporated into standardised software packages that are readily used by architects and energy assessors, including BIM and IES virtual environment software. Guidance produced by the Greater London Authority[18] recommends One Click LCA and eToolLCD for buildings and infrastructure projects, and the Tally and the Sturgis Carbon Calculator for building projects.

POLICY 4 – Embodied Carbon: Projects involving the construction of new buildings and requiring planning consent with an anticipated project value of £1 million or more, will be required to produce a lifecycle carbon emissions assessment based on the RICS Whole Lifecycle Assessment Methodology (BS EN 15978). The emissions assessment should include emissions from "cradle" to "practical completion" (modules A1 to A5). This policy will assist design teams to identify carbon hotspots and opportunities to reduce embodied carbon through applying the LETI principals set out below.

Provisional embodied carbon emissions estimates will be produced at the RIBA Stage 2 Concept design stage and will be finalised ahead of gaining planning consent. An embodied carbon reduction statement will be provided as part of the planning submission and will identify what measures have been taken to reduce embodied carbon.

In their Embodied Carbon Primer Design Guide, The London Energy Transformation Initiative (LETI) identified the following principals for reducing embodied carbon in construction:

Build less:

- Is a new building necessary to meet the brief, has retrofit been considered?
- Can existing materials on or near the site be used?
- Has the brief been interrogated against client need and does it represent the most efficient solution?
- Can uses be shared or spaces be multi-functional?
- Carry out a material efficiency review - are all materials proposed necessary?
- Seek to simplify the design - simple designs usually means less embodied carbon

Build light:

- Reduce the weight of the dead loads where possible
- What loadings are really required to meet the brief?
- Can long spans be restricted?

Build wise:

- Ensure longevity of material and systems specifications.
- Review material efficiency options like designing to standard building sizes or for a repeating module.
- Structural members should be designed for 100% utilisation rate where possible.
- Analysing a site is an important activity at the start of a project and this can be extended to the identification of ways of reducing embodied carbon. Possible opportunities include:
    - There may be existing structures or buildings that can be reused or become a source of recycled materials.
    - There may be locally sourced material options, reducing transport to site while allowing architectural expression of the context.

[18] LPG document template (green) (london.gov.uk)

- Designing a project around a site topography, reusing excavated soil, and reducing the amount removed from site

Build low carbon:

- Reduce the use of high embodied carbon materials including concrete and steel.
- Identify 'Big ticket Items' and focus on the big wins first including structure and envelope.
- Consider natural and renewable materials.
- Explore Design for Manufacture and Assembly (DfMA) solutions if this reduces embodied carbon.

Build for the future:

- Ensure future uses and end of life are considered and adaptability is designed in.
- Consider soft spots in the structure.
- Consider regular structural grid and future-proofed risers and central plant space.
- Mechanically fix systems rather than adhesive fix so they can be demounted and reused or recycled, supporting a circular economy.
- Explore methods of creating longevity for materials without additional coatings, as they can reduce the recyclability of the material.

Build collaboratively:

- Solutions must involve the whole design team and the client.
- Use 'rules of thumb' data to drive decision making in meetings, especially in the early stages of design.

ACTION 34 – Identify and deliver a pilot construction project to test the viability of meeting embodied carbon benchmarks. This action will help us to develop in-house expertise in low carbon construction techniques, reduce our scope 3 carbon footprint, and prepare for future changes to national building regulations. The proposed target benchmarks are:

- Offices: 600 kgCO2/m^2
- Dwellings: 500 $kgCO_2/m^2$
- Educational Buildings: 500 $kgCO_2/m^2$
- Retail and Industrial Units: 550 $kgCO_2/m^2$

Part of our construction related activities involve intermediate projects of less than £1 million in value. To reduce embodied carbon in our intermediate sized construction projects, we will need to develop a simplified embodied carbon calculator, which may be used by medium sized contractors to assist in accurately calculating embodied carbon for footprint reporting purposes, and to identify and reduce project carbon hotspots. A balance will need to be struck such that emissions reporting and criteria do not create a barrier to entry for small and local businesses.

ACTION 35: Develop a simplified embodied carbon calculator tool to help quantify embodied carbon in projects with a value of between £100,000 and £999,999 covering medium scale construction and refurbishment projects.

Targets 10 and 11 are intended to help us engage with our supply chain partners covering the first 50% of our local authority spend; through working with our top five and ten suppliers, we can collaborate to identify carbon hotpots, increase the accuracy of emissions reporting, opportunities for product and carbon efficiency, and encourage supply chain partners to develop and adopt net zero strategies.

TARGET 10: Engage with our top five repeat suppliers by 2023 and encourage them to develop a corporate net-zero strategy and reduce emissions in their value chain.

TARGET 11: Engage with our top ten repeat suppliers by 2024 and encourage them to develop a corporate net-zero strategy and reduce emissions in their value chain.

With knowledge of their repeat suppliers and demand for equipment and resources, and as part of a carbon literacy programme, Better 2022 Managers will be encouraged to identify areas where they can reduce our scope 3 supply chain carbon footprint.

ACTION 36: Better 2022 managers to identify where there may be efficiencies to reduce spend on goods and services in their business plans.

We already collaborate with our partners across the southwest peninsula in workshops facilitated by the University of Exeter and the Devon Climate Emergency, and we will continue to do so to share knowledge and a common ground for best practice.

ACTION 37: Continue to engage with our partner local authorities, academic institutions, and the Local Government Association to develop and share best practice in scope 3 emissions reporting.

11. Carbon Action Plan Offsetting

Alongside a process of phasing down the consumption of fossil fuels, increasing energy efficiency, reducing embodied carbon in construction projects, and working with our supply chain partners to reduce our indirect carbon footprint, carbon offsetting will help us to reach our net zero goals.

Carbon offsetting provides an opportunity to include our communities in our Part 1 Plan net zero journey. A good carbon offsetting strategy will provide multiple benefits, which may include but are not limited to:

- accelerating decarbonisation in homes and businesses across the district;
- alleviating fuel poverty;
- creating biodiversity net gain;
- providing ecosystem services;
- increasing resilience to the future effects of climate change.

To date, officer capacity has largely focussed on projects to reduce our direct scope 1 and 2 carbon footprint, in line with best practice guidance. However, we recognise that there is an increasing need to develop and implement a carbon offsetting strategy if we are to achieve our net zero goal.

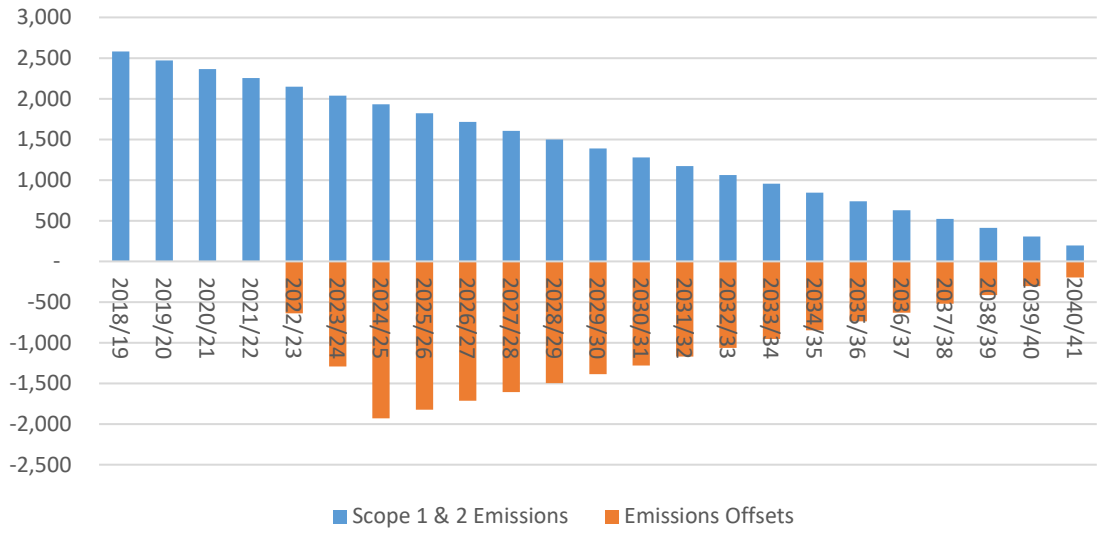
ACTION 38: Develop a carbon offsetting strategy aligning with the emissions reduction pathway for our buildings and vehicle fleet.

Figure 45 shows an illustrative decarbonisation pathway to net zero emissions based on the minimum decarbonisation rate of 4.2% recommended by the SBTI corporate standard. Carbon offsets ramp up from 2022/23 until they match our scope 1 and 2 carbon footprint in 2024/25, and carbon offsets continue to match our scope 1 & 2 carbon footprint until we reduce our residual carbon footprint to 10% of baseline 2018/19 emissions in 2040/41. Based on a carbon offset cost of £50/ tonne CO_2, the total cost of offsetting over this period is £1.4 million with compound inflation of 5%.

The above scenario demonstrates the high cost of achieving carbon neutral status early in our net zero journey and that we should first prioritise investment in the carbon reduction projects set out in sections 5 to 10.

Evidence produced as part of the Devon Carbon Plan identified that if Devon wanted to achieve carbon neutral status by 2030 as a stepping-stone to true net zero emissions, there would not be enough land in Devon to offset emissions using tree planting alone and that significant land use change would be required to achieve this target. Furthermore, there is currently a limited market for robust carbon offsetting schemes that fulfil the seven characteristics consistent of good quality carbon offsets.

Figure 45: Illustrative decarbonisation pathway showing carbon neutral emissions in 2024/25 and net zero status in 2040/41



Good quality carbon offsets demonstrate the following characteristics:

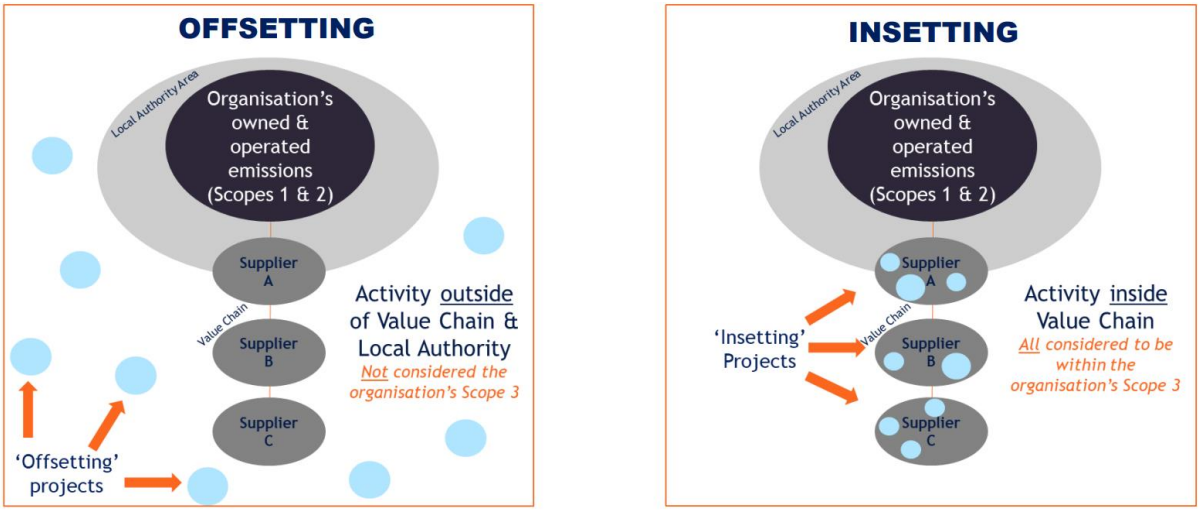
- **Additionality** - Where it can be demonstrated that a measure would not have happened due to natural and environmental effects, government policy or typical market forces, a carbon offset may be considered additional.
- **Avoiding leakage** – A justification of leakage avoidance will demonstrate that by investing in a carbon offset, there are no or minimal unintended or indirect consequential emissions arising from that activity.
- **Permanence** – Projects demonstrating permanence will need to justify that offsetting measures lock in emissions permanently, and that sequestered or prevented emissions are not easily undone.
- **Avoids double-counting** – There is a risk that single or multiple companies could claim the same carbon offset, either due to incorrect reporting methodologies, or due to an inadequate system of creating and retiring emissions offset certificates.
- **Avoiding over-estimation** – Credible emissions offsets can demonstrate that assessments of carbon sequestration or avoidance have not been over-inflated.
- **Transparent** – The adoption of recognised carbon offset codes and the availability of reporting methodologies will help to ensure that emissions offsets are transparent.
- **Independently verifiable** – Carbon offsetting should involve similar functions to financial auditing, which will help to create consensus between parties that emissions offsets generated are real and credible.

Our Tree Strategy identified that the Council "currently has a resilient tree population, especially in light of the impacts of ash dieback disease" and that our tree stock sequesters about 102 tonnes CO_2 per annum. As part of the Tree Strategy, we planted 1,500 trees in 2020 and 2021, and work is underway to plant a further 1,500 trees in 2022; this will help to maintain a diverse and resilient tree population whilst working to achieve a 25% canopy coverage over time and ensure no net loss of coverage.

Going forwards, we should aim to develop an in-house portfolio of carbon offsetting measures through schemes like the Tree Strategy. Through developing a portfolio of multiple offsetting schemes, we will reduce the risk of underperformance against any one offsetting mechanism.

Our offsetting strategy may also support a portfolio of carbon offsetting projects directly within our supply chain, a mechanism known as “carbon insetting”, to reduce our indirect carbon footprint whilst providing mutual benefits for our residents and suppliers. A comparison between carbon offsetting and the process of carbon insetting is shown in Figure 46.

Figure 46: Diagram showing the concepts of carbon insetting as an alternative to carbon offsetting, where offsetting typically includes measures to sequester or avoid emissions outside of the authority boundary and outside of our supply chain, and where insetting includes measures to sequester or avoid emissions within our supply chain and within our authority boundary. (Image credit Anthesis)



12. Our Carbon Budget

The Part 1 Plan draws on elements of the Science Based Targets Initiative (SBTI) Corporate Manual[19]. The SBTI recommends a minimum absolute carbon contraction of 4.2% per annum for Scope 1 and Scope 2 emissions.

