



**PWYLLGOR CYLLID A PHERFFORMIAD
FINANCE AND PERFORMANCE COMMITTEE**

DYDDIAD Y CYFARFOD: DATE OF MEETING:	21 October 2025
TEITL YR ADRODDIAD: TITLE OF REPORT:	Public Sector Emissions Reporting
CYFARWYDDWR ARWEINIOL: LEAD DIRECTOR:	Huw Thomas, Director of Finance
SWYDDOG ADRODD: REPORTING OFFICER:	Douglas Wilson, Senior Performance Management Analyst

Pwrpas yr Adroddiad (dewiswch fel yn addas)

Purpose of the Report (select as appropriate)

Er Gwybodaeth/For Information

**ADRODDIAD SCAA
SBAR REPORT**

Sefyllfa / Situation

In 2017, the Welsh Government (WG) set the ambition of achieving a carbon neutral public sector by 2030. In March 2019, WG published *Prosperity for All: A Low Carbon Wales* which includes policy 20: *Support the public sector to baseline, monitor and report progress towards carbon neutrality.*

The national aim is to:

- **Baseline:** To understand the current quantity of organisational emissions and removals for a consistently drawn boundary, quantifying the likely emission gap to carbon neutral operations by 2030.
- **Identify mitigation potential:** To assess and identify significant sources of emissions enabling organisations and the Welsh Public Sector to prioritise action needed to move to carbon neutral operations by 2030.
- **Monitor progress:** To gather, collate and analyse data on an annual basis to assess whether organisations are on track to achieving their goals of carbon neutrality by 2030.

There is a national requirement to complete and submit a carbon accounting form to Welsh Government annually.

This report provides a summary of the Health Board's submission to WG in August 2025. It aims to raise awareness to the committee of the key areas of carbon generation across the Health Board.

Cefndir / Background

The [Welsh Public Sector Net Zero Carbon reporting guide](#) provides principles and priorities for carbon reporting, its operational and organisational scope and the data which Welsh public bodies need to assemble annually in order to fulfil the reporting requirements. The Net Zero

reporting template spreadsheet is published alongside this guide. This is our fifth round of submitting our carbon estimate to WG with reporting requirements evolving each year.

Asesiad / Assessment

The results are showing an increase in emissions from 153,738,825 kgCO₂e in 2023/24 to 156,486,472 kgCO₂e in 2024/25.

The main drivers of the increase are buildings emissions (+7% = 1,310,046 kgCO₂e) and the supply chain (+2% = 2,244,602 kgCO₂e) with increases also found in refrigerant f-gases (101,719 kgCO₂e) and streetlighting (3,672 kgCO₂e).

The table below shows the Health Board's carbon generation (kgCO₂e) in 2024/25 and how it compares to 2023/24 and the trend.

Categories	2023/24	2024/25	Trend
Buildings, fleet & other assets			
Buildings	20,052,328	21,362,374	↑
Streetlighting	622	4,294	↑
Fleet and equipment	676,043	563,624	↓
F-gases and anaesthetic gases	1,877,545	1,920,265	↑
Business travel, commuting & homeworking			
Business travel	2,200,851	2,084,307	↓
Commuting	16,282,868	15,733,993	↓
Homeworking	954,588	920,110	↓
Waste			
Organisational waste	501,733	460,656	↓
Supply chain - Tier 1 and Tier 2 combined			
Supply chain	111,192,247	113,436,849	↑
Total emissions			
Total emissions	153,738,825	156,486,472	↑

The table below shows the Health Board's generation of renewable energy (kWh).

Categories	2023/24	2024/25	Trend
Renewable electricity			
Onsite renewables - heat	6,836,205	3,893,750	↓
Onsite renewables - electricity	699,549	684,193	↓
Renewable electricity			
Purchased renewables - electricity	10,194,208	0	↓

The reporting guide is: [Welsh Public Sector Net Zero Carbon Reporting Guide \(gov.wales\)](https://gov.wales/welsh-public-sector-net-zero-carbon-reporting-guide)

Observations since 2023/24 submission:

Buildings:

- Increase in Liquefied Petroleum Gas (LPG) from 3,812,481 kWh in 2023/24 to 6,308,634 kWh in 2024/25 due to:
 - LPG being commissioned in Glangwili Hospital in November 2023 with 2024/25 being the first full financial year.
 - Decrease for biomass at Glangwili Hospital due to more boiler downtime in 2024/25 than 2023/24. This is in part because our 10-year maintenance contract for the boiler ended 31st March 2025 with poor provider support towards the end of the contract. We have had a new maintenance provider in place since 1st April 2025.
 - Gained confirmation from Welsh Government (WG) to include biomass emissions under buildings as was previously counted under renewables. This accounts for 74,916 kgCO₂e additional carbon emissions.

