

CABINET

15 NOVEMBER 2024

REPORT OF PORTFOLIO HOLDER FOR ENVIRONMENT

A.10 CLIMATE ACTION PLAN 2024-2027

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT

To enable Cabinet to determine its recommendation to Full Council with a proposal of amending the Council's current policy target to achieve net zero carbon in scope one and two emissions from 2030 to the Government's target date, currently 2050, to allow for more financially sustainable investment to meet the target.

The set out the proposed Climate Action Plan for 2024-27, as set out in Appendix A, subject to Cabinet's endorsement, to deliver against the new target, following Full Council's approval.

For Cabinet to note that an action within Appendix A, is for further work to be undertaken to improve and streamline data collection on energy usage and emissions.

EXECUTIVE SUMMARY

In August 2019, Council declared a Climate Emergency with a commitment to the Council's operations becoming carbon neutral by 2030 and community leadership activities pursued in order to influence and encourage others across Tendring to strive towards carbon neutrality for the District as a whole. That declaration had committed the Council to a number of actions including setting up of a members' working group, the calculation of the Council's carbon emissions and the development of a climate change action plan.

The previous Climate Action Plan

At its meeting in November 2020, Cabinet recommended to Council that the Tendring Climate Emergency Action Plan 2020-2023 be adopted and that, in view of the significance of this plan, the Constitution (Part 4.01(a)) be amended such that the list of local choice plans to form the policy framework of the Council would include the Climate Change Action Plan. Council approved this at its meeting on 24 November 2020 (Minute no.45 refers).

In 2020, Cabinet accepted changed terminology, from 'carbon neutral' to 'net zero'. This reflects that operating a Council is an activity that is unlikely to ever be possible without the emission of some greenhouse gases. The emissions that we cannot prevent will have to be offset.

The previous Action Plan covered the period to 2023, and has been reviewed to reflect ongoing work, identify new opportunities and lessons learnt, recognise successes and examples of good practice which can be replicated, and crucially monitor progress against the aim of becoming net zero by 2030 ("the current target date").

The current 2030 target date includes only the Council's direct emissions (called 'scope one')

and emissions from electricity generation (called 'scope two'), not those of suppliers (known as 'scope three'). Scope three emissions include the services the Council delivers via business contracts rather than directly employed staff, such as waste collection.

Work so far

There are successes to recognise under the previous 2020 action plan:

- **The Jaywick Sunspot business units** and market place won a national planning award for brownfield regeneration, and is an A-rated building that opened in 2023. The building is designed conserve heat, and there are plans to include solar panels which will bring it up to A+ rating for energy performance.
- **Consolidation of the estate** and moving from the Council's site in Weeley, which was powered by a carbon intensive oil-fired boiler.
- Successful application to the Swimming Pool Support Fund to install an energy efficient **Air Handling Unit** at Walton on the Naze Lifestlyes
- **Pool Covers** have been installed in all Leisure Centres which conserve energy from swimming pools and installation of LEDs to reduce the electricity demand, which complements the LEDs installed in the theatre.
- **Carnarvon Terrace** (Clacton) and Victoria Street (Dovercourt) which are part of the wider Levelling Up Fund projects for Clacton and Dovercourt are currently being design to environmental performance substantially above building regulations.
- Technical design work complete on the Clacton **town hall hybrid boiler system**, which will be significantly more energy efficient than existing boilers.
- Purchase of **electric / hybrid fleet vehicles**.
- The **waste contract** negotiations have included the options for vehicles which will be Hydrogenated Vegetable Oil (HVO) compliant, with final decisions meeting best value. with proposal for increased recycling rates as a result of the new contract.

Case Study – Pool Covers & LEDs at Leisure Centres

On 29 September 2023, Cabinet approved drawdown of £250,000 allocated via the Climate Action Plan to fund the installation of pool covers in the Council's leisure estate, installation of LED lights in the leisure and wider Council estate, and appointment of contractors to prepare plans for lower carbon heating systems in the Council's estate.