Furthermore, relative to our baseline 2018/19 carbon footprint, the SBTI recommends a combined scope 1 and 2 emissions reduction of:

- 29.4% and 17.5% by 2025 to align with carbon budgets consistent with 1.5°C and 2.0°C global warming; this will equate to total cumulative emissions of 17,610 tonnes CO_2 and 18,839 tonnes CO_2 respective of 1.5°C and 2.0°C of global warming.
- 50.4% and 30.0% by 2030 to align with carbon budgets consistent with 1.5°C and 2.0°C global warming; this will equate to total cumulative emissions of 25,094 tonnes CO_2 and 28,516 tonnes CO_2 respective of 1.5°C and 2.0°C of global warming.

It will be the intention of this plan to deliver carbon reductions consistent with 1.5°C and not more than 2.0°C of global warming. Where possible and subject to business cases and staff capacity, the Part 1 Plan will be front-loaded with actions to reduce year-on-year emissions accumulations.

ACTION 39: Review progress towards carbon budgets and aim to limit cumulative emissions to levels consist with 1.5°C of global warming and well below 2.0°C of global warming.

It should be noted that the plan diverges from the Science Based Targets Initiative Corporate Manual in our treatment of biomass combustion emissions; our methodology assumes that carbon dioxide emissions released from the combustion of biomass are attributed to the source of biomass, and that they will be recaptured through the growth of new biomass. We have reported non-CO_2 emissions including nitrogen dioxide in our scope 1 carbon footprint relating to the combustion of biomass.

[19] SBTi-Corporate-Manual.pdf (sciencebasedtargets.org)

13. Governance and Performance Monitoring

The success of this plan will be significantly dependant on how the actions of the plan are embedded within the organisation. The Council has an existing Corporate Projects Board and performance management framework that will be used to manage the projects and actions within the plan.

The Climate Change Officer will lead the project team which will include representatives from the key service areas involved in the delivery of the plan.

Reporting to Councillors and members of the public will be via several channels:

- Biannual Executive Member updates to Overview and Scrutiny 1.
- Quarterly reporting to Overview and Scrutiny 1 via the Action on Climate Programme of works under the Council strategy.
- Annual publication of the Carbon Footprint on the Council's website.

The we will undertake an annual review of the progress of the programme of work, and identify new technologies, opportunities, and funding streams to deliver future projects.

As part of the annual Capital Programme Review, we will identify funding opportunities for a pipeline of projects and consider using funding streams not limited to grants, capital, borrowing, Section 106 , Community Infrastructure Levy and green bonds.

Teignbridge District Council Local Authority Carbon Footprint

Emissions Summary

Table 1: Summary of Scope 1 emissions (tonnes CO_2 equivalent)

	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
SCOPE 1 EMISSIONS								
Heating								
Forde Road Offices Heating Oil	10.9	15.9	16.1	20.6	14.2	16.8	16.8	
NALC, BMSC & Lido Gas	339.5	343.7	271.1	286.6	292.0	269.6	285.8	
Forde House Gas	85.9	92.3	93.2	87.2	6.3	0.0	0.0	
Forde Road Offices Gas	16.5	16.8	14.1	14.7	22.6	16.0	15.5	
All Other Sites Gas	43.5	56.0	56.9	108.0	75.5	60.1	41.4	
Dawlish Leisure Centre Biomass	12.0	13.0	9.4	9.9	9.9	7.9	9.1	
Transport								
Pool Cars	0.8	0.6	0.5	0.1	0.3	0.0	0.0	
Claimed Mileage	52.2	47.4	20.7	35.4	33.4	40.4	37.4	
Commercial Vehicles								
Bulking Station	63.5	64.1	65.3	63.4	64.2	58.8	59.4	
Enforcement	5.4	5.5	4.1	6.7	7.5	6.7	4.7	
Green Spaces, Grounds Maintenance & Rangers	5.3	5.4	5.8	6.2	7.8	6.4	6.8	
Parking	5.6	5.6	4.4	9.6	5.2	5.4	3.5	
Property	0.7	0.7	0.8	0.4	0.3	0.0	0.3	
Recycling Collection	439.1	443.4	462.8	458.8	460.3	438.5	438.7	
Refuse Collection	520.4	525.4	551.8	541.3	536.0	529.9	516.5	
Streets	209.8	211.8	200.4	179.9	212.3	224.9	206.3	
Workshop	1.4	1.4	1.1	1.1	0.8	0.8	0.8	
Miscellaneous Vehicles & Equipment	33.3	33.6	29.7	18.9	14.8	16.5	13.7	

Table 2: Summary of Scope 2 emissions (tonnes CO_2 equivalent)

	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
SCOPE 2 EMISSIONS								
Built Environment								
NALC, DLC, BMSC & Lido Electricity	323.4	291.9	186.1	200.6	194.8	215.6	209.3	
Forde House Electricity	132.0	102.1	71.1	66.6	67.1	81.0	86.1	
Forde Road Offices & Waste Bulking Station Electricity	43.4	36.7	34.5	32.5	27.8	28.7	28.8	
All Other Sites Electricity	220.2	193.4	126.2	133.9	115.9	121.1	111.8	
Fleet Electric Vehicles								
Enforcement Electric Vehicles	0.0	0.0	0.0	0.0	0.0	0.0	0.9	
Parking Electric Vehicles	0.0	0.0	0.0	0.0	0.0	0.0	0.7	
Recycling Electric Vehicles	0.0	0.0	0.0	0.0	0.0	0.0	0.2	
Refuse Electric Vehicles	0.0	0.0	0.0	0.0	0.0	0.0	0.4	
Streets Electric Vehicles	0.0	0.0	0.0	0.0	0.0	0.0	1.3	
Workshop and Miscellaneous Electric Vehicles	0.0	0.0	0.0	0.0	0.0	0.0	0.3	

Table 3: Summary of Scope 3 emissions (tonnes CO2 equivalent)

	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
SCOPE 3 EMISSIONS								
Heating								
Owned Sites - Leased Out	0.0	0.0	0.0	107.9	75.5	54.2	57.1	
Forde Road Offices Heating Oil (WTT)	2.1	3.0	3.1	4.5	3.1	3.7	3.7	
NALC, BMSC & Lido Gas (WTT)	47.2	44.7	39.1	49.1	50.5	44.5	47.3	
Forde House Gas (WTT)	11.9	12.0	13.4	14.9	1.1	0.0	0.0	
Forde Road Offices Gas (WTT)	2.3	2.2	2.0	2.5	3.9	2.6	2.8	
All Other Sites Gas (WTT)	6.1	7.3	8.2	18.5	13.0	9.9	7.6	
Owned Sites - Leased Out (WTT)	0.0	0.0	0.0	18.5	13.0	8.9	10.5	
Dawlish Leisure Centre Biomass (WTT)	28.6	31.5	23.2	35.2	35.4	27.5	29.9	
Passenger Transport								
Pool Cars (WTT)	0.2	0.1	0.1	0.0	0.1	0.0	0.0	
Claimed Mileage (WTT)	13.3	12.1	4.9	8.5	10.5	10.6	9.9	
Fleet Diesel Vehicles								
Bulking Station Disel (WTT)	14.9	15.2	15.7	15.4	15.3	14.3	14.4	
Enforcement Disel (WTT)	1.3	1.3	1.0	1.6	1.8	1.6	1.2	
Green Spaces, Grounds Maintenance & Rangers Disel (WTT)	1.3	1.3	1.4	1.5	1.9	1.6	1.6	
Parking Disel (WTT)	1.3	1.3	1.1	2.3	1.2	1.3	0.8	
Property Disel (WTT)	0.2	0.2	0.2	0.1	0.1	0.0	0.1	
Recycling Collection Disel (WTT)	103.4	105.5	110.9	111.4	109.7	106.7	106.7	
Refuse Collection Disel (WTT)	122.5	125.0	132.2	131.4	127.7	129.0	125.6	
Streets Disel (WTT)	49.4	50.4	48.0	43.7	50.6	54.7	50.2	
Workshop & Miscellaneous Disel (WTT)	0.3	0.3	0.3	0.3	0.2	0.2	0.2	
Equipment Disel (WTT)	13.2	15.2	15.7	15.4	15.3	14.3	14.4	
Fleet Electric Vehicles (WTT)								
Enforcement Electric Vehicles (WTT)	0.0	0.0	0.0	0.0	0.0	0.0	0.2	
Parking Electric Vehicles (WTT)	0.0	0.0	0.0	0.0	0.0	0.0	0.1	
Recycling Electric Vehicles (WTT)	0.0	0.0	0.0	0.0	0.0	0.0	0.0	
Refuse Electric Vehicles (WTT)	0.0	0.0	0.0	0.0	0.0	0.0	0.1	
Streets Electric Vehicles (WTT)	0.0	0.0	0.0	0.0	0.0	0.0	0.3	
Workshop and Miscellaneous Electric Vehicles (WTT)	0.0	0.0	0.0	0.0	0.0	0.0	0.1	
Built Environment Electricity Consumption								
Owned Sites - Leased Out	0.0	0.0	0.0	63.1	60.0	55.1	56.8	
NALC, DLC, BMSC & Lido Electricity (WTT)	27.6	24.8	16.0	17.8	17.8	18.7	46.4	
Forde House Electricity (WTT)	11.3	8.7	6.1	5.9	6.1	7.0	19.1	
Forde Road Offices & Waste Bulking Station Electricity (WTT)	3.7	3.1	3.0	2.9	2.5	2.5	6.4	
All Other Sites Electricity (WTT)	18.8	16.4	10.9	11.8	10.6	10.5	24.8	
Owned Sites - Leased Out	0.0	0.0	0.0	5.6	5.5	4.8	12.6	
Accommodation								
Bed & Breakfast & Hotel Temporary Accommodation	118.4	63.0	72.5	43.6	94.3	115.3	147.1	
Private Sector Housing	65.8	47.8	58.2	50.3	49.9	58.0	90.0	
Waste & Water								
Water Supply	15.4	16.7	5.6	5.9	6.8	8.0	8.2	
Waste water	30.1	32.7	9.7	10.2	11.7	8.6	9.4	
Solid Waste Disposal	2.8	2.8	1.7	2.6	0.7	1.4	1.7	
Supply Chain								
Construction, Goods & Services	3,421.0	3,622.9	1,628.6	2,979.3	2,508.8	3,117.9	3,960.5	
OUTSIDE OF SCOPE EMISSIONS								
Bioenergy Outside of Scope								

Table 4: Summary emissions by Scope (tonnes CO2 equivalent)

	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
SUMMARY								
Total Scope 1 Emissions	1,845.9	1,882.6	1,808.2	1,848.8	1,763.5	1,698.8	1,656.7	
Total Scope 2 Emissions	719.0	624.2	417.9	433.7	405.6	446.4	436.1	
Combined Scope 1 & 2 Emissions	**2,564.9**	**2,506.8**	**2,226.1**	**2,282.5**	**2,169.1**	**2,145.2**	**2,092.7**	
Total Scope 3 Emissions	4,134.2	4,267.7	2,232.6	3,781.6	3,304.4	3,893.5	4,867.8	
Grand Total	**6,699.1**	**6,774.5**	**4,458.7**	**6,064.1**	**5,473.5**	**6,038.7**	**6,960.5**	

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Internal Audit Report

Climate Change

July 2025

Introduction

On 18 April 2019, Full Council declared an environment and climate emergency, and a letter asking for support and backing from central government was sent to the Prime Minister from the Leader of the Council on 1 July that year.

Councillors committed to doing what is within their powers to become a carbon neutral district by 2025, and as a signatory of the Devon Climate Emergency, the Council are working with partners across Devon and the South West in pursuit of these goals.

The Executive Member for Climate Change, Trees, Coast, and Flood Risk Management provides strategic direction for the Authority's response to the Climate Emergency. The Council have played a leading role in tackling climate change for some time, with lots of work completed and on-going in the Council Strategy's 'Zero Heroes' project.

Since declaring the Environment and Climate Emergency, the Council have revisited plans to create a Carbon Action Plan Part 1 which covers in-house operations setting out a series of actions to tackle emissions produced as a consequence of the services delivered as a local authority; this was adopted by Full Council in July 2022.

A previous audit which assessed governance, strategy, legislation, risk, performance and benchmarking was undertaken in October 2022. An overall assurance opinion of 'Good' was provided.

Audit Scope and Objectives

The scope of this audit has been to independently assess the extent to which the Council is meeting the targets within the Council's Carbon Action Plan. Therefore, the following key risks formed the basis of testing:

- Failure to meet the targets set within the Carbon Action Plan may cause environmental harm, legal and financial penalties, reputational damage, economic costs and negative social and health impacts.
- Previous audit recommendations have not been implemented increasing the likelihood of intended benefits not being realised.

An additional risk has been added to the scope of this work by including a review of how climate change activity is reported to Senior Leadership and Members. The risk is:

- A lack of reporting to Senior Leadership and Members may risk strategic decision-making and the Council's long-term resilience.

Findings

The Climate Change Officer is actively working towards achieving the 11 targets set out in the Carbon Action Plan (CAP) making the most of the resources available. Good progress has been made particularly in reducing natural gas consumption and lowering the carbon footprint across Council-owned buildings.

We have been informed that further work is needed to implement the following:

- Generate 20% of electricity needs through on-site generation by 2025.
- Procure a minimum of 80% residual electricity demand through renewable energy by 2025.
- Offset up to 100% of residual electricity demand by 2030.

- Achieve a recycling rate of 65% by 2030.
- Work with private sector landlords to increase EPC ratings of leased buildings up to ‘C’ by 2030.
- Achieve net-zero supply chain emissions by 2050.
- Engage with the top five repeat suppliers encouraging them to develop a corporate net-zero strategy.

To support the delivery of the 11 targets within the CAP 39 actions have been identified which help enhance data capture, increase the scope of emissions reporting, increase in-house expertise in low carbon concepts, work towards becoming a carbon literate organisation and identify where there is further work needed to enhance the net-zero strategy.
No mechanism has been established for reporting progress of the targets/actions within the CAP to Senior Leadership (SLT) or Members.