Streetlighting:

- Streetlighting emissions increased from 622 kgCO₂e to 4,294 kgCO₂e in 2024/25 due to:
 - Streetlighting missions in Withybush Hospital were backed under the Renewable Energy Guarantees of Origin (REGO) scheme between April and September 2023 meaning energy was sourced from renewable electricity. NHS Wales made the decision for 2024/25 to purchase EDF Energy's 'low carbon for business' tariff rather than a REGO-accredited tariff for financial reasons which includes nuclear energy so does not qualify for REGOs.
 - Car park lighting at Frongoch park and ride carpark for Bronglais Hospital now included under streetlighting (previously included under grid electricity)

Fleet:

- Reduction in emissions from fleet from 676,043 kgCO₂e in 2023/24 to 563,624 kgCO₂e with a continued reduction in diesel emissions by over 50% due to replacement of diesel vehicles in the pool car scheme. There are no more diesel vehicles in the central pool car fleet.
- Nine electric vehicles are now in the pool car scheme with 45% being electric or hybrid.
- Diesel vehicles in our overall fleet is now limited to 29 vans.

Refrigeration f-gas additions:

- Increase in emissions due to refrigerant additions being made in Radiology at Glangwili Hospital, the Ty Nant Server Room, Withybush Hospital Chiller and its Mortuary Main Store in 2024/25 in contrast to no additions in 2023/24.
- This covers logs for Bronglais, Glangwili, Prince Philip, Withybush, Aberaeron and Amman Valley Hospitals. Tregaron is no longer included as their body store fridge/condenser has been decommissioned and removed.

Business travel:

- A 6% decrease in vehicle miles in 2024/25 from business travel with mileage only 40% of pre-Covid levels (5,778,631 miles in 2024/25 compared to 14,487,837 miles in 2019/20).
- Taxi mileage has decreased from 137,052 miles in 2023/24 to 131,179 miles in 2024/25. Taxi usage reduced by a third in Pembrokeshire (from 30,280 miles in 2023/24 to 19,755 miles in 2024/25) following resolution of Reinforced Autoclaved Aerated Concrete (RAAC) work where clinics moved to South Pembrokeshire Hospital and Amman Valley Hospital.

Staff commuting:

- An increase in staff commuting miles, however, estimated emissions from commuting have reduced by 3% due to the inclusion of electric and hybrid private vehicles in the data which was made available in the 2025 staff travel survey.

Homeworking:

- A continued reduction in emissions from homeworking from 954,588 kgCO₂e in 2023/24 to 920,110 kgCO₂e in 2024/25 due to less homeworking in our workforce overall and specifically in 'Additional Clinical Services', 'Medical and Dental' and 'Nursing and Midwifery Registered' staff groups since the 2023 staff travel survey.

Supply chain and medical gases:

- NWSSP continues to lead on reporting of the supply chain including medical gases from pharmacy procurement
- A supply chain methodology report will be published by national Procurement in the near future to provide assurance of their approach to carbon reporting. It is currently going through internal governance procedures in Shared Services.
- One submission including both tier 1 and 2 emissions, where available, is included and reconciled in the template to avoid double counting. £140,319,394 out of £507,165,191 reportable expenditure has emissions calculated at tier 2 (27.7% of spend with NHS Wales' suppliers who have Carbon Reduction Plans, compared with 22.6% in 2023/24)
- The NWSSP approach uses organisational specific Standard Industrial Classification (SIC) codes rather than mapping by procurement category and acknowledges that the emission factors relating to actual products within the group may be quite different
- Primary care expenditure continues to be allocated to Health Boards. This appears to contradict page 21 of the Reporting Guide which states that 'Primary care services (dentists, GPs, opticians, pharmacies) except where they are under the control of the Health Board are excluded from the carbon reporting' which I took to mean only 'Health Board managed practices'. However, the position of NWSSP noted to the Welsh Government Energy Service (WGES) is that the 'direct control' aspect is ambiguous as we are in paid contracts with those organisations so they are under the control of the Health Board and if it is not reported elsewhere we should be reporting it here.
- Bridgend stores continues to be reported under Shared Services despite the emissions being aligned to individual Health Boards due to the methodology being based on expenditure.

Waste:

- Clinical waste continues to increase from 143 tonnes in 2023/24 to 148 tonnes in 2024/25
- Black bag waste continues to show a sustained reduction from 331 tonnes in 2021/22 to 110 tonnes in 2023/24 to 97 tonnes in 2024/25
- Recycling tonnage has remained static following more significant improvements in previous years (1,257 tonnes in 2024/25 compared with 1,263 tonnes in 2023/24 but 1,011 tonnes in 2021/22). However, emissions from recycling reduced by 70% following a reduction in the emissions factor from 21.281 in 2023/24 to 6.4106 in 24/25 for recovery/recycling.
- Infectious orange bag waste has reduced from 591 tonnes in 2023/24 to 539 tonnes in 2024/25 and non-infectious clinical waste has reduced from 325 tonnes in 2023/24 to 295 tonnes in 2024/25
- Reduction in anaerobic digestion from 270 tonnes to 255 tonnes as a result of catering implementing practices to reduce food waste such as cook/freeze.