The tender process undertaken, the work approved in February 2024 and has now been completed. This is an example of inter-Departmental co-operation to deliver against the Council's Climate Action Aims, as well as investing in opportunities of this type to make both financial and emissions savings over time with a two had half year payback period anticipated; future-proofing the Leisure estate. Opportunities have also been taken to apply for related opportunities to support work of this type, for example the Swimming Pool Support Fund to supplement improvement works Walton Leisure Centre.

Emission reductions

With 2018/2019 providing a data baseline, the Council emitted 2,797 tonnes of carbon for scope one (internal) and scope two (electricity) emissions in that year. In 2021/22 this had fallen to 2,245 tonnes of carbon emitted. As a result, the Council saved 552 tonnes of carbon since the baseline year in direct emissions made up from 144 tonnes of scope one (internal) emissions, and 376 tonnes from scope two, electricity.

In addition, we recorded 2,317 tonnes of carbon emissions in the baseline year of 2018/19 through our supply chain, called scope three emissions. This had fallen to 2,052 by 2021/22. The majority of these emissions come from the Veolia fleet of waste vehicles.

Looking forward: aligning the Council's target Date with the National Target

In 2024 the specialist firm APSE reported on the action required to meet the 2030 net zero ambition, including for Veolia waste fleet, which is in scope three. APSE identified opportunities to achieve the target by 2030, including the installation of air source heat pumps at Clacton Town Hall and a zero carbon waste fleet. However, it was estimated that to meet the target by 2030 would require investment of £18 million, at a time when the Council is required to find substantial savings.

As the Council cannot financially sustainably meet its 2030 ambition, it is recommended that the Council aligns its target date for scope one and two emissions to reach net zero to national the Government target date, which is currently set at 2050. This change is a realistic, value for money approach to responding to climate change. Aligning with the national target means that the Government policy, regulation and funding required to meet net zero will be brought forward to enable the Council to meet what remains a challenging ambition. It also means that innovative low carbon technologies will have time to mature and become cost effective.

Developing a new Climate Change Action Plan for 2024-2027 for Cabinet's approval

Once Council has approved the new target, the Climate Action Plan 2024-2027 at Appendix A sets out the steps the authority will take to make progress towards our net zero ambition. This plan demonstrates that the Council remains committed to reducing carbon emissions and to nature recovery.

The new Climate Change Action Plan is based on a theme of 'High Nature, Low Carbon', and identifies climate action as important in its own right and also a key contributor to the future of the local economy, jobs and skills, community impact initiatives, social wellbeing, as well as direct savings to the Council supporting value for money services for residents.

The 2024 Action Plan has been reviewed and then edited in line with recommendations made by APSE, based on examples of best practice nationally. It is ambitious but realistic, identifying opportunities for Scope one, two and three reductions in emissions and recommending the moving of the target date to 2050. The new Draft Plan can be viewed at Appendix A. The Council will look to opportunities for funding, technologies and resourcing to facilitate delivery of the plan.

Further projects are identified in the Plan. Projects include those which are funded, those where funding has been identified to apply for but not yet secured, and those where the Plan can act as a basis for future funding opportunities. This pipeline of projects will stand the Council in good stead for making a commitment to improve its carbon reduction performance in the medium term, as well as a financially sustainable approach that will be undertaken over a number of years. This, coupled with the moving of the target date to 2050 to align with the national target, will strengthen the Plan with achievable, realistic, and consistent works to continue over its lifetime. Further governance will come forward on a case-by-case basis as projects within the plan are pursued.

The Plan also encourages businesses and residents in the District to play their part in reducing carbon emissions as part of a wider local initiative; the Council as facilitator but not the deliverer of the wider work to be done.

The Climate Action Plan presented at Appendix A includes the content of the plan, which will be designed before being formally published.

