Pwyllgor Cyllid a Pherfformiad/ Finance and Performance Committee

DYDDIAD Y CYFARFOD: **DATE OF MEETING:**	**27 OCTOBER 2026**
TEITL YR ADRODDIAD: **TITLE OF REPORT:**	Public Sector Emissions Reporting
CYFARWYDDWR ARWEINIOL: **LEAD DIRECTOR:**	Huw Thomas, Executive Director of Finance
SWYDDOG ADRODD: **REPORTING OFFICER:**	Sarah Thorne, Senior One Health Practitioner Douglas Wilson, Performance Management Analyst

Pwrpas yr Adroddiad (dewiswch fel yn addas) **Purpose of the Report** (select as appropriate)
Er Sicrwydd/ For Assurance

ADRODDIAD SCAA
SBAR REPORT

Sefyllfa / Situation

In 2017, the Welsh Government set the ambition of achieving a carbon neutral public sector by 2030. In March 2019, the Welsh Government 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 SBAR provides a summary of the Health Board's August 2026 submission to Welsh Government and highlights the principal reported sources of emissions. **The submission remains subject to national review and finalisation, which included a national correction to an anomalous supply-chain emission factor, confirmed on 14 October 2026.** Final figures will be confirmed once the reviewed reporting spreadsheet is returned to 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 sixth round of submitting our carbon estimate to Welsh Government, with reporting requirements evolving each year.

Asesiad / Assessment

Emissions overview: 2024/25 to 2025/26
Total emissions with reductions across most operational areas.

2024/25	2025/26	Overall direction
156,486,472	143,373,762	▼ Decreased

What changed?

▼ Reduced areas

- Buildings
- Streetlighting
- Fleet and equipment
- F-gases
- Medical gases
- Business travel
- Homeworking
- Supply chain

▲ Increased areas

- Staff commuting
- Organisational waste

Key message
The submitted estimate shows an overall decrease, driven primarily by the spend-based supply-chain calculation.

Staff commuting increased by 219,161 kgCO2e and organisational waste emissions increased by 2,660 kgCO2e.

The Health Board's initial submitted estimate showed an increase in emissions from 156,486,472 kgCO2e in 2024/25 to 185,286,986 kgCO2e in 2025/26. A correction was subsequently applied to one spend-based supply-chain emission factor before the return was finalised. This resulted from an anomalous emission factor identified by the national reporting team. The corrected spreadsheet has since been returned and confirmed a decrease of 41,913,224 kgCO2e to 143,373,762 kgCO2e.

The table below shows the Health Board's carbon generation (kgCO2e) in 2025/26 and how it compares to 2024/25 and the trend.

Categories	2024/25	2025/26	Trend
Buildings, fleet & other assets			
Buildings	21,362,374	18,406,724	↓
Streetlighting	4,294	1,424	↓
Fleet and equipment	563,624	313,171	↓
F-gases	101,719	0	↓
Medical gases	1,818,546	1,100,005	↓
Business travel, commuting & homeworking			
Business travel	2,084,307	2,002,881	↓
Staff commuting	15,733,993	15,953,154	↑
Homeworking	920,110	780,954	↓

Waste			
Organisational waste	460,656	463,316	↑
Supply chain - Tier 1 and Tier 2 combined			
Supply chain	113,436,849	104,352,134	↓
Total emissions			
Total emissions	**156,486,472**	**143,373,762**	↓

Whilst this shows an increase in emissions from waste tonnage and staff commuting; staff commuting is the only category where the increase is directly attributable to more activity, with an estimated additional 985,710 commuting miles in 2025/26. Waste emissions increased following updates in emissions factors, not because more waste was produced which fell by 54 tonnes.

Decreases in emissions have been found in the following 8 categories:

- F-gases (-100%)
- Streetlighting (-67%)
- Fleet (-44%)
- Medical gases (-40%)
- Homeworking (-15%)
- Buildings (-14%)
- Supply chain (-8%)
- Business travel (-4%)

The table below shows the Health Board's activity and supply chain spend in 2025/26 and how it compares to 2024/25 and the trend.