Renewables:

- Overall Solar photovoltaic (PV) power generated onsite decreased from 699,549 kWh in 2023/24 to 684,193 kWh in 2024/25. This was a relatively poor year for solar PV due to weather variability and no increase in solar PV or ground PV installed in 2024/25 despite less downtime on the ground-mounted solar PV system (at Hafan Derwen) in 2024/25 than 2023/24 due to initial maintenance after commissioning in February 2023.

Limitations:

- Methods of calculating emissions from sources are divided into three tiers. The Tier 3 methodology uses the actual amount of activity (e.g. energy consumption data in kWh, metered water consumption or litres of fuel used) to give the most direct connection between activities and emissions. The Tier 1 method is the lowest accuracy and uses proxies such as floor data or industry type to provide an estimate of activity data from which emissions can be calculated, and the Tier 2 method is an intermediate choice generally using expenditure spend. Buildings, streetlighting, f gases, medical gases, fleet, commuting and waste are all currently reported on tier 3 whilst business travel and homeworking are currently reported on tier 2, meaning a higher relative standard deviation in carbon estimates. We have a low estimate of 111,318,857 kgCO₂e and an upper estimate of 171,689,897 kgCO₂e.
- 27.7% of our procurement emissions were reported at tier 2, with the remaining reported at tier 1. Tier 1 emission factors represent the average emissions relating to each Standard Industrial Classification (SIC), and the emission factors relating to actual products within the group can be quite different. As a result, Tier 1 emissions estimates will not reflect any efforts made to reduce emissions through efficiencies in the supply chain or setting targets for emission reduction efforts.
- We are migrating to the collation of supplier specific emissions at tier 2 level using the requirement for suppliers of NHS contracts worth over £5 million (excluding VAT) over 4 years to produce and maintain a 'Carbon Reduction Plan'. At present, 5 areas of our supply emissions out of a total of 15 categories intended are covered by these plans to cover all areas of emissions with further work required to standardise accounting. The

aim is to have supplier specific emissions per unit of product and transition to Tier 3 with a historic line of sight.

- The average commuting distance of 11.4 miles for staff was calculated using a bespoke tool by the Carbon Trust using Hywel Dda University Health Board's payroll expenses data in 2018/19. This differed from the average commuting distance for reported by staff respondents to the 2025 staff travel survey of 27.8 miles. It was deemed most suitable to continue to use the verified figures from the Carbon Trust.

Argymhelliad / Recommendation

The Finance and Performance Committee is requested to **NOTE** the Health Board's 2024/25 public sector emissions reporting.

Amcanion: (rhaid cwblhau) Objectives: (must be completed)	
Committee ToR Reference: Cyfeirnod Cylch Gorchwyl y Pwyllgor:	3.1.16 Scrutinise the performance reports (including those related to external providers) prepared for submission to the Board, ensure exception reports are provided where performance is off track, and undertake deep dives into areas of performance as directed by the Board to seek assurance that appropriate action is being taken when performance against set targets deteriorates, and to support and promote continuous improvement in service delivery. 3.1.18 Seek assurances on the requirements arising from the Health Board's regulators, Welsh Government and professional bodies.
Cyfeirnod Cofrestr Risg Datix a Sgôr Cyfredol: Datix Risk Register Reference and Score:	Not Applicable
Parthau Ansawdd: Domains of Quality Quality and Engagement Act (sharepoint.com)	Not Applicable
Galluogwyr Ansawdd: Enablers of Quality: Quality and Engagement Act (sharepoint.com)	Not Applicable
Amcanion Strategol y BIP: UHB Strategic Objectives:	4. Positive futures

Amcanion Cynllunio Planning Objectives	8 Estates plans
Amcanion Llesiant BIP: UHB Well-being Objectives: Hyperlink to HDdUHB Well-being Objectives Annual Report 2021-2022	1. Plan and deliver services to increase our contribution to low carbon

Gwybodaeth Ychwanegol: Further Information:	
Ar sail tystiolaeth: Evidence Base:	The data to inform the report has been collated from the relevant directorates across the health board.
Rhestr Termiau: Glossary of Terms:	Standard Industrial Classification (SIC)
Partion / Pwyllgorau â ymgynhorwyd ymlaen llaw y Pwyllgor Strategaeth a Chynllunio Parties / Committees consulted prior to Strategy and Planning Committee:	Not Applicable

Effaith: (rhaid cwblhau) Impact: (must be completed)	
Ariannol / Gwerth am Arian: Financial / Service:	The Executive Director of Strategy and Planning has the lead for the carbon plan which outlines the actions to be taken to reduce our emissions. The impact on finances, services would be outlined within that plan.
Ansawdd / Gofal Claf: Quality / Patient Care:	Not Applicable
Gweithlu: Workforce:	Not Applicable

Risg: Risk:	Not Applicable
Cyfreithiol: Legal:	Not Applicable
Enw Da: Reputational:	There is a Welsh Government target to be carbon neutral by 2023. The Executive Director of Strategy and Planning has the lead for the carbon plan which outlines the actions to be taken to reduce our emissions. The reputational impact of not achieving net zero would be picked up as part of that plan.
Gyfrinachedd: Privacy:	Not Applicable
Cydraddoldeb: Equality:	Not Applicable