The Council continues to adhere to its Corporate Plan theme of openness and transparency and will publish its recorded information as required, including in relation to climate action.

RECOMMENDATION(S)

It is recommended that Cabinet:-

- a) notes the contents of the report and in particular the development of a draft Climate Change Action Plan set out in Appendix A for 2024-27 based upon a revised target of achieving Net Zero carbon emissions by 2050;
- b) subject to (a) recommends to Full Council that
 - i) the Council's Policy Framework (within Article 4) be amended to "*Approval of the Council's target for achieving Net Zero carbon emissions with the relevant strategy and action plans being adopted and delivered by the Executive*"
 - ii) in recognition that at a national level the UK government has outlined comprehensive targets aimed at achieving Net Zero carbon emissions by 2050 and based on the Council's resources, the Council's new target for achieving Net Zero carbon emissions be aligned with the UK's national objectives to achieve Net Zero, by 2050; and
 - iii) Cabinet adopts and delivers against its strategy and action plans in accordance with the Council's Budget and Policy Framework.
- c) subject to Full Council approving the revised Net Zero target, the new Climate Change Action plan for 2024-2027 be adopted with the decision being recorded by the Portfolio Holder for Environment; and
- d) notes the limitations of currently available carbon emission data and commends further investigative work by Officers to improve data.

REASON(S) FOR THE RECOMMENDATION(S)

It is proposed that the Council aligns its target date for scope one and two emissions to reach net zero to national the Government target date, currently set at 2050, because the Council cannot financially sustainably become net zero by 2030. This change is a realistic, value for money approach to responding to climate change. Aligning with the national target means that the Government policy, regulation and funding required to meet net zero will be brought forward to enable the country, and so the Council, to meet what remains a challenging ambition by 2050.

The Government will need to regulate to meet the 2050 target, and as it does so new statutory responsibilities for the Council will come with new burdens funding to deliver them. Over time it is expected that innovations in technology will make improvements in carbon reductions better value for money, more locally available (in terms of supply and maintenance), and more realistic in terms of delivery. The national target date of 2050 is therefore recommended.

Our consultant's APSE identified opportunities to achieve meet the target by 2030, including the installation of air source heat pumps at Clacton Town Hall and a zero carbon waste fleet at an estimated cost of £18million, far beyond the council's reserves, at a time when the Council is required to find substantial savings.

The process of collating data from 2023 has identified an opportunity for improved Council processes. While this is undertaken, modelling of emissions can be calculated using previous years' data to supplement definite data collected for 2023; this is clearly identified and explained in terms of methodology to ensure transparency in the Plan itself.

ALTERNATIVE OPTIONS CONSIDERED

Financial and achievability considerations were modelled via the APSE reporting for keeping the target date at 2030. The option for retaining the 2030 date was considered. However, it was recognised that without significant borrowing to make the investments required, and recruitment of additional capacity to ensure they were delivered, the 2030 date would not be met. The required actions to reach 2030 were unaffordable for the Council, so it was not appropriate to keep a target that the Council did not have a prospect of meeting.

A date of 2035 was also considered, giving a decade to reach net zero. However, given costs modelled by APSE it was felt unlikely the Council would be able to make the necessary investment over a decade, at the same time as making £3m work of savings. It is considered prudent to align the target with national goals.

A further option would be to amend the target date but not develop an action plan. However that would halt progress made so far, and to meet the zero carbon ambition by 2050 still requires continued action.

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

This refreshed Climate Action plan delivers against two key elements of the 2024-2028 Corporate Plan:

- Championing Our Local Environment – through furthering the Council's commitment to achieving net zero
- Financial Sustainability & Openness – by recognising and responding to challenges by moving the target date to 2050

Furthermore, reducing carbon emissions is based on reducing energy use, which will save ongoing revenue costs for the Council, as well as wider beneficial impacts relating to community and social wellbeing outcomes, and benefits to the local economy including the Council being well-placed to support the green economy.