The Overview and Scrutiny (O&S) Committee plays a key role within the Council’s democratic framework, ensuring transparency and holding decision-makers accountable. A review of agendas throughout the 2024/25 financial year shows that Climate Change has featured once. Given the Council’s commitment to achieving carbon neutrality by 2025, it may be expected that more consistent scrutiny and challenge is given in this area.

The Climate Change Officer has made significant progress in addressing the audit recommendations issued in October 2022, with the majority either fully implemented or currently underway.

Audit Assurance Opinion

A ’four star rating’ is used by Internal Audit to indicate the level of assurance for the systems and areas we audit. These scores contribute to the opinion Internal Audit are required to give annually on the Council’s overall control environment. Details are as follows:

Excellent	✡✡✡✡	The areas reviewed were found to be well controlled, internal controls are in place and operating effectively. Risks against the achievement of objectives are well managed.
Good	✡✡✡	Most of the areas reviewed were found to be adequately controlled. Generally risks are well managed but some areas for improvement have been identified.
Fair	✡✡	There is a basic control framework in place, but most of the areas reviewed were not found to be adequately controlled. Generally risks are not well managed and require control to be strengthened to ensure the achievement of objectives.
Poor	✡	Controls are seriously lacking or ineffective in their operation. No assurance can be given that the system’s objectives will be achieved.

The overall assurance level is considered to be:

Good ✡✡✡

The following table summarises our assurance opinions on each of the risk areas covered during the audit. These combine to provide the overall assurance opinion given above.

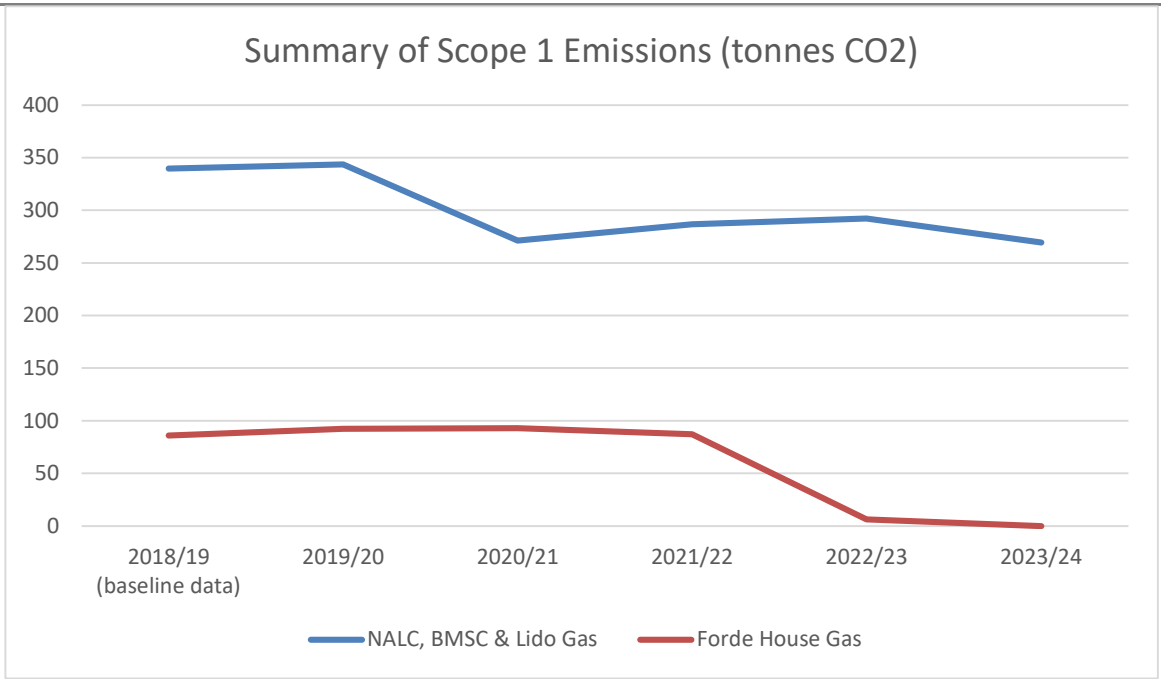
Risk Areas Covered		Level of Assurance
1	Failure to meet the targets set within the Carbon Action Pian may cause environmental harm, legal and financial penalties, reputational damage, economic costs and negative social and health impacts.	Good ✡✡✡
2	A lack of reporting to Senior Leadership and Members may risk strategic decision-making and the Council's long-term resilience.	Fair ✡✡
3	Previous audit recommendations have not been implemented increasing the likelihood of control failure increases.	Good ✡✡✡

The findings and recommendations in relation to each of these areas, and management's comments, are recorded in the "Detailed Audit Observations and Action Plan" appendix.

Acknowledgement

We would like to express our thanks and appreciation to all who provided support and assistance during the course of this audit, particularly William Elliot (Climate Change Officer).

1. **Risk Area:** Failure to meet the targets set within the Carbon Action Plan may cause environmental harm, legal and financial penalties, reputational damage, economic costs and negative social and health impacts.	**Level of Assurance**
Opinion Statement: The 11 targets included within the Carbon Action Plan (CAP) look to set aspirations for; - Phasing out the supply of natural gas, - Increasing the supply of renewable energy, - Increasing energy efficiency in leased accommodations, - Increasing recycling rates, - Increasing supply chain engagement to reduce indirect emissions. At the time of writing the CAP there was no target set for fleet electrification due to there being a lack of evidence supporting what Key Performance Indicators were being taken forward. Since then, the Council have rolled out a first phase of electric vehicles as well as supplying the vehicle depot with sufficient electrical capacity to electrify the full fleet. 20 vehicles have currently been replaced which generates a carbon saving of 57,774 kgCO2. We have been provided with an update from the Council's Climate Change Officer as to how each target is progressing which is documented below. **<u>Target 1 (Achieve an 88% reduction in natural gas consumption across buildings that the Council own and operate by 2025 by switching gas-fired boilers for electrified heating systems)</u>** The Forde House and Teignmouth Lido heat decarbonisation projects are complete. Newton Abbot Leisure Centre has been delayed related to an issue with gaining a grid connection, but, we are informed this is now due to complete in June 2025. The completion of these projects is expected to achieve a 76% reduction in natural gas consumption. The Broadmeadow Leisure Centre project is due for completion in July 2025. This is involving work to replace the gas-fired heating system with an air-source heat pump with the expectation of working towards an 88% reduction in natural gas consumption. The Climate Change Officer has informed us that the Council do have a good understanding of how much natural has consumption the project will displace but will know the full effects once the project is complete. The benefits of the completed projects are available through the Council's website providing detail on the Carbon Footprint (Teignbridge District Council Carbon Footprint). The data for 2024/25 is not yet available and is expected in the Summer of 2025. The graph on page 6 provides a visual of the reduction in emissions across the last 5 years at these sites:	**Good ✡✡✡**



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An application for the “Small Sites” bid was submitted to Salix under the Low Carbon Skills Fund in 2024. Unfortunately, although the application was compliant, it was un-successful due to the volume of applications submitted nationally. This bid was submitted to develop outline business cases for heat decarbonisation and energy efficiency projects covering Forde Road Depot, The Alex & Market Hall, Albany House, Decoy County Park, Teignbridge Business Centre and Old Forde House which are all reported within the Council’s scope 1 carbon footprint. Sherborne House is reported within the scope 3 carbon footprint.

We understand that the Climate Change Officer did not have the capacity to re-submit to Salix and then subsequently monitor delivery. Also, Government have not since provided further funding with none being available for 2025-26.

The Sport England Swimming Pool Support Fund grant is in place to deliver work at Dawlish Leisure Centre which needed to be spent by March 2025. The Climate Change Officer informed us that work has commenced and a PV system installed under this grant is operational. Further work completed involves a heat recovery air handling unit with a similar package of works programmed for Newton Abbot Leisure Centre. These are projects are significant as they will reduce the Council’s heating demand. The Council were awarded £168k and have an agreement from the funding body to draw down the rest of the funding ready to complete the work in June 2025.

Target 2 (Generate the equivalent of 20% of Council electricity needs through on-site generation relative to 2018/19 levels by 2025)

This target is around powering up buildings with renewable energy to help reduce the carbon footprint whilst also reducing electricity bills. Photovoltaic (PV) is a terms commonly used in the context of solar energy, where PV systems convert sunlight directly into electricity using semiconducting materials that exhibit the PV effect.

As of March 2025 the Council are reporting that the overall shortfall in PV uptake to reach their target is approximately 125kW. The Climate Change Officer is in the process of exploring other options available for installing PV systems and may need to think differently on how to achieve the target.

Target 3 (Procure a minimum of 80% of Council residual electricity demand from renewable energy via the utility supplier by 2025)

The Council procure gas and electricity to heat and power its estate which include offices, leisure centres, car parks, tenanted properties, and various small and unmetered supplies, through LASER Energy Ltd (LASER). LASER can be described as an energy management company. They work with licenced energy suppliers to procure gas and electricity on the Council's behalf, carrying out the necessary administration to provide the Council with consolidated energy billing covering the asset portfolio.

The CAP states in order to reach this target the Council should be continuously reviewing renewable energy tariff offerings under the existing LASER energy supply contract ahead of its expiry in October 2024. A supply contract renewal paper went to Full Council to secure the supply of gas and electricity for the Council between October 2024 and September 2028.

The committee agreed to renew the existing LASER energy contracts and instructed The Climate Change Officer (in consultation with the Executive Member) to propose to LASER urging the early introduction of the Green Basket product to provide the option to source up to 100% of the Council's electricity demand from renewable energy generators to support target 3 in the CAP. However, the Green Basket project has since been abandoned by LASER post COVID due to the energy crisis.

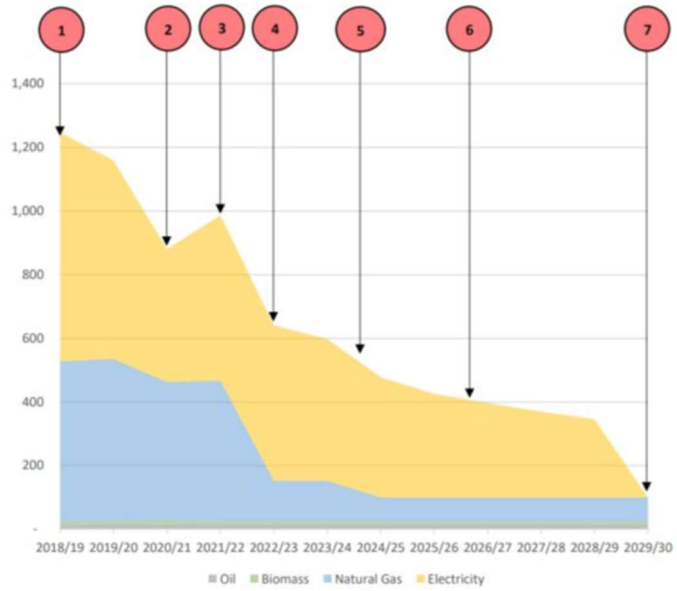
The supply of renewable energy through the LASER contract has increased from 26% in 2018/19 to 40% in 2022/23. The Climate Change Officer informed in March 2025 there has been no progress made on increasing the % of renewable energy since March 2023.

Target 4 (Offset up to 100% of Council residual electricity demand by 2030 through financing new off-site renewable energy in Devon by 2030)

The Climate Change Officer informed us in May 2025 that there has been no active progress towards completion of this target. This is due to it being seen as a 'lower' priority as the Council continue to progress actions that either have more impact on the direct scope 1 carbon footprint, or, actions that have a broader and more immediate community benefit. We have been informed that once the ongoing heat decarbonisation and energy efficiency projects are complete attention to this target can be given.

Target 5 (Reduce the carbon footprint of the buildings and estate that the Council own and operate by 90% by 2023 and offset the residual carbon footprint of 10% using carbon offsetting)

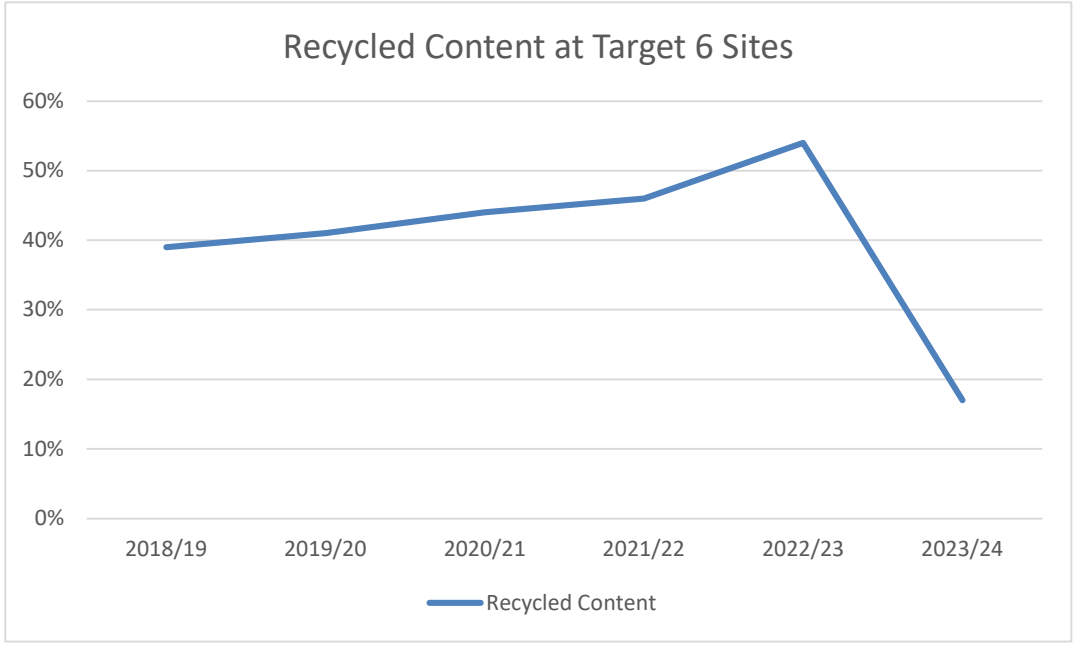
Progress under Target 1 means that the Council are on track under way market one to five on the illustrative decarbonisation pathway shown below. Achieving this target in full will require switching to a 100% renewable energy tariff by 2030.



