

**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

Committee: Overview and Scrutiny
Date of meeting: April 14

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

Committee: Overview and Scrutiny
Date of meeting: April 14

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 (kgCO₂/£) 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

Committee: Overview and Scrutiny
Date of meeting: April 14

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.