The highlight priorities for the Council includes Cabinet approval for the Climate Action Plan 2024-2027 in Quarter Three 2024/5 (realigned)..

OUTCOME OF CONSULTATION AND ENGAGEMENT (including with the relevant Overview and Scrutiny Committee and other stakeholders where the item concerns proposals relating to the Budget and Policy Framework)

The updated Report has been reviewed and amended in line with a best-practice exercise undertaken by APSE, to ensure TDC's published commitments and goals are as transparent as possible but also realistic, achievable, and balanced alongside the Council's other integral responsibilities.

LEGAL REQUIREMENTS (including legislation & constitutional powers)

Is the recommendation a Key Decision (see the criteria stated here)	Yes	If Yes, indicate which by which criteria it is a Key Decision	The target affects all wards in the District.
		And when was the proposed decision published in the Notice of forthcoming decisions for the Council (must be 28 days at the latest prior to the meeting date)	Yes 10/11/23

The Council adopted the ambition to be achieving net zero carbon emissions by 2030 and the Climate Change Action Plan within its corporate policy framework (Article 4 of the Constitution). This report recommends updating the timing to align with the national target, currently 2050 and recommending an amendment to the policy framework through a decision of Full Council. The amendment reflects full Council setting the policy of the Net Zero target with the Executive developing its strategy and action plan for delivery within the Council's Budget and Policy framework.

The Government has passed a number of Acts which set out the national framework regulating different aspects of Council business that impact on the levels of carbon emissions. The overarching legislation is the Climate Change Act 2008 which commits the UK government by law to reducing greenhouse gas emissions by at least 100 percent of 1990 levels (net zero) by 2050. The 100 percent target was based on advice from the Climate Change Committee's 2019 report. The Climate Change Act did not include a statutory duty for local authorities to develop plans and deliver cuts in line with its carbon budgets. Nor did it set local authorities their own carbon budgets.

X The Monitoring Officer confirms they have been made aware of the above and any additional comments from them are below:

Nothing further to add in addition to the content of the report, as the feedback has been covered within the drafting.

FINANCE AND OTHER RESOURCE IMPLICATIONS

At its July 2019 meeting (item 24) Cabinet allocated £150,000 of the General Fund Variance for 2018/19 to a climate emergency budget, producing 2021's energy audit reports and consultancy fees. Subsequently, at its December 2019 meeting (item 101) Cabinet allocated £250,000 from the existing Asset Refurbishment/Replacement Reserve to fund Climate Change Projects to make improvements at TDC Leisure Centres, as outlined in a previous case study, for pool covers and LED lighting. As reported as part of the General Fund outturn position for 2023/24, the remaining balance on the Asset Refurbishment/Replacement reserve is £1.019m.

This Cabinet Report is not designed to commit the Council to specific projects but instead refocus commitment to the updated 2024-2027 Action Plan itself, and therefore there are no immediate financial implications. However, the extension of the target date to 2050 reduced the financial risk to the Council, as meeting the target would require substantial and potentially unsustainable

borrowing to carry out the works needed to reach net zero. The longer target date allows for national funding opportunities to be made available in the meantime which could support the Council to meet the aims outlined in the updated Plan, and for the reduction in price in new low carbon technologies.

Prominent emitters have been identified as part of the Council's remit and responsibility (Leisure, Housing, Office Estate, and Scope 3 Veolia for Waste Collection) and the updated Plan offers a strategic view of options to be further pursued to address these. Costed projects will be subsequently brought forward before decisions can be made or work progressed in any specific project contained within the Action Plan.

The actions have been considered in terms of available funding, prioritising those already underway or achievable within currently available resources, with the distribution set out below:

Funding		
Within existing resources	Possible within existing finances and/or funding already in place	80%
Funding available	Existing fund identified: Capacity and/or revenue implications to apply	5%
Subject to funding	Funding to be identified	15%

Potential funding sources identified are set out within the plan and include the Public Sector Decarbonisation Scheme, Green Heat Network Fund and OZEV Workplace Charging Scheme, recognising that there are costs associated with applying for and managing external funding .