The figure above extracted from the CAP covers the Council's scope 1 and 2 carbon footprint building emissions. This illustrates how emissions could reduce from approx. 1,243 tonnes of CO2 in 2018-19 to approx. 100 tonnes in 2029/30.

Target 6 (Aim to achieve a recycling rate of 65% by 2030 at Forde House, the Depot, Leisure Sites, Market Hall and Teignbridge Business Centre)

The latest data available (as of March 2025) on recycling rates at these assets is 17% in 2023/24 resulting in a lot of work needed to achieve this target. Waste and Recycling does have a relatively low impact on reducing the carbon footprint. The graph below shows that recycling rates have decreased significantly since 2018/19:



Target 7 (Work with private sector landlords to improve the energy efficiency of Council leased building stock and work to bring all dwellings up to an EPC rating C by 2030)

Progress towards the achievement of this target is at the early stages. In May 2025 a baselining study was undertaken to review what EPC standards the Council's portfolio of private sector housing achieves, as well as assessing what efficiency measures each EPC recommends to maximise performance. Off the back of this baselining data, the Council are due to set up a meeting to determine the best way to improve the private sector housing portfolio, which may include strategies prioritising energy affordability and where carbon can be reduced.

Target 8 (Work towards achieving net-zero supply chain emissions by 2050 at the very latest by setting standards for measuring and reducing embodied carbon and engaging the Council's supply chain partners)

The CAP mentions that the Council's scope 3 supply chain carbon footprint is subject to high levels of uncertainty given that they have adopted an 'emissions-by-spend' approach. Scope 3 supply chain carbon footprint refers to the greenhouse gas (GHG) emissions that occur indirectly in the value chain of an organisation, both upstream and downstream. These emissions are not directly controlled by the organisation but are influenced by its activities. The CAP has listed a four-part approach to reduce the supply chain carbon footprint.

The Climate Change Officer informed us in March 2025 that work to implement this target has been minimal. The priority at present is to reduce the Council's scope 1 and 2 emissions through the decarbonisation work before focussing on the reduction of scope 3.

Target 9 (Become a leading authority in reducing embodied carbon in construction projects, and support Teignbridge to become a testbed for innovative low carbon construction techniques)

The CAP mentions that construction related activities make up a significant share of the carbon footprint. Roughly, 50% of a building's lifetime carbon emissions are produced before practical completion. Therefore, actions taken prior to construction can have a significant impact on a building's lifetime carbon footprint.

Policies (titled GP1 and CC2) are in place which state that development must minimise embodied carbon. These documents attract weight when determining applications across the district. The policies are available within the public domain via the Teignbridge Local Plan 2020-2040 (teignbridge-local-plan-2020-2040-proposed-submission-addendum_opt.pdf).

The Climate Change Officer informed us that further work is required in order to pursue this target, for example, the rolling out of planning officer training. However, there is no implementation date set for this target as it will be an on-going procedure once completed.

Targets 10 and 11 (Engage with the Council's top five repeat supplier by 2023 and 2024 and encouraging them to develop a corporate net-zero strategy and reduce emissions in their value chain)

The CAP mentions that these targets are intended to help the Council engage with their supply chain partners covering the first 50% of local authority spend; through working with their suppliers. This work hoped to then identify carbon hotspots, increase the accuracy of emissions reporting, provide opportunities for product and carbon efficiency, and encourage supply chain partners to develop and adopt net zero strategies. The Climate Change Officer informed us in March 2025 that these targets have not been met.

Action Plan

There are 39 actions identified within the CAP which are in place to help enhance data capture, increase the scope of emissions reporting, increase in-house expertise in low carbon concepts, work towards becoming a carbon literate organisation and identify where there is further work needed to enhance the net-zero strategy. Aside from the carbon footprint data which is published annually, there is no mechanism established to track and report the progress of all identified actions.

No.	Observation and implications		
1.1	**Targets 10 and 11 have not been implemented** These targets were set within the CAP to engage with the Council's top five suppliers by 2023 and 2024 by encouraging them to develop a corporate net-zero strategy and reduce emissions in their value chain. The Council have therefore not collaborated to identify carbon hotspots, increase the accuracy of emissions reporting, identify opportunities for product and carbon efficiency and not encouraged supply chain partners to develop and adopt net-zero strategies.		
	Recommendation	Priority	Management response and action plan including responsible officer
1.1.1	Progress Targets 10 and 11 as part of the CAP.	Medium	Our supply chain carbon footprint represents the largest share of the Council's carbon footprint and should therefore become a priority area now that projects have mobilised to address a significant share of our direct scope 1 and 2 carbon footprint. This workstream needs broadening out beyond engagement with established repeat suppliers by enhancing our sustainable procurement procedure enabling environmental impacts to be measured and tracked throughout the end-to-end specification development, procurement, and delivery stages. There is an opportunity to tap into existing Devon groups such as the Devon Climate Emergency Group and Scope 3 Community of Practice to establish what measures and KPI's are effective to address our supply chain carbon footprint without duplicating work undertaken elsewhere. This could be prioritised in 2026/27.

No.	Observation and implications		
1.2	**The 39 actions within the CAP are not actively monitored.** The actions included within the CAP are in place to help enhance data capture, increase the scope of emissions reporting, increase in-house expertise in low carbon concepts, work towards becoming a carbon literate organisation and identify where there is further work needed to enhance the net-zero strategy. Aside from the carbon footprint data which is published annually, there is no mechanism established to track and report the progress of all identified actions.		
	Recommendation	Priority	Management response and action plan including responsible officer
1.2.1	Develop a mechanism for tracking and reporting the progress of the 39 actions within the CAP.	Medium	Three years have elapsed since the plan was approved at Full Council in July 2022. Significant actions, including Target 1, are on track to be achieved; at the same time, we have surpassed expectations set out within the CAP with regards to the fleet where we have delivered a first phase of electric vehicle charging where there was no target to do so within the plan. A refresh of the plan and its targets and actions is now due for the document to remain relevant, which could take place in 2026/27 following completion of the District Carbon Action Plan. In the meantime, the council may wish to select three priority actions linking with, for example, energy efficiency (Action 1), fleet electrification (Action 5), procurement (Target 8). Such priorities could be established through bi-annual SLT and member working groups and in conjunction with the Council Strategy. A further action should explore how software such as Power BI can be used to monitor outcomes from our carbon action plan work including progress to reduce our carbon footprint. This should stream should be implemented in 2025/26.
No.	Observation and implications		
1.3	**Overall shortfall in PV uptake in order to complete Target 2** The Climate Change Officer has informed us that as of March 2025 there is an overall shortfall in PV uptake needed to generate the equivalent of 20% of Council electricity needs through onsite generation by 2025. Works to install a PV system at Newton Abbot and		

	Dawlish Leisure Centres are currently under construction. To mitigate the shortfall of PV uptake there are considerations being made at installing systems at the Bulking Station and the Multi-Storey Car Park in Newton Abbot, but, these projects are yet to progress due to other matters. The CAP states that by powering buildings with renewable energy it will help to reduce the carbon footprint whilst also lowering energy bills.		
	Recommendation	Priority	Management response and action plan including responsible officer
1.3.1	Explore other options that may be available in order to achieve Target 2.	Medium	This workstream needs to align with the energy hierarchy set out within Target 1 with priority given to increasing energy efficiency and ensuring that existing generation is performing well. We have already established workstreams on energy efficiency and standardising data capture from our existing portfolio of PV systems to provide real time reporting; these workstreams will be prioritised in 2025/26. There is a wealth of experience amongst Devon local authorities who have already explored alternative opportunities for car park solar canopies and stand-alone PV systems on brownfield sites; the council should capitalise on this knowledge to understand what business cases and approaches are most benefit with a likely chance of success. Workstreams to install new PV generation may be prioritised in 2026/27.
No.	Observation and implications		
1.4	**<u>Target 3 to procure a minimum of 80% of residual electricity demand from renewable energy by 2025 will not be achieved.</u>** An update from the Climate Change Officer in March 2025 has revealed that is 2023 the renewable energy supply was at 40%, but, there has been no progress made since then. Full Council agreed to renew the existing contract with the existing supplier (LASER) ahead of its expiry in October 2024. The committee also instructed the Climate Change Officer (in consultation with the Executive Member for Climate Change) urging the introduction of the Green Basket product which could provide the option to source up to 100% of the Council's electricity demand from renewable energy generators. The Climate Change Officer has informed that the Green Basket product would be the best route to achieve the target, but, at present, the		

	project has been abandoned. Procuring a higher percentage of residual electricity demand is a lower priority target as it is unlikely to contribute to carbon savings.		
	Recommendation	Priority	Management response and action plan including responsible officer
1.4.1	Investigate other alternatives to the Green Basket in order to achieve CAP Target 3.	Low	It is understood that actions resulting in direct emissions savings, such as heat decarbonisation, fleet electrification, and energy efficiency relating to the council's scope 1 and 2 carbon footprint have greater impact than green energy tariffs; these actions should therefore continue to be prioritised, even if this means that we will miss our 80% renewable energy target by 2025. In the meantime, the council should remain engaged with the Devon Buying Group, which will have collective influence to explore collaborative approaches towards this target. This workstream should be prioritised later in 2026/27.
No.	Observation and implications		
1.5	**Target 4 No progress made in relation to offsetting up to 100% of residual electricity demand by 2030.** The Climate Change Officer has informed us that no progress has been made against this target due to putting all resource into actions that either have more impact on reducing direct scope 1 emissions or those that have a broader and more immediate community benefit. We understand that once the ongoing heat decarbonisation and energy efficiency projects are complete then attention may perhaps be turned to delivering this target.		
	Recommendation	Priority	Management response and action plan including responsible officer
1.5.1	Start to put measures in place to implement the offsetting of up to 100% residual electricity demand by 2030.	Low	The council's energy supply contracts are due for renewal by October 2028. Should the council renew its energy supply contract for a further four years, then it will need to build in a specification for 100% renewables (as per target 4) in the contract renewal process. Should the council wish to fulfil this objective, the council will need to communicate interest in this product with the Devon Buying Group and energy supplier towards October 2026, with contract options considered in the run-up to October 2028.

No.	Observation and implications		
1.6	**Target 6 Work needed in order to achieve a recycling rate of 65% at the main employment sites** The current data (2023-24) shows that the Council's recycling content is at 17%. Whilst this area has a small impact on the Council's carbon footprint (1%) it is still an area that requires attention in order to work towards implementation of the target. The Climate Change Officer has informed us that a waste and recycling audit at the main sites is required by the Waste Service in order to determine what measures can be implemented to encourage better waste and recycling behaviours.		
	Recommendation	Priority	Management response and action plan including responsible officer
1.6.1	Resume a regular programme of refuse and recycling audits to assess staff, members and public waste/recycling behaviours.	Low	An action plan will be implemented in 2025/26 covering sites reported within the council's carbon footprint. This will include waste audits and measures to encourage and enable better behaviours including measures to enhance data capture.
No.	Observation and implications		
1.7	**Target 8 Limited progress has been made towards achieving a net-zero supply chain emissions by 2050.** The CAP states a concerted effort amongst staff and supply chain partners will be required to reduce the carbon footprint (also known as scope 3 emissions). Priority on reducing the Council's scope 1 and 2 emissions is currently underway and will need to be implemented before the pace picks up on targeting emissions outside of the supply chain carbon footprint.		
	Recommendation	Priority	Management response and action plan including responsible officer
1.7.1	Take forward the four-part approach written within the CAP to reduce the supply chain carbon footprint.	Low	See response to 1.1.1.

2. **Risk Area Covered:** A lack of reporting to Senior Leadership and Members may risk strategic decision-making and the Council's long-term resilience.	**Level of Assurance**
Opinion Statement: **<u>Reporting Target Progress to Senior Leadership (SLT) and Members</u>** The most recent update on Climate Change activity provided to SLT was when Carbon Literacy Training was rolled out in December 2024. For Members, we have been informed that decarbonisation projects have been taken to Full and Executive Council for signing off. Formal updates on progress against the 11 targets set within the CAP are not formally presented to SLT or Members. **<u>Member Scrutiny</u>** The O&S Committee minutes/agendas across the 2024-25 financial year have been reviewed to understand how much Climate Change activity/scrutiny has taken place. An update on Climate Change was given in September 2024 only, which was an Executive Member bi-annual update. Management and the Executive Member have informed us that the amount of challenge is 'minimal' with questions normally angled at peripheral issues rather than progress against the targets set.	**Fair ✡✡**

No.	Observation and implications		
2.1	**<u>Progress on the targets set within the CAP are not actively reported to SLT and Members.</u>** Whilst the Climate Change Officer has provided carbon literacy training to SLT and presented projects to Full Council and/or Executive Council, progress on the CAP targets is not formally presented.		
	Recommendation	Priority	Management response and action plan including responsible officer
2.1.1	Develop a mechanism for reporting progress on the CAP targets to SLT/Members.	Medium	See response to 1.2.1.

No.	Observation and implications		
2.2	**Minimal challenge on Climate Change risk is provided by the O&S Committee** From review of the agendas of the O&S Committee across the 2024-25 financial year Climate Change has featured once and we have been informed that scrutiny against Climate Change progress is minimal. For example, the Council signed a declaration to be Carbon Neutral by 2025, yet, there has been no challenge against this target. As well as providing more challenge, there is an opportunity for the O&S Committee to perform a self-assessment against the National Audit Office's guide for assessing Climate Change Risk. This paper has been provided to the Climate Change Officer.		
	Recommendation	Priority	Management response and action plan including responsible officer
2.2.1	O&S Committee should provide more challenge on progress against the CAP and complete a self-assessment on challenging Climate Change Risk.	Medium	Currently challenge on progress is provided through Executive Member briefings undertaken on monthly basis with the responsible Executive member for Climate Change and the Service lead. Updates are taken to the committee in a presentation on a biannual. It would be an opportunity for O&S committee to provide focussed challenge on progress against the CAP with the Executive member at these sessions to provide a framework for discussion and also have the ability share successes against the CAP. Actions arising from Self-assessment to be explored with actions arising from 1.2.1. together with reporting of any working groups.