Categories	2024/25	2025/26	Trend	Standard unit
Buildings, fleet & other assets				
Buildings – electricity & fuels	92,334,287	81,551,202	↓	kWh
Water – consumption & treatment	468,727	467,931	↓	m3
Streetlighting	15,829	5,802	↓	kWh
Fleet and equipment	1,972,387	1,091,562	↓	kWh
F-gases	54	0	↓	kg
Medical gases	4,161,039	2,711,597	↓	litres
Business travel, commuting & homeworking				
Business travel	6,142,271	5,892,816	↓	Vehicle miles
Staff commuting	50,155,180	51,140,890	↑	Vehicle/passenger miles
Homeworking	2,756,638	2,339,726	↓	FTE hours
Waste				
Organisational waste	2,596	2,542	↓	tonnes
Supply chain - Tier 1 and Tier 2 combined				
Supply chain*	507,165,191	518,030,928	↑	£

*Supply chain spend in 2025/26 includes an additional £7,836,489.89 re-allocated from NWSSP to individual Health Boards based on consumption from Bridgend stores and does not account for inflationary factors.

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

Categories	2024/25	2025/26	Trend
Renewable electricity generated			
Onsite renewables - heat	3,893,750	3,513,125	↓
Onsite renewables - electricity	684,193	369,515	↓
Renewable electricity exported			
Onsite renewables - electricity	73,109	29,748	↓

The full submission can be viewed here:
HDUHB Net Zero Reporting Data Collection Form 2025-26.xlsx

The reporting guide is: Welsh Public Sector Net Zero Carbon Reporting Guide (gov.wales)

Improvements in performance since 2024/25 submission:

Reasons for improvements in performance across the categories are as follows:

Buildings:
- Overall emissions from electricity have dropped from 6,380,280kgCO2e in 2024/25 to 5,833,818kgCO2e in 2025/26 and emissions from fuels (natural gas, LPG, gas oil and kerosene) reduced from 14,828,520kgCO2e to 12,315,697kgCO2e.
- Whilst emissions through our water supply and treatment increased due to revised emission factors, there was a modest decrease in water consumption (64.8m3) in 2025/26.
- LPG consumption continues to increase at GGH following commissioning in November 2023 from 5,900,935kWh in 2024/25 to 6,851,791kWh in 2025/26. Use of gas oil continues to decrease from 6,868,655kWh in 2024/25 to 4,550,452kWh in 2025/26. This fuel switch reduced emissions by 503,439kgCO2e.

Fleet:
- Overall vehicle mileage from petrol and diesel in our fleet has reduced for the second consecutive year from 235,853 miles in 2023/24 to 110,837 miles in 2025/26.
- Diesel mileage (50,728 miles in 2025/26) is the lowest recorded. We are fading out diesel from our fleet with the exception of some vehicles like large vans which are fit for purpose in diesel.
- We now have 10 electric vehicles (EVs) in our pool car fleet since the first was introduced in April 2024. These accounted for 72,954 miles in 2025/26. We hope to add seven more EVs to the fleet in 2027.

F-gases:
- No refrigeration f-gas additions were recorded in surveys or refrigerant logs during 2025/26 (four in 2024/25, none in 2023/24) at acute and community hospital sites.

Medical gases:
- Use of Nitrous Oxide has reduced by more than half since 2024/25 with a 15% reduction in Entonox (50% nitrous oxide and 50% oxygen).

Business travel:

- Business mileage has decreased by 4% to 5,537,417 miles in 2025/26 (14,487,837 miles in 2019/20).
- Courier mileage has reduced 8% from 232,461 miles in 2024/25 to 213,153 miles in 2025/26. We aim to improve our co-ordination to ensure multiple items are conveyed on a vehicle.

Homeworking:

- A continued decrease in emissions from homeworking from 920,110 kgCO2e in 2024/25 to 780,954 kgCO2e in 2025/26 due to a reduction in homeworking across all staff groups except for 'Add Prof Scientific and Technic,' 'Administrative and Clerical' and 'Healthcare Scientists' since the previous staff travel survey in 2023.

Renewables:

- We generated 8,491kWh from our new solar canopies, carports with solar panels on them, at South Pembrokeshire Hospital.