X	The Section 151 Officer confirms they have been made aware of the above and any additional comments from them are below:
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The report has been reviewed, with no additional comments necessary.

USE OF RESOURCES AND VALUE FOR MONEY

The following are submitted in respect of the indicated use of resources and value for money indicators:

A) Financial sustainability: how the body plans and manages its resources to ensure it can continue to deliver its services;	The change of target date increases the financial sustainability of the Council as achieving the goal by 2030 could require unsustainable borrowing levels to deliver.
B) Governance: how the body ensures that it makes informed decisions and properly manages its risks	Costed plans and standard procurement processes will be undertaken in due course for specific projects laid out in the Plan, with required governance to be brought forward before any work is committed to. The APSE report has provided the information required to manage the financial risks associated with the Climate goal.

C) Improving economy, efficiency and effectiveness: how the body uses information about its costs and performance to improve the way it manages and delivers its services.

The APSE report sets out the cost information required to make an informed decision on the Climate Action Plan 2024. Value for money and commitment to the net zero principles will be considered as part of all aspects of TDC work going forward as per the 2024-28 Corporate Plan.

MILESTONES AND DELIVERY

The updated Action Plan relates to the period from 2024 to 2027 inclusive. Based on the time of adopting the strategy towards the end of 2024, actions are assigned to:

- Year 1 2025, Year 2 2026 or Year 3 2027 where time limited, such as the preparation of a specific strategy or completion of a specific element of work; and
- 'ongoing' actions which are continual or regular in nature, such as annual reporting.

The distribution of actions across the time period has been considered to avoid an uneven burden on any one period. The split is set out as follows:

Timescale

2025	Target to complete within Year 1	20%
2026	Target to complete within Year 2	20%
2027	Target to complete within Year 3	20%
Ongoing	Action ongoing over strategy period	40%

The actions set out have also been considered in terms of available resource, to mitigate placing an unachievable additional burden on council resources, with sixty percent of actions already with resource in place.

Recognising the evolving nature of any strategy, the Action Plan proposes a milestone review at the end of Year 1, to appraise the updated position, with particular consideration of the policy position and funding availability.

The actions identified for Year 1 are set out below.