3. **Risk Area Covered:** Previous audit recommendations have not been implemented increasing the likelihood of intended benefits not being realised.	**Level of Assurance**
Opinion Statement: Seven recommendations made in October 2022 have been implemented: • There was no summary or description of the function and responsibilities of the Lead Member for Climate Council on the Council website despite their key role in encouraging action. This has now been published. • We considered that whilst the Carbon Action Plan (CAP) details the amount of Co2 emissions generated there were perhaps other aspects relating to Climate Change not covered, such as Biodiversity. Actions related to Biodiversity are contained within the Food Land & Sea chapter of the Council's emerging District Carbin Action Plan. • Work was required to develop carbon reduction pathways for all aspects of the Council's carbon footprint. It was confirmed that this has been implemented with the development of a credible timeline for achieved net-zero emissions. • A review of the Climate Change risks recorded on SPAR.NET were due. This work has been completed with Officers being content with the scoring of unmitigated and current risk scores. • The CAP mentions the need to identify funding opportunities which should have been reflected in the core Council documents, for example, the Medium-Term Financial Plan. It was confirmed that decarbonisation projects are now included within the Capital Programme. • As part of development of the Carbon Action Plan 2 (CAP2) we recommended the inclusion of a clear Consultation and Engagement Strategy to enable a more systematic approach. It was confirmed that a Strategy has been agreed with the Lead Member and regular meetings are held with the communications team. • The CAP was not visible on the Council website. This has now been published. The remaining recommendations made in October 2022 which are still applicable have been re-reported in the subsequent pages.	**Good ✡✡✡**

No.	Observation and implications		
3.1	**Adaption Requirements** In October 2022 we reported that it is good practice is to consider and take action on Adaptation requirements related to Council infrastructure and services to ensure it is more able to cope with extreme weather events, or excessive heat waves etc. We therefore suggested that there should be more focus on this within plans. Management responded stating they would look to include a further chapter within the CAP covering Climate Change adaption. Since then the O&S Committee's T&F Group have been tasked to start this process which has not yet started. We have attempted to reach out to our Partners to share how they have considered taking action on adaptation requirements. The information we have collected has been passed to the Climate Change Officer. **We assess this recommendation as not implemented and remains a 'Medium' priority.**		
	Recommendation	Priority	Management response and action plan including responsible officer
3.1.1	The Council should consider how it will take forward Adaptation requirements.	Medium	Priority needs to be given to the District Carbon Action Plan. Adaptation requirements should be explored once this document is in place from 2026 onwards.
No.	Observation and implications		
3.2	**Risk/Opportunity Register** In October 2022 we recommended the development of a register to help identify and manage climate change risk which include risks / opportunities to deliver the core and related objectives, but also the risks in not achieving the objectives (Adaptation). This work has not yet taken place with a review of the CAP to be undertaken by the T&F Group (see 2.1). **We assess this recommendation as not implemented and remains a 'Medium' priority.**		
	Recommendation	Priority	Management response and action plan including responsible officer
3.2.1	Develop and maintain a climate risk and opportunity register.	Medium	See response to 2.1.1.

No.	Observation and implications
3.3	**Climate Change and Carbon Reduction Policy** In October 2022 we noted that while the nominal Council objective is to be carbon neutral by 2025, the Action Plan has a target of Scope 1 and 2 emissions by 2030. There may therefore be a member expectations gap between the actual and realistic target (2025 vs 2030). Therefore, we recommended for more clarity to be highlighted within the CAP on the carbon neutral target that is being progressed. The CAP includes a target for all buildings to achieve net zero by 2030 and in April 2023 a report on the fleet has been provided by Energy Savings Trust who have made recommendations to inform the creation of a depot masterplan and detailed business cases for fleet electrification. Since then, the O&S committee has proposed a T&F group to look at Climate Change and Carbon Reduction Policy. This is one of three policies to be developed. The current position is that the District CAP (Separate to the internal CAP1) has a target of working to achieve a net zero district by 2050. The Climate Change Officer has informed us that this information has been shared with the Executive Member but work to develop the Climate Change and Carbon Reduction Policy has not progressed. **We assess this recommendation as not implemented but progress has been made reducing the priority from 'Medium' to 'Low'.**

	Recommendation	Priority	Management response and action plan including responsible officer
3.3.1	Work to develop the Climate Change and Carbon Reduction Policy should be progressed by the T&F group.	Low	We have already endorsed the Devon Carbon Plan, which contains a 2050 net zero target, via elected member decision and we have transposed this target into our draft District Carbon Action Plan. The launch of the district carbon plan in 2025 would serve as the best opportunity to promote alignment with the devon carbon plan and amended 2008 climate change act, which both set a target for net zero emissions by 2050. Actions within CAP 1 should be reviewed in alignment with this target thereafter.

No.	Observation and implications
3.4	**Corporate Performance Indicators (PIs)** In October 2022 we reported that the Council have some corporate PIs that they report to members which included one related to Co2 emissions. We recommended that the Council should consider maintaining a wider range of performance measures such as website hits,

	funding secured and spent etc. Management responded by stating they would investigate best practice for PIs and include any new indicators in the revision of the CAP1. Since then, Management have identified a set of measures and are in the process of deciding which ones will be adopted. **We assess this recommendation as not implemented, but progress has been made reducing the priority from 'Medium' to 'Low'.**		
	Recommendation	Priority	Management response and action plan including responsible officer
3.4.1	Implement and start tracking Corporate PIs.	Low	See response to 1.2.1.
No.	Observation and implications		
3.5	**Carbon Literacy Training** In October 2022 we stated that the provision of Climate related training / awareness events are necessary to ensure that officers and members have an understanding and basic awareness of Climate Change issues and how they affect the Council. We recommended that suitable Climate Change awareness training for members and officers should be provided. Management responded in October 2022 advising that they were looking to identify a provider to deliver peer to peer Carbon Literacy Training with a rolling programme being delivered to staff/members. In April 2023 a provider was identified. Since then, the Climate Change Officer informed us that training has been delivered to Senior Management and Departmental Managers. This involved the use of a presentation which included topics such as Greenhouse Gas, Global Impacts, Carbon Budgets and Climate Risk in Teignbridge. The next step is to roll training out to members/staff but this is yet to be scheduled. Different training material will be required for this exercise in order to deliver the key messages. **We assess this recommendation as not implemented but progress has been made. This recommendation remains as a 'Low' priority.**		

	Recommendation	Priority	Management response and action plan including responsible officer
3.5.1	Roll out Carbon Literacy training to members and staff.	Low	Experience gained from SLT carbon literacy training showed that bespoke training is needed to address the target audience rather than using pre-existing training packs; this will take significant capacity to deliver and should therefore be approached as a partnership project either involving local action groups or district councils delivering similar services. Consider capacity to deliver in 2026/27.

Definition of Recommendation Priority

Priority	Definitions
High	A significant finding. A key control is absent or is being compromised; if not acted upon this could result in high exposure to risk. Failure to address could result in internal or external responsibilities and obligations not being met.
Medium	Control arrangements not operating as required resulting in a moderate exposure to risk. This could result in minor disruption of service, undetected errors or inefficiencies in service provision. Important recommendations made to improve internal control arrangements and manage identified risks.
Low	Low risk issues, minor system compliance concerns or process inefficiencies where benefit would be gained from improving arrangements. Management should review, make changes if considered necessary or formally agree to accept the risks. These issues may be dealt with outside of the formal report during the course of the audit.

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Appendix D – Project Pictures

Figure 1: Heat pump system at Newton Abbot Leisure Centre.

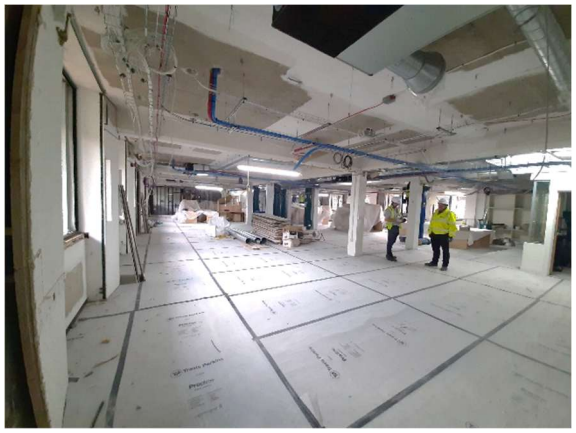

Figure 2: Works underway at Forde House in 2023.

Figure 3: Solar pergola at the Teignmouth Lido.

Figure 4: Broadmeadow Sports Centre on reopening to the public in July 2025.

Figure 5: Fleet vehicle on charge at Forde Road Depot.

Figure 6: New high-efficiency ventilation system at Dawlish Leisure Centre.

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Teignbridge District Council
Overview & Scrutiny Committee

Part i

Quarter 3 2025-26 Council Strategy Performance

Purpose of Report

To update members on the delivery of the One Teignbridge Council Strategy 2025-2030, providing information on projects in progress and the development of mechanisms to track strategic delivery. Members are asked to review the project updates and proposed approach to future reporting.

Recommendation(s)

The Committee RESOLVES to:

(1) Review the report and note the actions being taken to measure the performance of the One Teignbridge Council Strategy.

Financial Implications

A summary of the financial implications is contained in the detail of this report.

Head of Financial Services
Email: gordon.bryant@teignbridge.gov.uk

Legal Implications

A summary of legal requirements is contained in the detail of this report.

Monitoring Officer
Email: charlie.fisher@teignbridge.gov.uk

Risk Assessment

Failure to deliver the council strategy or parts of it will be identifiable in both the performance and risks reports, enabling both senior management and members to take action where necessary.

Head of Financial Services
Email: gordon.bryant@teignbridge.gov.uk

Environmental/Climate Change Implications

The council strategy contains a dedicated theme entitled Environment alongside other projects in the strategy that also impact on climate and the environment.

Climate Change Officer
Email: william.elliott@teignbridge.gov.uk

Report Author

Programme & Performance Manager
Email: sarah.knight@teignbridge.gov.uk

Executive Member

Strategic Direction - Cllr Richard Keeling

Appendices/Background Papers

Appendix A – Project summary report

BACKGROUND

The 2025/26 Quarter 2 Performance Report was the final report against the T10 projects associated with the Council Strategy 2020-2030.

This Quarter 3 report sets the benchmark for the One Teignbridge Council Strategy 2025-2030 which was adopted by Full Council in January 2025, and the associated Action Plan adopted by Full Council in October 2025

ONE TEIGNBRIDGE THEMES

Each of the six One Teignbridge Strategy Themes; **Community**, **Economy**, **Environment**, **Homes**, **Infrastructure**, and the **Way We Will Work**, will be governed by a Delivery Board led by a Head of Service to drive the delivery of actions and projects and to monitor performance and progress.

ONE TEIGNBRIDGE PROJECTS

The One Teignbridge Action Plan lays out specific projects and business initiatives under each section. Once the Theme Boards described above have been established, they will have responsibility for compiling quarterly performance updates with a focus on successes and exception reporting, which will then be combined into the quarterly report for Overview & Scrutiny Committee.

In the interim, a summary of the status of key One Teignbridge projects in progress can be found in Appendix A. This summary is intended as a live benchmark and the report will evolve to capture narrative relating to the full list of projects identified in the Action Plan by Quarter 4.

ONE TEIGNBRIDGE PERFORMANCE INDICATORS

The One Teignbridge Action Plan contains a series of key performance indicators (KPIs) which will be used as the basis for measuring performance against project targets. A public facing Power BI dashboard is in development to present performance monitoring information for all measurable KPIs. Our Digital Team are collecting data from line of business systems to link directly to the dashboard. Examples of the layout for the dashboard are shown below although these will be expanded to illustrate more detail, including trend information, as the delivery of the strategy progresses.

N.B. The ‘Current Value’ figures illustrated in the dashboard screenshots represent the Quarter 3 figure from which performance will be measured throughout the lifecycle of the strategy. Not all data has been mapped yet, but this will be complete for the Quarter 4 report to illustrate progress against target.

Community

Better is...	Frequency	Metric Name	Latest Available Date	Current Value
Higher is Better	Quarterly	£ Councillors Community Fund Invested In Community Projects	Q3 2025/26	£15,289
		£ Community Lottery Funding Given To Support Local Projects	Q3 2025/26	£35,122
		Percentage Compliance With Community Protection Warnings (CPW) And Community Protection Notices (CPN)	Q3 2025/26	91%
		Number Of Community Hubs	Q3 2025/26	4
		Percentage Of Projects On Target In The Local Delivery Plan	Q3 2025/26	67%
Tracking	Quarterly	Quantity Of Community Emergency Response Plans	Q3 2025/26	2
		Quantity Of Emergency Planning And Business Continuity Training Exercises Completed Per Year	Q3 2025/26	1

Economy

Better is...	Frequency	Metric Name	Latest Available Date	Current Value
Higher is Better	Quarterly	Employment And Business Land Delivered (Net)	Q3 2025/26	224 m2
		Percentage Of The Allocated Business And Employment Land Developed	Q3 2025/26	0%
		£ Total UK Shared Prosperity Fund Grant Issued	Q3 2025/26	£425,000
		Number Of UK Shared Prosperity Fund Grants Issued	Q3 2025/26	7
		Percentage Of 16-64 Year Olds In Employment (Office for National Statistics)	Q3 2025/26	81%
		Gross Disposable Household Income (Office for National Statistics)	Q3 2025/26	£24,924
		Gross Median Weekly Pay (Office for National Statistics)	Q3 2025/26	£689

Environment

Better is...	Frequency	Metric Name	Latest Available Date	Current Value
Higher is Better	Quarterly	Percentage Of Total Household Waste Sent For Recycling, Compost And Reuse (Department for Environment, Food And Rural Affairs)	Q3 2025/26	53%
		Percentage Of Total Household Waste That Is Collected Separately As Food Waste (Department for Environment, Food And Rural Affairs)	Q3 2025/26	TBC
		Number Of Views Of Climate Hub Webpage	Q3 2025/26	140
		Number Of Households/Businesses Signed Up To The My Electricity Project	Q3 2025/26	0
		Percentage Of Vulnerable Coastline Covered By An Up To Date Beach Management Plan	Q3 2025/26	TBC
		Quantity Of Litter Picks Per Year	Q3 2025/26	7
Lower is Better	Annual	Deaths Attributable To Particulate Air Pollution (Particulate Matter Less Than 2.5 Micrometres In Diameter {Pm2.5} (Fingertips)	Q3 2025/26	5
	Quarterly	Quantity of Enforcement Complaints	Q3 2025/26	74
Tracking	Quarterly	Quantity of Enforcement Complaints Closed: Resolved	Q3 2025/26	21
		Quantity of Enforcement Complaints Closed: No Breach	Q3 2025/26	24
		Quantity of Enforcement Complaints Closed: No Action	Q3 2025/26	23