Decline in performance since 2024/25 submission:

Staff commuting:

- Staff commuting miles continue to increase following the COVID-19 pandemic, from 50,155,180 miles in 2024/25 to 51,140,890 miles in 2025/26. Emissions have, however, been partly offset by usage of electric and hybrid private vehicles which now account for 14.7% of total staff commuting miles.

Renewables:

- Woodchip consumption decreased from 3,893,750kWh in 2024/25 to 3,513,125kWh in 2025/26. This decrease is due to downtime as a result of work by a new provider in April 2025 to replace various parts and other maintenance.
- Overall Solar photovoltaic (PV) power generated onsite decreased from 684,193 kWh in 2024/25 to 369,515 kWh in 2025/26. Our solar farm at Hafan Derwen, which accounts for about half of the Health Board's solar generation capacity, was offline from April 2025 to February 2026 due to significant maintenance issues. There were also maintenance issues with several smaller systems. We are working with procurement to get maintenance contracts set up for solar panels through revenue funding.

Waste:

- Despite a decrease in waste tonnage which fell by 54 tonnes and total tonnage at 2,542 tonnes being the lowest since 2020/21 (2,136 tonnes), there has been an increase in emissions of 2,660kgCO2 since 2024/25.
- Black bag waste has increased from 97 tonnes in 2024/25 to 133 tonnes in 2025/26. However, this follows a sustained reduction for three consecutive years from 331 tonnes in 2021/22 to 97 tonnes in 2024/25.
- Recycling tonnage has reduced for the third consecutive year from 1,263 tonnes in 2024/25 to 1,244 tonnes in 2025/26. However, this follows more significant improvements in previous years (1,011 tonnes in 2021/22).
- Recycling of mixed plastics has increased from 3 to 38 tonnes. This follows the introduction of Workforce Recycling Regulations on acute hospital sites which was previously limited to healthcare and community sites.
- Anaerobic digestion continues to reduce from 255 tonnes in 2024/25 to 226 tonnes in 2025/26 as a result of catering implementing practices to reduce food waste such as cook/freeze.

Changes in methodology since 2024/25 submission:

Whilst staff commuting is the only category whereby our increase in carbon emissions is directly connected with increased activity, the bulk of our increase is due to changes in the methodology connected to our supply chain. The nominal increase in our procurement spend from £507,165,191 to £518,030,928 does not account for a re-allocation in 2025/26 from NWSSP to individual health boards, based on Bridgend stores consumption and inflationary factors.

Methodological changes resulting in increase in emissions:

- Changes to Tier 1 emission factors associated with the move to SIC 2022 codes have materially affected the submitted supply-chain estimate.
  - Following submission, the national Welsh Government Energy Services (WGES) Net Zero reporting team identified an exceptional increase in the factor for SIC code 46,**"**Wholesale trade services, except motor vehicles and motorcycles", from 0.022 to 3.895 kgCO2e/£. This represents an increase of more than 17,000%.
  - The national WGES team considers that applying the published 2022 factor would materially distort the reported footprint without reflecting a genuine change in underlying activity. The Department for Environment, Food and Rural Affairs has acknowledged that the movement is unusually extreme but has not yet provided a full explanation.
  - For the 2025/26 return, the national WGES reporting team intends to retain the previous factor of 0.022 kgCO2e/£ for this category. The correction will be made nationally during the review process, and no further action is currently required from the Health Board.
  - The Health Board's final supply-chain and total emissions position will be updated when the reviewed spreadsheet is received.
  - The underlying spend and coding within this category are also being considered nationally with NHS Wales Shared Services Partnership because the impact is concentrated particularly within NHS bodies.
- Unlike previous years, stores-related expenditure is now allocated to individual Health Boards to better reflect actual consumption whereas it was previously reported under the NWSSP Net Zero reporting submission. As a result, reallocation percentages provided by NWSSP Finance were applied to transfer 10.51% stores consumption to Hywel Dda UHB. This represented a spend increase of £7,836,489.89 and an additional 3,823,475 kgCO2e to our reported emissions.