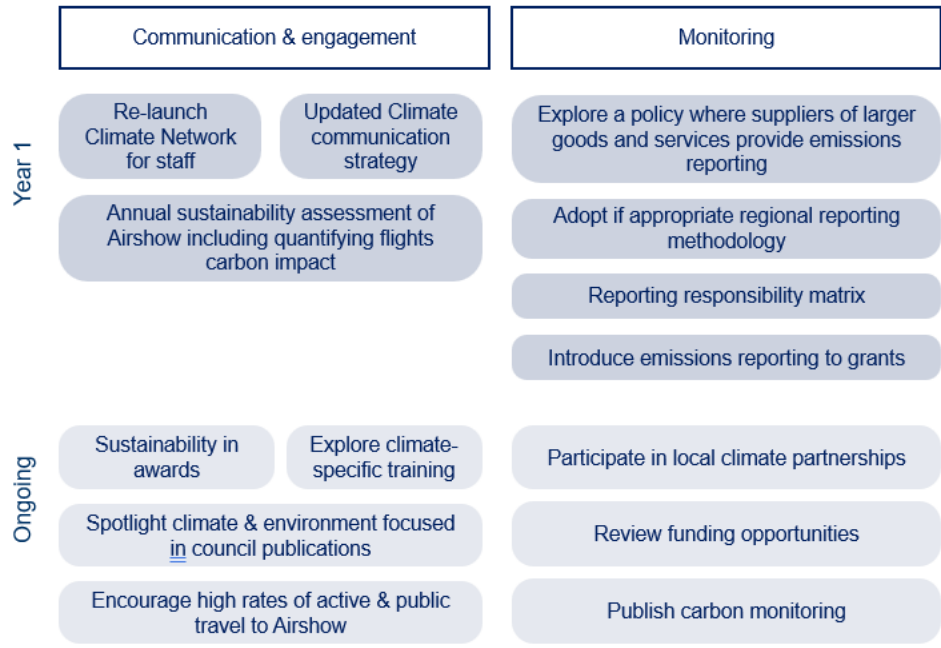
Low Carbon

	Scope 1	Scope 2	Scope 3			
	Our buildings	Our electricity	Council housing	Homes in Tendring	Travel in Tendring	Travel in Tendring
Year 1	<ul style="list-style-type: none"> Performance review of our council assets Building upgrades to Clacton Leisure Centre 	<ul style="list-style-type: none"> Transition to single supplier 	<ul style="list-style-type: none"> Housing Investment Programme review 	<ul style="list-style-type: none"> Jaywick Healthy Homes Initiative 1 Jaywick Sands Energy Hub Fuel Poverty Officer 	<ul style="list-style-type: none"> Improved cycle infrastructure and signage Improved bus infrastructure in Clacton & Jaywick 	<ul style="list-style-type: none"> Support staff to cycle to work such as Cycle to Work
Ongoing	<ul style="list-style-type: none"> Operational review of council assets 	<ul style="list-style-type: none"> Support National Grid decarbonisation Engage with national National Strategic Infrastructure Projects (NSIPS) consultations 	<ul style="list-style-type: none"> Pro-active maintenance to reduce emissions Resident engagement promoting behaviour change 	<ul style="list-style-type: none"> Promote heat networks Require higher energy efficiency of new homes Promote Sustainable Warmth 	<ul style="list-style-type: none"> Support Town Centre Success Include Social Value in Council contracts Support local business growth 	<ul style="list-style-type: none"> Promote collective travel Hybrid working & events

High Nature

	Care for our environment		Climate adaptation	
	Less waste, more recycling	Nature recovery and biodiversity	Preparing for future change	Water use & efficiency
Year 1	<ul style="list-style-type: none"> Review council offices waste contracts 	<ul style="list-style-type: none"> Develop a Nature Strategy for ecology & biodiversity improvements on council-owned land 		<ul style="list-style-type: none"> Water Cycle Study
Ongoing	<ul style="list-style-type: none"> Work with key partners to promote single use schemes Internal comms: recycling and single use plastics 	<ul style="list-style-type: none"> High aspirations of BNG Promote Tendring Land Bank Tree planting Local Plan update 	<ul style="list-style-type: none"> ECC & EA flood defence engagement Require high levels in all new developments High aspirations for SUDS 	<ul style="list-style-type: none"> Water efficiency in new developments Anglian Water engagement on infrastructure Promote national low usage schemes

Our Operations



ASSOCIATED RISKS AND MITIGATION

Financial

The transition to net zero will have costs for the Council, as it is required to change its upgrade its buildings, heating systems and fleet. The costs are currently estimated at £18M by APSE, including a low carbon third party waste collection fleet. However, by aligning the target with the Government’s ambition, currently 2050, the Council makes the achievement of the goal more financially sustainable, both as costs are spread over a longer period, and as Government regulation and private markets have the time to mature to make the transition to net zero the cost effective option. In addition, the actions within the Action Plan will require additional governance.

Reputational

There may be reputational implications of the change of target date to from 2030 to 2050. However, aligning with the national target date allows the Council to demonstrate its financial prudence for taxpayers and realistic, evidence based approach to delivering on net zero. The Council has commissioned research to set out the costs of meeting the current ambition, and does not have the resources to achieve it.

Policy

No change has been indicated by the current Government to the 2050 date for achieving net zero carbon. However, Government could bring forward the net zero target date, which would bring the Council’s date forward as the two align. However, any new statutory responsibilities would come with new burdens funding for delivery, and the government would need to regulate and invest to meet any nearer date than 2050, which would support the district council to meet the changed date.

