

Framework for Sustainable Development in Government

Overarching Commitments

Target A1 - Identifying Significant Impacts

All departments to:

- Provide a clear description of their estate, including executive agencies, staff numbers, buildings and any land managed;
- Identify their most significant sustainable development impacts in relation to operation of the estate
- Identify any part of their estate which will not be covered by the commitments set out in the Framework and give a justification
- Departments should use this information to prioritise sites for coverage by an EMS (see target A3) and
- To be completed by 31st October 2002 and posted on departmental websites.

Target A2 - Publishing Delivery Plans

All departments should, within four months of announcement of each suite of targets in the Framework, make public a strategy showing how they plan to deliver targets¹. The strategy should include evidence that the department has established or has firm plans to establish:

- Lines of responsibility for delivering targets, including Ministers and senior officials
- Data collection systems to measure progress and audit performance against targets across the estate
- Baseline performance data
- The mechanisms to be used to improve performance
- The resources required and
- Milestones and review dates, particularly where targets are long term (>2 years).

There should be a clear time frame for any planned action and establishing data collection systems, where they are not already in place, should be an immediate priority.

¹ Given the very large scale of the MOD Estate it has been agreed that MOD should deliver plans by deadline of 6 months from announcement of targets.

If a department concludes that its impact is insignificant in a particular area (in comparison to its other impacts identified under target A1), and that pursuit of targets would not be an effective use of resources, the department should publish a statement on the same timescale as that for strategies to deliver targets.

Strategies should be made available on departmental websites so that links may be posted on the Framework website.

Target A3 - Environmental Management Systems

All departments are to implement environmental management system(s) based, or modelled upon, a recognised standard (such as ISO14001, EMAS 2 or similar).

For mainly office based estates:

System(s) will be in place to cover:

- all main offices² by 31st March 2004 and
- all other offices/sites by 31st March 2006.

For mixed or mainly non-office estates:

Systems should be in place to cover:

- 40% of estate by 31st March 2004 and
- 80% of estate by 31st March 2006.

Departments should set out their implementation plans giving priority to their most significant aspects and selecting the milestone measures (i.e. percentage of estate or office type) most appropriate to their estate mix.

Each department needs to first define its estate appropriately (see Target A1).

Targets A4 and A5 - Public Reporting

- A4 By October 2002 all departments are asked to review their arrangements for public reporting of their sustainable development impacts including:
- Environmental performance of buildings and facilities
 - Social impacts of the department, including as an employer and
 - Policies which contribute to sustainable development objectives, particularly headline indicators.
- A5 By April 2003 all departments should ensure they have arrangements to:
- Report publicly on their key sustainable development impacts, including their performance against targets in this Framework and
 - Verify their performance data.

² It will be up to each Department to define their main offices, but this can be generally taken to mean those with more than 50 staff.

Travel

Travel Targets

Against a baseline year of 2002/03, all departments by 31st March 2006 to:

- B1 Reduce road transport vehicle carbon dioxide emissions by at least 10%, to be achieved through any combination of:
- a) reducing total business vehicle mileage
 - b) improving the average fuel efficiency of vehicles and
 - c) reducing total fuel consumed.
- B2 Require at least 10% of all fleet cars to be alternatively fuelled.
- B3 Reduce single occupancy car commuting by 5%.

All departments should have systems in place to collect appropriate data from 2002/03 onwards to ensure they are able to measure their progress towards targets B1-B3.

Data Collection

- B1 Departments have flexibility in the activities they undertake to meet the target, but it is recommended that departments collect the following data from all sites where a travel plan is required:
- Business vehicle mileage and
 - Average fuel consumption of vehicles, or
 - Total fuel consumed.

It is recommended that departments concentrate on data collection for their fleet vehicles as a priority, followed by hire vehicles and personal vehicles. Estimates from available data for hire vehicles and personal vehicles used for business travel should be made if necessary, but the intention should be to establish proper data collection systems for these as soon as possible.

- B2 Percentage of alternatively fuelled cars in fleet.
- B3 Percentage of staff commuting by car.
Percentage of staff commuting by car alone.

The following data would also be useful in building a wider picture of travel patterns in departments:

- Percentage of staff working from home or completing a 9 day fortnight; and
- Car parking spaces per head of staff (e.g. 10 spaces per 100 staff).