Additional notes:

- Supply chain and medical gases are completed by NWSSP, who led on these parts of the report. A supply chain methodology report has been published by national Procurement to provide assurance of their approach to carbon reporting.
- 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 Tier 2 through the collation of supplier specific emissions 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 with a historic line of sight.
- It is important to note that the inclusion of additional categories in future will affect individual suppliers' Tier 2 emission factors as derived from their carbon reduction plans. This might

increase the emissions that company report on their carbon reduction plan and therefore slightly increase their Tier 2 emission factor.

- 783 NHS Wales' suppliers now have Carbon Reduction Plans enabling the collation of Tier 2 emissions factors, equating to 36.83% of reportable expenditure. This is an increase of 27.7% of spend with NHS Wales' suppliers who have Carbon Reduction Plans in 2024/25.
- Staff commuting was calculated based on the following data:
  - A staff headcount of 13,261 in 2025/26, working on average 4.37 days per week, with homeworking factors built in;
  - The mode of transport from responses in the staff travel survey conducted in May-August 2025;
  - An average commuting distance of 11.4 miles. This was calculated by the Carbon Trust using a bespoke tool with Hywel Dda University Health Board's payroll expenses data in 2018/19;
  - Two commuting journeys per day;
  - 46 working weeks.
- Homeworking was based on responses to the May-August 2025 staff travel survey and weighted according to staff group. The staff group is now calculated by the mapping of responses to the staff travel survey where possible to Electronic Staff Record. This represents a data quality improvement than in previous submissions where subjective staff group responses were used in calculations with gaps due to unknown responses.

Assurance position:

- The Health Board submitted its return within the required timetable.
- No action is currently required from the Health Board.
- The final reviewed spreadsheet will be retained as the definitive 2025/26 reporting record and any material change will be reflected in subsequent reporting.
- A consistent correction has been applied nationally to resolve an issue relating to a nationally published emission factor identified by the national reporting team through its scrutiny and quality-assurance process, which initially accounted for an increase in emissions.

Argymhelliad / Recommendation

The Finance and Performance Committee is asked to:

- **Note** the Health Board's submitted 2025/26 emissions position and the operational reductions achieved across several reporting categories;
- **Note** that the supply-chain and total emissions figures remain provisional, pending completion of the national review and correction of an anomalous emission factor;
- **Take assurance** that an issue relating to an anomalous nationally published emission factor has been identified through the national scrutiny process, that the correction was made centrally and that no further action is currently required from the Health Board; and
- **Note** that the final validated figures will be used in subsequent organisational reporting and performance monitoring.

Amcanion: (rhaid cwblhau) Objectives: (must be completed)	
Cyfeirnod Cylch Gorchwyl y Pwyllgor: Committee ToR Reference:	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, Teitl a Sgôr Risg 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:	All Strategic Objectives are applicable
Nodau Cynllunio 2026/27 Planning Goals 2026/27	All Planning Goals Apply
Hypergyswllt i Amcanion Llesiant HDdUHB 2026 Hyperlink to HDdUHB Well-being Objectives 2026	1. Deliver plans that increase our contribution to a sustainable, low carbon future 2. Strengthen resilience by planning for and adapting to climate change
Model Cymdeithasol ar gyfer Iechyd a Llesiant: (wedi'i gwblhau ar gyfer newid strategol a/neu newidiadau sylweddol i wasanaethau) A Social Model for Health and Wellbeing: (*complete for strategic*	Not Applicable

change and/or significant service changes)	
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 Termau: Glossary of Terms:	GGH – Glangwili General Hospital LPG – Liquid Petroleum Gas NWSSP – NHS Wales Shared Services Partnership SIC – Standard Industrial Classification
Partïon / Pwyllgorau â ymgynhorwyd ymlaen llaw y cyfarfod hwn: Parties / Committees consulted prior to this meeting:	All organisational/national data owners

Effaith: (rhaid cwblhau) Impact: (must be completed)	
Ariannol / Gwerth am Arian: Financial / Service:	The Executive Director of Public Health 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
Tegwch Iechyd: Health Equity:	Not Applicable
Risg: Risk:	Not Applicable
Cyfreithiol: Legal:	Not Applicable
Enw Da: Reputational:	There is a Welsh Government target to be carbon neutral by 2030. The Executive Director of Public Health 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