Infrastructure

Better is...	Frequency	Metric Name	Latest Available Date	Current Value
Higher is Better	Quarterly	Quantity of Projects Delivered In Infrastructure Delivery Plan	Q3 2025/26	TBC
		Number Of Parishes With An Approved Infrastructure Plan	Q3 2025/26	2
		Number Of Parishes With An Adopted Neighbourhood Plan	Q3 2025/26	11
		£ Grant Funded Income For Infrastructure Projects	Q3 2025/26	TBC
Tracking	Quarterly	Quantity Of Residential Planning Permissions Granted	Q3 2025/26	20
		£ Community Infrastructure Levy Income	Q3 2025/26	£1,104,287
		£ Community Infrastructure Levy Expenditure	Q3 2025/26	TBC
		£ Section 106 Contribution Income	Q3 2025/26	£67,929
		£ Section 106 Contribution Expenditure	Q3 2025/26	TBC

Homes

Better is...	Frequency	Metric Name	Latest Available Date	Current Value
Higher is Better	Quarterly	£ Income Generated Through Planning Performance Agreements (PPAs)	Q3 2025/26	£22,000
		Quantity Of Net Additional Dwellings	Q3 2025/26	119
		Number Of Social Rented Homes Delivered	Q3 2025/26	0
		Number Of Extra-Care Homes Delivered	Q3 2025/26	0
		Number Of Market Homes Delivered In Designated Rural Parishes	Q3 2025/26	75
		Quantity Of Affordable Homes Delivered In Designated Rural Parishes	Q3 2025/26	18
		Total New Homes As Percentage Of 720 Target	Q3 2025/26	51%
		Number Of Accessible Homes Delivered	Q3 2025/26	0
		Percentage Of Planning Applications Delivered On Time - P151 Major Applications	Q3 2025/26	100%
Lower is Better	Quarterly	Percentage Of Households In Temporary Accommodation In Bed And Breakfasts	Q3 2025/26	TBC
		Number Of Households With Children In Temporary Accommodation	Q3 2025/26	TBC
Tracking	Quarterly	Social Housing Demand /Number Of Households On The Housing Register	Q3 2025/26	1,639
		Quantity Of Homelessness Presentations	Q3 2025/26	127
		Type Of Homes Delivered (Residential Mix)	Q3 2025/26	TBC
		£ Average House Prices	Q3 2025/26	£298,000
		House Price To Workplace-Based Earnings Ratio	Q3 2025/26	9

IMPLICATIONS, RISK MANAGEMENT AND CLIMATE CHANGE IMPACT

Finance

The budget for 2026/27 presented to Full Council in February 2026 identifies a need for use of £1.0 million of earmarked reserves in 2027/28 and £1.2 million in 2028/29.

Further work will be required to identify savings/ generate income to balance the on-going budget gap and protect our earmarked reserves.

Legal

Although there are no direct legal implications regarding this report, it will be appreciated that the Committee has constitutional responsibility to review and scrutinise the performance of the Council in relation to policy objectives and performance targets to which this report refers.

Risks

The Council Strategy has a comprehensive set of risks associated to its delivery. Each risk has a set of mitigating actions which are reviewed and updated by the officers directly responsible.

These risks are monitored and discussed as part of the strategic and corporate risk reports that are presented regularly to the Strategic Leadership Team and Audit Scrutiny Committee. Any areas of poor performance or unacceptable risk are identified in the reports.

Environmental/ Climate Change Impact

The council strategy contains a dedicated theme entitled Environment. This theme looks at the actions the authority can achieve to increase the district's resilience to the changing climate.

The authority continues to support the Devon Climate Emergency, which is seeking to achieve net-zero carbon emissions across Devon at the earliest credible date.

ALTERNATIVE OPTIONS

None

CONCLUSION

The One Teignbridge Strategy Action Plan was adopted during quarter 3 of 2025/26; the reporting mechanisms in development for quarter 4 will provide Members with an overview of project performance against agreed KPIs. In the

interim, this report provides a list of projects already initiated.

APPENDIX A – Project Summary Report

COMMUNITY	Status	Project Lead	Progress Update
C.1. Deliver a programme of improved working relationships with town and parish councils, providing better channels of communication and mutual understanding of expectations.	On Track	Tom Pearce	The Town and Parish Charter was approved by the Executive in late 2025; this was detailed to all Town and Parish Councils at a Local Leaders' event in February 2026, Alongside principles in ways of working we have also supplied our Town and Parish colleagues with a structure guide to functions at Teignbridge District Council, and a new escalation procedure for issues to be raised. First network meeting organised for 1st April at Newton's Place, all Town and Parish Councils invited, and CVS have extended the invitation to their network. We have guest speakers from TDC, Teign CVS, and Devon and Cornwall Police, alongside exhibition stands from organisations including Action on Climate in Teignbridge and Newton Abbot Rotary.
C.2. Work with partners as part of the Community Safety Partnership to reduce crime, anti-social behaviour and domestic abuse.	On Track	Rebecca Hewitt	Deliver the Let's Talk Project: Approved through the Project Assurance Board and the next step is for a member of staff to be seconded to have additional resource to implement the project.
C.3. Work with our community and voluntary partners.	On Track	Tom Pearce/ Louisa Brinton	Maintain Councillors Community Fund for local projects: The Councillor's Community Fund continues to support projects across the district, with over £33,000 spent this year on applications including lifeguard training and spinal boards for a local pool, defibrillator purchases for a local sports club, renovations of community gardens, picnic benches and play areas, and accessibility upgrades for community facilities. Maintain Teignbridge Community Lottery to support local projects: Teignbridge Community Lottery has grown to support 110 good causes, with 60% of ticket sales going to support their work. Local winners have included one lucky recipient of £25,000. We anticipate having over £30,000 to distribute through the Small Grants Fund this year: applications will open in the summer for distribution later this year.
C.4. Collaborate with Devon County Council to improve road safety conditions	On Track	Rebecca Hewitt	Safer Spaces, Safer Places, hosted in partnership between Young Devon, SPACE Youth Services and Teignbridge Community Safety, continues to demonstrate impact. Findings from our peer researchers have informed

			community safety priorities for Newton Abbot and Teignmouth, and a 'My Way Home' insights session has been organised to receive further feedback. Learnings from this project around the design of the public realm are being brought into the Newton Abbot Town Centre Masterplan.

ECONOMY	Status	Project Lead	Update
EC.2. Work in partnership with Newton Abbot Town Council to prepare a masterplan for Newton Abbot town centre	On Track	Kati Owen	The Project Board, including Councillors and senior officers from DCC, TDC and NATC, had its first meeting in February. The Project Team continues to meet regularly. The results of the public consultation which closed in February are being analysed and alongside the feasibility studies received or awaited on sites including Sherborne House, the Multi-Storey Car Park and Bradley Lane will inform next steps. Targeted stakeholder consultation is being carried out in conjunction with the town council, the Chamber of Commerce, and DCC.
EC.4. Complete redevelopment of Market Hall	On Track	Peter Briscoe	The historic Market Hall building has had significant regeneration works undertaken since the project commenced in November 2024, with project set to be completed and handed over to TDC on the 24th April 2026. Although the construction part of the project will be completed, we are set to hand over to the new management company in early May 2026 The project has focused on the refurbishment and reimagining of the Market Hall, alongside the creation of a new gateway from Market Street. In addition, new paving and supporting infrastructure have been installed in Market Square to enable future events and activities. These improvements are designed to revitalise the town centre, creating a vibrant destination in the heart of Teignbridge that supports both daytime and evening trading. Once complete, the Market Hall will offer a mix of retail, food, events and a bar, with flexible space in the main hall for pop-up activities and community use.

ENVIRONMENT	Status	Project Lead	Update
EN.1. Improve enforcement processes	On Track	David Eaton	Deal with enforcement issues and complaints effectively and efficiently: Process mapping of the existing and improved planning enforcement process has taken place. The final report with recommendations will be considered by the Head of

			Service and the improvements implemented. Prepare and implement a corporate enforcement policy: A unified enforcement policy is in draft and currently being reviewed by officers across the council who undertake enforcement activity. The draft will be considered by Overview and Scrutiny Committee on the 16th June for approval at Executive on the 7th July.
EN.3. Introduce new measures to increase household recycling rates	On Track	Chris Braines	The tender process has been completed, and the contract has been awarded to Prime Build SW Ltd. Works are due to commence on the 13th April 2026 and run up until August 2027. The scope remains: - A new sort line to allow the addition of cartons and flexible plastics and films to be added to the kerbside recycling service - New steel-framed sheds to cover the open silos where bulk waste is stored - Better welfare facilities for staff on-site
EN.5. Increase tree planting and accessible green spaces	On Track	Estelle Skinner	Partner with the Plymouth and South Devon Community Forest and Town and Parish Councils to enable tree planting opportunities: Estelle has attended a workshop and site visits with the Plymouth & South Devon Community Forest which was on 28th January 2026 and Estelle and the green spaces team will be having an online meeting to discuss possible sites for tree planting next month. There is limited scope for tree planting on our own land due to the current extent of planting and the different uses of our land. Bradmore (& Highweek) Hilltop Park has a Masterplan that was produced in 2024-25. It isn't actively being delivered currently but in due course we'll be speaking with respective developers, landowners and the Newton Abbot & Kingsteignton Town Councils regarding potential to support delivery of this largescale project.

HOMES	Status	Project Lead	Update
H.1. Facilitate or deliver 100+ affordable homes on Council-owned sites.	On Track	Jon-Lloyd Owen	Council Site Affordable Housing: The brief and quotes have been issued and following interviews, Roberts Limbrick architects have been engaged to carry out the design and feasibility studies. The project inception meeting with the architects were held on 12 January 2026, followed by site visits on 20 January. • Feb – March: Scheme requirements, site analysis, design options, pre-application planning advice, legal and procurement advice on delivery options, appointment of surveys and cost consultants • April – May: soft-market engagement with Registered Providers (housing

			associations), viability assessment, finalisation of feasibility studies report • June-July: business case preparation, report to Executive (TBC).
H.4. Improve temporary accommodation arrangements and reduce use and cost of B&B accommodation	Caution	Jon Lloyd-Owen	Harewood House: The property was acquired on 16 December and will following conversion works provide seven rooms and operate as a hostel providing temporary accommodation. The Assets service are currently preparing the specification in order to tender the conversion and refurbishment works. The project plan anticipates completion by December 2026, but the final programme will depend on the selected contractor's programme of works. However, an issue with rot to ground floor joists has been identified which is being addressed in the specification.
H.5. Prepare a new Housing Strategy for Teignbridge setting out priority outcomes to 2030	On Track	Jon Lloyd-Owen	Housing Strategy: The timeline for the production of a new Housing Strategy has been revised and is now due to be completed by July. The draft strategy is due to be brought to an informal meeting of the Overview and Scrutiny meeting in May and will then go out to public and stakeholder consultation in May / June.
H.7. Manage Gypsy and Traveller provision in the district	On Track	Chris Braines	Secure parks/and carry out target hardening to reduce unauthorised encampments on Council-owned sites: **Osborne Park** New galvanised posts have been installed at 1.5m centres, with timber rails fixed in situ around the park's perimeter. An earth mound has also been constructed. In addition, boulders have been dowelled and reinforced with steel bars set deep into high-strength concrete, positioned at the ends of the earth mounds. A high-security gate has been installed, fitted with an anti-vandal padlock shroud to prevent padlocks from being cut off. The gate will continue to provide access for field maintenance and for the Tuckers Maltings lorry during their festival. We are currently awaiting the delivery of additional galvanised posts, which will be installed by the contractor. **Forde Park** All access-prevention measures have now been installed. **Courtenay Park** The majority of access-prevention measures have been installed at this location. Approximately eight additional posts are still to be installed around the park to further improve site security.

INFRASTRUCTURE	Status	Project Lead	Update
IN.1. Deliver additional education facilities to support new development.	On Track	Claire Blaney	Bovey Tracey Primary School: Devon County Council have completed and shared feasibility designs. Ecology, Topographic and Arboriculture surveys are now needed over the next year. Canada Hill Primary School expansion: This has been approved internally for the feasibility to start.
IN.2. Coordinate a Strategic Infrastructure and Growth Partnership and Programme to accelerate housing delivery.	On Track	Charles Acland	Working with partners to secure infrastructure alongside development – including National Grid, Devon County Council, National Highways, the NHS and utilities companies: Working to establish an ongoing programme of 6-monthly meetings with key partners to discuss challenges and strategic sites. Have already met with National Grid and built a good relationship with NHS and Homes England. Establish earlier opportunities for discussions to speed up S106 negotiations: Process mapping of S106 is planned to recommence after pause. This process will inform a new approach, which requires greater coordination between TDC departments. A key issue identified in discussions with developers is the limitations of specialist Planning Legal Capacity, and nervousness of Planning to compromise and accept less than 100% policy compliance, which is a key driver of S106 timelines. Prioritise CIL and S106 spending in accordance with the Infrastructure Delivery Plan and Capital Programme: This was achieved through the Budget meeting of February but will be an ongoing process kept under review. Prioritisation of S106 spending is an area of particular focus over the next 24 months.
IN.3. Support parish and town councils to prepare neighbourhood and infrastructure plans and coordinate joint programmes for infrastructure spending.	On Track	Alex Lessware	CIL spending programme was approved at Full Council on the 23rd February as part of the Budget and detailed to Town and Parish Councils at the Local Leaders event on the same day. The bid evaluation criteria and a Town and Parish Guidance document was circulated to all clerks on the 4th March, with a 6-month deadline for initial bids to be received by the 5th September. The response from town and parish colleagues has been very positive, with intentions to bids and project details received from several councils.
IN.7. Develop an understanding of current and future health and wellbeing and playing pitch needs in the district.	On Track	Rob Kelley	Stage A of the Teignbridge Playing Pitch Strategy (PPS) has been completed. The project is currently nearing the end of the Winter Sports data collection (Stage B, Part 1) which should be signed off by stakeholders before the end of March. This will be followed from April-June by the Summer Sports data collection (Stage B, Part 2). The project is currently on budget and is on schedule to meet its target to publish the final PPS in December 2026.