Delivery

There are delivery risks to the Action Plan. There are limited resources within the Council to take forward projects and monitoring of carbon emissions, and funding for actions in the plan will be decided on a case by case basis against other priorities. As a result the action plan is realistic in scope and includes in one place a number of actions which are already underway to reduce carbon

emissions and promote nature, for example bio diversity net gain, or asset improvements.

EQUALITY IMPLICATIONS

No specific protected characteristic is impacted positively or negatively via these recommendations. Further EQUIA will come forward on a case-by-case basis as projects are recommended in due course.

SOCIAL VALUE CONSIDERATIONS

The Plan is not only focused on Low Carbon, but also a High Nature. As well as improving the area's impact on the climate, this High Nature focus will have wider benefits to the local community, including well-documented benefits to mental health and biodiversity of improved nature facilities and green spaces, better access to active travel, and improved air quality.

Local suppliers and wider social value considerations now form part of the Council's procurement process and therefore further detail will come forward on this aspect on a project-by-project basis.

IMPLICATIONS FOR THE COUNCIL'S AIM TO BE NET ZERO BY 2030

This topic responds directly to this aim by retaining focus on the overall aim but recommends moving the Net Zero target date to 2050 as set out in detail in the rest of this report. The action plan sets out actions that will reduce carbon in the coming years.

OTHER RELEVANT CONSIDERATIONS OR IMPLICATIONS

Consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are set out below.

Crime and Disorder	No impact on crime and disorder is anticipated as a result of these recommendations.
Health Inequalities	Moving towards and reaching net zero has a number of health benefits for residents including improved air quality and aspects such as active travel. However, updating this Plan specifically does not impact any health inequalities in and of itself.
Subsidy Control (the requirements of the Subsidy Control Act 2022 and the related Statutory Guidance)	This updated Plan will require standard procurement procedure for any external works and is therefore not subject to subsidy control considerations.
Area or Ward affected	All Wards

PART 3 – SUPPORTING INFORMATION

BACKGROUND

In August 2019, Council declared a Climate Emergency with a commitment to the Council's operations becoming carbon neutral by 2030 and community leadership activities pursued in order to influence and encourage others across Tendring to strive towards carbon neutrality for the District as a whole. That declaration had committed the Council to a number of actions including setting up of a members' working group, the calculation of the Council's carbon emissions and the development of a climate change action plan.

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PREVIOUS RELEVANT DECISIONS

[Cabinet July 2019 Original Allocation to Climate Emergency Budget](#)

[APSE Energy Contract Dec 2019](#)

[Adoption of Climate Change Action Plan Nov 2020](#)

[£250,000 Drawdown for LEDs, Pool Covers, and Heat Studies Oct 2023](#)

BACKGROUND PAPERS AND PUBLISHED REFERENCE MATERIAL

[Audit Committee 2-Year Progress Update Oct 2023](#)

[CEUK Climate Scorecard Relevant Links](#)

- CEUK's methodology for 2024 can be viewed at <https://councilclimatescorecards.uk/methodology/>
- FOI questions can be viewed at <https://docs.google.com/document/d/1psO30U3LlqdJTVta9vqnm1U0qi8Jhtr8ua5aPhPIqDA/edit>.
- TDC 2021/22 Scorecard can be viewed at <https://councilclimatescorecards.uk/plan-scorecards-2022/scoring/district/#jump=tendring-district-council>
- TDC 2022/23 Scorecard can be viewed at <https://councilclimatescorecards.uk/scoring/district/#jump=tendring-district-council>

APPENDICES

Appendix A – 2024-2027 Climate Action plan

REPORT CONTACT OFFICER(S)	
Name	Laura Richardson
Job Title	Laura Richardson (Economic Growth Officer)
Email/Telephone	<u>lrichardson@tendringdc.gov.uk</u>