THE WAY WE WILL WORK	Status	Project Lead	Update
W.2. Update the corporate monitoring framework and risk register to ensure effective and appropriate scrutiny of performance and risk.	On Track	Sarah Knight	Performance Monitoring: A project board has been established to govern the development of a One Teignbridge strategy dashboard, underpinned by a standardised, scalable service delivery dashboard solution for each of the 12 services, to support business planning, performance management, benchmarking and statutory reporting. Risk Reporting: An internal audit of risk management processes has been completed, and the recommendations will form the foundation of a review and update of our risk management policy, processes, and reporting framework. This work will link with the One Teignbridge governance which is being established and will include a Delivery Board chaired by a Head of Service for each of the 6 themes.
W.3. Deliver the Modern 25 Programme	Caution	Sarah Knight	The Modern 25 Programme is now entering its final phase and is due to complete in June 2026, with an end project report due in June including options for projects to be taken forward ahead of LGR. There is a risk to delivery of the full financial savings target due to committee decisions regarding asset disposals, however we are continuing to explore alternative opportunities. The budget gap is now circa £1m; the business planning cycle for 2026/27 budget setting commences in April and services will be tasked with identifying savings to meet the new target.

Overview and Scrutiny – Executive Member Bi-Annual Update March 2026

Councillor David Palethorpe– Executive Member for Assets, Estates, Major Projects and Communications

Services and legal responsibilities covered by Executive Member remit:	**Cllr David Palethorpe – Deputy Leader** **Portfolio: Economic Development, Assets, Major Projects & Communications** **Period Covered: October 2025-March 2026** **Overview and Strategic Direction** The portfolio has continued to focus on consolidating the Council's major capital projects, ensuring robust governance through the implemented Project Assurance Board (PAB), and maintaining discipline on spending, sequencing, and communications. The Corporate Landlord Model has ensured that all projects are centrally led, with service areas acting as clients rather than delivery leads and the assets team supporting decisions taken and requests from client teams. This process has strengthened accountability, cost control, and capacity management ahead of the proposed LGR May 2027 timeframe. The emphasis has been on: • The development of a Newton Abbot regeneration Master Plan working with the Newton Abbot Town Council, Homes England and Stakeholders. • Maintaining professional and financial discipline in the Capital Programme, including S106/CIL usage and prioritised delivery sequencing. • Ensuring a legal and governance-led approach to delivering projects and supporting client teams. • Ensuring assets and transfer discussions continue in accordance with the Strategic Asset Policy as agreed by Full Council • Supporting community infrastructure investment (play parks, public conveniences, bowls clubs) via equitable, evidence-led funding.
Strategic Plan objectives	**Strategic Headlines** • Delivery-critical phase across key projects (Market Hall, Bradley Lane, Sherborne, play parks). • Control (comms + governance) is now the biggest delivery risk. • Financial pressure is increasing and shaping decisions (CIL, schools, leisure). • LGR is driving urgency – need visible outcomes before reorganisation.

Service Delivery updates (inc. budget monitoring, performance information, risks, customer feedback)	**Future High Street Fund (FHSF)**
	• A lessons learned review is being developed to assess delivery of the programme.
	• Overview and Scrutiny may consider being the focus to gather wider stakeholder input.
	• Review to include both challenges and positive outcomes to inform future projects.
	
	Bradley Lane and Newton Abbot Master Planning
	• Bradley Lane feasibility study housing development progressing.
	• Work to align development with the wider Newton Abbot masterplan.
	• Consideration of balance between:
	  ○ capital receipt from land, and
	  ○ delivery of affordable or specialist housing.
	
	Leisure and Wellbeing
	• Dawlish Leisure Centre project progressing through feasibility stages.
	• Initial indications of a potential funding gap; further detailed reporting requested.
	• Active Wellbeing Strategy is in development with draft objectives being prepared.
	
	Governance and Performance (One Teignbridge)
	• Work underway to establish a clearer governance framework for delivery of the One Teignbridge Strategy.
	• Proposals include:
	  ○ themed oversight groups,
	  ○ improved alignment with Executive portfolios,
	  ○ structured reporting to Executive and Overview and Scrutiny.
	
	Community Infrastructure Levy (CIL)
	• Revised CIL charging schedule awaiting Local Plan Inspector's report.
	• Expected to be presented to Full Council in due course.
	• Ongoing need to ensure prioritisation and alignment of infrastructure funding.
	
	Play Parks Capital Programme
	• £1 million funding allocation approved.

- An asset priority is required, including:
  - number and location of sites,
  - condition assessments,
  - estimated maintenance and replacement costs.

School Infrastructure

- Increased cost pressures identified (e.g. Bovey Tracey school project).
- Feasibility works ongoing for alternative delivery approaches (e.g. Canada Hill expansion).
- Further financial clarity required before decisions are made.

Governance Processes

- Reinforcement of the need for requests to officers to be managed through formal governance processes.
- Aim is to ensure:
  - effective prioritisation,
  - alignment with agreed work programmes,
  - efficient use of officer capacity.

Asset Transfers and Estates

- Engagement ongoing with town and parish councils regarding potential asset transfers.
- Transfers may be considered at nominal value where appropriate to support continued community use.
- Discussions vary by location and will continue.

Major Projects and Delivery Risks

- Review underway of project management arrangements for Sherborne House car park.
- Ongoing monitoring of delivery capacity across major projects.
- Continued management of operational risks and dependencies across the capital programme.

Key Next Steps

- Progress Market Hall legal completion and operator mobilisation.
- Complete FHSF lessons learned review.
- Develop play parks asset priority baseline.
- Bring forward detailed Dawlish leisure centre report.
- Progress governance framework for One Teignbridge.
- Continue engagement on asset transfers.

Upcoming decisions, how Overview and Scrutiny can support the delivery of the strategic plan or any other information relevant for the Overview and Scrutiny Forward Plan	Overview and Scrutiny may wish to consider carrying out Scrutiny of the delivery of Major projects, One Teignbridge Governance arrangements, Asset Transfer arrangements, FHSF lessons learned review, As set out in this report

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Councillor Richard Buscombe – Executive Member for Housing and Homelessness

Services and legal responsibilities covered by Executive Member remit:	Housing and Homelessness services: • Homeless Prevention and Assessment • Homeless Temporary Accommodation • Rough Sleeper Outreach and accommodation provision • Housing Register and Devon Home Choice • Private Sector Housing improvement and enforcement • Disabled Facilities Grants and Adaptations • Affordable Housing Enabling • Council housing development • Housing Management Regulatory compliance • Household Support Fund • Housing Strategy and Homelessness & Rough Sleeping Strategy • Housing Benefit services
Strategic Plan objectives	Under the Homes Priority in the One Teignbridge Strategy the overall objective is to: 'Take action to tackle the housing crisis and strive to give everyone the chance to live in a safe warm home.' The subsidiary objectives are to: • Facilitate and encourage more affordable housing, in particular social rented and one-bedroom homes. • Improve the standard of housing stock and make them as energy efficient as practical. • Deal with planning applications efficiently to ensure that well-designed homes supported by the Local Plan are delivered. • Facilitate the provision of more housing that meets the needs of older people and people with limited mobility. The One Teignbridge Action Plan that was approved by Full Council in autumn 2025 agreed the priority actions which are set out below, together with an outline of the current work underway.

	• Work with the private rented sector to improve housing conditions and stabilise the sector – The passage of the Renters' Rights Act in October 2025 is bringing wide-ranging reforms to private rented housing which will impact on both landlords and tenants. The service has made preparations for these changes which are being introduced in steps, with the tenancy reforms and abolition of no-fault evictions coming into force from 1 May 2026. • Bring forward the development of new Extra-Care Housing in Newton Abbot – Feasibility work has begun to examine the potential for Extra-Care and other housing provision on the Bradley Lane and Cattle Market sites which will conclude in August. • Facilitate the delivery of Affordable Homes on Council-owned sites – Nine small sites in Council ownership have been identified as potentially suitable for affordable housing development. With the support of government grant feasibility studies have been commissioned across these sites which will be completed by the end of May. It is envisaged that suitable sites would be delivered by Registered Provider partners. • Encourage the delivery of Affordable homes in rural areas –. The service is working with Community Land Trusts and Housing Association partners to help develop a delivery pipeline. One of the nine feasibility study sites (above) is in a rural location. • Partnership to end Youth Homelessness – The Council is working with Centrepoint on a national pilot to end youth homelessness in Teignbridge by 2030. • Improve Temporary Accommodation provision and reduce the use of B&Bs – Some progress has been made to reduce the use and cost of B&B in 25/26. An improvement plan is being developed to further reduce B&B reliance and cost. Harewood House was acquired in December to provide a further homeless hostel once refurbished and the Council also leased a HMO for temporary accommodation in December. Further acquisitions and/or leases will be explored as part of the improvement plan. • Work with other councils to make transit provision in Devon for the Gypsy and Traveller communities – This has initially been raised with other housing services in Devon and with the County Council with a need to identify potentially suitable sites in the ownership of councils.

	In addition to the above, work has begun to prepare a new Housing Strategy for Teignbridge to 2030. An informal session was held with the Overview and Scrutiny committee in autumn 2025 and the draft strategy is due to be considered at an informal session in May this year, prior to public consultation.
Service Delivery updates (inc. budget monitoring, performance information, risks, customer feedback)	Homelessness – Since January 2026 there has been a significant increase in the number of households approaching the Council as homeless or at risk of homelessness – this appears to be in part by driven by landlords ending tenancies prior to the government reforms taking effect. Over the last 6 months it has continued to prove difficult to assist households threatened with homelessness to remain in their homes. Temporary Accommodation – The number of households in B&B accommodation has been at a consistently lower level in 2025/26 than in the previous year. There is a risk that the rise in homeless applications will feed through to increased temporary accommodation use and cost in coming months. Devon Home Choice – The number of households registered is rising gradually with a high number of new applications being submitted, some of which are awaiting processing. A new IT system has been jointly procured with other Devon authorities which is due to go live this summer. Household Support Fund – This is being replaced by the new Crisis and Resilience Fund from April. Work is progressing to put in place arrangements for the administration of the fund within a tight timeline. In addition to crisis payments for those experiencing financial shocks the new fund will provide support to households to build longer-term financial resilience and to develop community support. Private Sector Housing – Reports of disrepair and poor housing conditions have not seen an increase to date but these are expected to rise following the tenancy reforms coming in from May. News of additional grant funding for 2026/27 to increase resourcing in the service is currently awaited. Disabled Adaptations – Demand for the service has been lower this year than is usual, and there have in particular been fewer larger complex adaptation projects which has led to an underspend against budget. Targeted promotion of the assistance available will be carried out in Q1. Housing Enabling – The number of new Affordable Homes delivered by Registered Providers and developers this year is expected to be around the

	average for recent years. Some developments have progressed more slowly than expected delaying deliver of new affordable homes until 26/27. There is a risk that the current energy crisis will impact on construction costs and reduce the delivery of new homes. Customer Feedback The service regularly receives compliments from customers with a low level of complaints. Arrangements for measuring customer satisfaction and obtaining feedback need to be improved and this will be taken forward in 2026/27. Budget Prior to year-end it is expected that net expenditure will be within budget. A reduction of c.£75K compared with the previous year is expected in respect of temporary accommodation costs. Key Risks • Private rented sector demand and exit – The level of additional demand for inspection and enforcement to address poor housing conditions is very uncertain. The government reforms may also lead to some landlords exiting the sector. • Homelessness demand – That this continues at a high or rising level, prevention may become more difficult with increased homelessness and upward pressure on temporary accommodation demand. • Cost-of-Living pressures – current challenges for households may worsen as a result of increased energy and other costs and this may impact on homelessness as well as general welfare and wellbeing. • Housing Development – Increased energy costs and supply chain issues may lead to a significant increase in construction costs and delay in the development of new homes.
Upcoming decisions, how Overview and Scrutiny can support the delivery of the strategic plan or any other information relevant for the Overview and Scrutiny Forward Plan	Executive • June 2026 – Project Endeavour – Partnership to end Youth Homelessness in Teignbridge • July 2026 – Teignbridge Housing Strategy Housing Strategy – Overview and Scrutiny are due to consider the draft strategy at an informal meeting in May. Crisis and Resilience Fund – Overview and Scrutiny could review the initial period of operation and outcomes from this new fund in Q3/Q4.

	Renters' Rights Act Implementation – A review in Q4 of the early stages of implementation of the reforms could be carried out.

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Overview and Scrutiny – Outside Organisation
Update from the Council's appointed representatives

Councillor John Nutley

Organisation: Dartmoor National Park Authority

The Council's representatives are invited to report on any meetings of the appointed outside organisation, the role the organisation(s) they represent plays in promoting and aligning with the Council's priorities, policies and strategies, their impact and results, and advising on partnership discussions which are open and in the public domain. Feedback is scheduled across a full year cycle once per annum for most organisations and twice where meetings are more frequent (greater than 5).

Purpose of the Organisation:	DNPA is an organization dedicated to conserving and enhancing Dartmoor's natural beauty, wildlife, and cultural heritage while promoting opportunities for public understanding and enjoyment. It acts as the planning authority, manages public access, and supports the social and economic well-being of local communities.
Attendance requirements/ meetings attended:	Development Management and Authority. DNPA Park Management Working Party. DM and Authority and Standards. Planning and Sustainable Development Working Party. Annual Authority. National Park Forum. Audit and Governance.
Feedback:	To approve/refuse planning applications, to address any issues or problems, and receive information that is relevant in the organisation of the DNP, to look at what can be achieved for the sustainable development for DNP, to go through the audit reports for finance,
Examples of where the brief above has been followed:	Please see all information above.
Additional information relevant to Overview & Scrutiny including the value that TDC brings to this organisation and/or why this	As some of our towns come within the DNP such as Ashburton, Buckfastleigh, and that they also come within the Teignbridge District Council Authority and that some planning applications may require joint involvement and decision making. The two Authorities should work together for the benefit of the residents living in both these towns. The CEO of the DNPA and the Managing Director of TDC do have joint meetings.

organisation needs TDC:	
Does the Council incur an annual fee to enable the Council to have a representative on this organisation. How much is the fee and does it represent value for money for the Council.	Not to my knowledge.

Overview and Scrutiny – Outside Organisation
Update from the Council's appointed representatives

Councillor Suzanne Sanders
Organisation: Dartmoor National Park Site Visits

The Council's representatives are invited to report on any meetings of the appointed outside organisation, the role the organisation(s) they represent plays in promoting and aligning with the Council's priorities, policies and strategies, their impact and results, and advising on partnership discussions which are open and in the public domain. Feedback is scheduled across a full year cycle once per annum for most organisations and twice where meetings are more frequent (greater than 5).

Purpose of the Organisation:	As TDC Chair of Planning : To visit sites within DNP of Teignbridge District, ask questions of the officer.
Attendance requirements/ meetings attended:	No invites received. Assume none have taken place having spoken with other cllrs who have connection with DNP.
Feedback:	A contact email was sent to the DNP head of planning last May 2025 to introduce myself, but no response has been received to date.
Examples of where the brief above has been followed:	
Additional information relevant to Overview & Scrutiny including the value that TDC brings to this organisation and/or why this organisation needs TDC:	

Does the Council incur an annual fee to enable the Council to have a representative on this organisation. How much is the fee and does it represent value for money for the Council.	

Overview and Scrutiny – Outside Organisation
Update from the Council's appointed representatives

Councillor John Nutley
Organisation: Torbay and South Devon NHS Foundation Trust

The Council's representatives are invited to report on any meetings of the appointed outside organisation, the role the organisation(s) they represent plays in promoting and aligning with the Council's priorities, policies and strategies, their impact and results, and advising on partnership discussions which are open and in the public domain. Feedback is scheduled across a full year cycle once per annum for most organisations and twice where meetings are more frequent (greater than 5).

Purpose of the Organisation:	The purpose of the above organisation is to provide integrated, high quality acute hospital, community health, and social care services to support the people of Torbay and South Devon to "live well" and is the first trust in compassionate care closer to home. England to fully integrate these services, they aim to deliver seamless,
Attendance requirements/ meetings attended: **	Council of Governors Meetings, (COG) Chair of Torbay Hospital is normally in attendance at these meeting to give their report. COG Priorities Meetings. Governor Only Meetings. The Fifteen Steps Challenge (this is carried out by induvial Governors and which I have carried out one of these). See Feedback. Annual Members Meeting.
Feedback: **	Governor meetings can cover and discuss a wide range of topics, such things as Cardiology, complex priority issues in relation to patient care, staff sickness, ambulance waiting times at A & E, financial matters, Governor Strategy Workshops. Discussions on the Code of Conduct for Governors, and the constitution. The purpose of the 15 steps challenge is to: help staff, patients and others to work together to identify improvement that can be made to enhance the patient experience, provide a way of understanding patients first impressions more clearly, Give the Trust structured feedback and useful information about how patients carers view the hospital or ward, provide a method for creating positive improvements in the quality of care through identifying what is working well on the wards and what could be improved, offer a tool that anyone can use to explore care environments, develop a collaborative process and must include both staff and patient representatives.

Examples of where the brief above has been followed:	?????? Please see all the above information.
Additional information relevant to Overview & Scrutiny including the value that TDC brings to this organisation and/or why this organisation needs TDC:	It is important for TDC to have a representative on the Council of Governors at the Torbay and South Devon NHS Foundation Trust so that information on any issues or problems that may arise can be feedback the council, and that any issue that the council may have can be raised at the Governors meetings.
Does the Council incur an annual fee to enable the Council to have a representative on this organisation. How much is the fee and does it represent value for money for the Council.	Not to my knowledge.

Overview and Scrutiny – Outside Organisation
Update from the Council's appointed representatives

Councillor Richard Buscombe
Organisation: Devon and Torbay Combined County Authority Housing Advisory Group (DTHAG)

The Council's representatives are invited to report on any meetings of the appointed outside organisation, the role the organisation(s) they represent plays in promoting and aligning with the Council's priorities, policies and strategies, their impact and results, and advising on partnership discussions which are open and in the public domain. Feedback is scheduled across a full year cycle once per annum for most organisations and twice where meetings are more frequent (greater than 5).

Purpose of the Organisation:	The purpose of the Devon and Torbay Housing Advisory Group Board (DTHAG) is to be: 'the "Voice of the housing authorities" within the governance framework of the DTCCA, including in shadow form, and will advise, influence, and inform the DTCCA board to support the delivery of the housing aspects of the devolution deal. It also provides the autonomy for housing authorities to respond to ideas, concepts and solutions that might sit outside such a Deal, and to advise the DTCCA on areas where there is scope for greater strategic impact on housing matters. The overarching objective of the DTHAG is to improve access to safe, secure, high-quality housing, across all tenure types, which enables our residents to lead happy and healthy lives, contributing positively to the communities of Devon and Torbay.'
Attendance requirements/ meetings attended:	The Housing Advisory Group was established in Spring 2025 and meets on a quarterly basis. Meetings were originally held online but have more recently been held in person and been hosted by different authorities in turn with the most recent meeting in March 2026 hosted by Teignbridge DC and included a walking tour of the Newton Abbot Town Centre Masterplan sites. The meetings are attended by Housing Portfolio-holders from the authorities and by Housing lead officers and DTCCA and Homes England representatives.

Feedback:	The DTHAG is a useful forum to consider housing matters of shared interest and the group has had discussions on a range of topics. Key areas of focus to date have been: • Taking forward the recommendations from the Devon Housing Commission including the planned development of a Devon-wide Housing Strategy • The preparation of a shared housing delivery pipeline to support engagement with the Government's housing and regeneration agency Homes England • Plans for the development of a Spatial Development Strategy The DTCCA have also led the establishment of a Chief Housing Officers group for Devon which will help to support and inform the work of the DTHAG as well as facilitating shared learning and approaches to key housing issues.
Examples of where the brief above has been followed:	As noted above, the DTHAG has considered a range of key housing issues in Devon to advance the aim to improve housing provision and conditions in the county.
Additional information relevant to Overview & Scrutiny including the value that TDC brings to this organisation and/or why this organisation needs TDC:	TDC's participation in the group is important to ensure that the District's concerns and priorities are taken into account in shaping the work of the Combined Authority including in their strategic work on housing delivery, spatial development and growth.
Does the Council incur an annual fee to enable the Council to have a representative on this organisation. How much is the fee and does it represent value for	The Council is represented on the DTHAG automatically as one of the authorities within the Combined County Authority area and no additional fee is charged for its participation in this group.

money for the Council.	

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MEETING SUMMARY

Meeting: Informal Overview and Scrutiny Committee meeting
Date and time: Tuesday 17th March 2026 at 10am
Place: Council Chamber, Forde House, Newton Abbot.

Attendees:
Overview and Scrutiny Committee Members: Cllrs Bullivant (Chair), Cox, Hayes, MacGregor, C Parker, Ryan, J Taylor and Thorne (Vice-Chair).

Executive Members present: Councillors Nutley, Parrott, Hook, Buscombe

Other Members: Councillors Atkins and Sanders.

Officers in attendance:
- Charlie Fisher, Democratic Services Manager and Monitoring Officer
- Trish Corns, Principal Democratic Services Officer
- Christopher Morgan, Assistant Democratic Services Officer
- Neil Blaney, Director of Place
- Gordon Bryant, Head of Financial Services and Audit
- Michelle Luscombe, Head of Strategy and Partnerships
- Alex Lessware, Strategic Infrastructure & Growth Manager
- Helen Williams, Senior Research and Monitoring Officer.

1. WELCOME AND INTRODUCTION

The Chair welcomed all of those in attendance to the meeting

Apologies were received from Councillor Palethorpe.

2. COMMUNITY INFRASTRUCTURE LEVY (CIL) AND SECTION 106 (S106)

The Committee were given a presentation on CIL and S106 by the Strategic Growth and Infrastructure Manager covering:
- The definitions of Community Infrastructure Levy (CIL) and Section 106 (S106).
- The Council's policies regarding CIL and S106
- CIL collection: Gross receipts as of February 2026 were £32.2m and the Council's balance stood at £23.8m. Town and Parish Councils receive 15-25% of CIL, depending on if they have an adopted Neighbourhood Plan.
- There is no time limit for spending CIL for the charging authority but a 5-year limit for Towns and Parishes receiving funds but the Council does allow retention beyond 5 years if there is an agreed infrastructure plan in place.
- An overview of projects where CIL has been spent.
- CIL held by each Town or Parish Council.
- S106 Collected – over the last 5 years £7.6m, £5.2m uncommitted/unspent balance
- S106 funded projects delivered over the last 5 years.
- Current challenges presented by CIL and S106.

Key points of discussion and topics covered with Members included:
- The size and type of properties excluded from CIL. All new dwellings are subject to CIL but extensions or annexes under 100sqm can be exempted.

- The relationship between viability and charging CIL for different types of properties. CIL is set on new build development where viability is demonstrated at Examination. CIL is paid on all new builds unless they are affordable or self builds.
- CIL contribution for retail units and a clarification of the definitions of retail and business: Retail outside of identified town centres: £150 m2, Retail within identified town centre: £0 m2, small retail with sales floor area of 280m2 or less in any location: £0 m2.
- Uncommitted S106 spending and reasons for the uncommitted spend. Officers highlighted that there may not be a project or scheme allocated for the spend and other factors might need to be considered e.g. planning application needed for a new building.
- The impact of Local Government Reorganisation (LGR) – CIL will be transferred to the charging authority and new charging authority will need to be established.
- That Dartmoor National Park doesn't currently charge CIL.
- S106 funds that have not been spent – Officers highlighted that on occasion time limits to agreements mean funds have to be returned to the developer. Officers gave an explanation of how S106 funds are monitored to assure Councillors.
- What CIL can and cannot be spent on - District Councils are restricted in CIL spending to infrastructure Capital Programme projects. Towns and Parishes still have to spend CIL on infrastructure, but the legislation is more permissive. Unspent CIL is utilised for other capital projects and not returned to the developer.
- The Council's recently agreed Community Match Funding Scheme.
- Officers highlighted that the management of CIL/S106 is a high priority following a number of legacy issues. It is reported monthly to the Senior Leadership Team and tracked as part of the One Teignbridge Strategy. The whole process has been reviewed to ensure delivery of projects.
- The Chair highlighted the role of Councillors in the process to support Parish and Town Council in bids for CIL, and support to Executive Members and officers in delivering services.

Chair summarised the discussion and future recommendation for the Committee to refer to the Executive.

RECOMMENDATION: That the Executive consider the role of Councillors to support officers in delivery of projects through earlier engagement, consultation and the monitoring of commitments.

3. FUTURE HIGH STREET FUND

The Director of Place highlighted the need to wrap up the project and review the project as a lessons learnt exercise for a future Executive report. The Director highlighted the future considerations of Local Government Reorganisation and the Newton Abbot Masterplan.

RECOMMENDATION: It was agreed the Committee would appreciate involvement in any upcoming review and to add this to the Work Programme.

4. PLANNING: PERFORMANCE AND DELIVERY

The Committee were given a presentation on Planning Performance and Delivery by the Director of Place, covering:

- National Performance metrics

- The Council's performance on decisions – 93.3% major decisions delivered on time, 81.2% non major decisions issued on time. Improved performance the timeliness of issuing decisions has meant allowed officers to expand more pre-application work.
- Under 2% of decisions overturned at appeal.
- Housing Delivery and Completions – target of 720 and 587 average delivered 2013-2025..
- The Council's working relationship with Homes England.
- Details of the Annual Monitoring Report, which are reported for financial years.
- A Post Occupancy annual survey is undertaken of residents of new developments is undertaken and results summarised in annual reports the most recent being the 2025 Report.
- Employment Land Delivery and floorspace completed, including the cumulative amount of employment space completed and the challenges that the Council has had in providing more employment space.

Key points of discussion and topics covered with Members included:

- Affordable Housing Targets in the Local Plan - starting point is 25% within the negotiations between Planning and Developers.
- Placing of Open Space and Play facilities.
- Employment Sites and if the if the Council measures impact of employment sites on economic development. Officers highlighted it would be difficult to measure the impact of employment sites but suggested of a future topic of economic development for the Committee work programme.
- Land Supply and the risks of not having the 5-year land supply in future years as the housing target increases. Officers highlighted that it risks the Council not being able to defend unallocated sites. Councillors asked about the impact of LGR on Land Supply, recognising that all of Devon has declared housing challenges. In particular, the 4 local authorities in South Devon (under the 145 proposal) would have risks of not meeting land supply unless new communities/towns are delivered.
- Timescales of planning decisions.
- The importance of pre application forums with developers.
- Reviewing previous plans and lessons learnt within the Housing Delivery Action Plan.
- The factors that affect the number of houses being developed.
- Suggestion of tour of the District to look at developments, successes and what could have been better.

Chair summarised the discussion and future actions included:

- The Planning Committee be asked to look at undertaking a tour of development within the District.
- **RECOMMENDATION:** To add the Annual Monitoring Report to a future Work Programme.

5. TERMS OF REFERENCE (TOR) FOR A FUTURE REVIEW

It was considered by Members that their initial questions and queries had been resolved and there was no current desire for a future spotlight review or task group into the main topic areas discussed.

An item would be added to the work programme for the Committee to agree at its next meeting.

Councillors discussed two upcoming issues which the Chair and Monitoring Officer referred them to raise at the next Committee meeting for consideration.

6. NEXT MEETINGS AND CLOSE

The Chair highlighted the next meetings of the Committee and closed the meeting:

- Overview & Scrutiny Committee - 14 April 2026
- Informal Overview and Scrutiny - 26 May 2026

The meeting started at 10:00am and ended at 12:08pm.