Water

Office Estate Targets

- C1 All departments which have not already done so to consider joining the Watermark project by September 2002.
Departments which have already joined Watermark should consider by September 2002 whether they have any further sites that should be included in the project.
- C2 Where the department is sole occupier (or is billed for water service charges) to reduce water consumption in office buildings to an average of:
- 7.7 m³ per person per year by 31st March 2004
 - 7 m³ per person per year for all new buildings and major refurbishments where design commences after 2002.

All departments by November 2002 to:

- C3 Identify non-office sites on their estates where there are likely to be opportunities for significant water savings.
- C4 Make arrangements to provide available data on significant non-office sites to Watermark, or, if data are not currently available, establish monitoring arrangements with them.

All departments should collect data to monitor the following from 2002/03 for sites where they are the sole occupier or are billed for water services:

- Each site's annual water consumption in m³
- Staff numbers, full time contractors and estimated annual number of visitors
- Hours the site is open (core days/hours) and
- Any special water using features (e.g. cooling towers, garage facilities, sports amenities).

Watermark has the infrastructure in place to collect data and stands ready to help departments improve their monitoring and reporting. A data collection system is available to departments free of charge until 31/03/03.

Waste

- D1 By October 2004³, each department will draw up and publish a sustainable waste management strategy. This should include steps to implement the waste hierarchy.

³ Given the very large scale of the Ministry of Defence and Home Office estates, it has been agreed that the HO should draw up sustainable waste management strategies by December 2004 and MOD by June 2005.

Departmental strategies will prioritise sites and include clear timetables for meeting Targets D2 - D4. They must incorporate the mechanism for ongoing monitoring of sites for impacts of waste and for reviewing new sites.

- D2 Departments will measure and obtain a figure for the amount of waste arisings from a site. Departments will put in place monitoring programmes incorporating comprehensive data collection methods for identifying and quantifying waste arisings in line with the timescales adopted in departmental strategies.

These figures must be reported annually and sub-divided into those types of waste arisings that are consigned to:

- Re-use ⁴
- Recycling/composting
- Incineration, including obtaining heat and power from the waste
- Landfill and
- Special and clinical (hazardous) wastes (where appropriate).

Data collected should be measured in kilogrammes and reported in tonnes for solid waste and, in litres or cubic metres for liquid waste.

- D3 From the date that total site waste arisings have been calculated, departments should reverse the upward trend in waste arisings, through progressive reduction by at least one per cent per annum in total waste arisings generated, and where possible extend this to each type of waste arisings generated. For those departments that currently have no waste arisings data, site data must be calculated by December 2006 and reported in the following reporting period.

- D4 As soon as the recycling/composting figures from target D2 have been established at a site or unit of establishments, departments should increase these rates by at least five per cent per annum, with an aim of reaching a 75 per cent recycling/composting rate overall. Where possible this should be extended to each type of waste arisings generated.

- D5 All departments to include clauses to minimise and, where possible, avoid impacts of waste in all relevant waste management contracts initiated three months after the publication of standard Government contract clauses. This should include partnership contracts (such as Public Private Partnerships (PPPs) and Private Finance Initiatives (PFIs).

⁴ Where appropriate and where the local infrastructure has the capacity, re-use should be measured where a substance or object which the holder has or intended to discard, has been subsequently re-claimed from the waste-stream and re-used. It is understood that measurement of re-use is often not straightforward. However, Departments are encouraged to report actions taken to eliminate waste arisings.

Energy

- E1 Government departments to reduce absolute carbon, from fuel and electricity used in buildings on their estate, by 12.5 per cent by 2010-11, relative to 1999-2000.
- E2 Government departments to increase the energy efficiency of the buildings on their estate, measured in terms of kWh of (1) fuel and (2) electricity use per square metre of buildings floor area, or estate area⁵, by 15 per cent by 2010-11, relative to 1999-2000.
- E3 Government departments to source at least 10 per cent electricity from renewable sources by 31st March 2008⁶. This will be measured by kilowatt hours for:
- purchasing of renewable electricity and
 - self-generation of renewable electricity (excluding CHP).
- E4 Government departments to source at least 15 per cent of electricity from Good Quality Combined Heat and Power by 2010. (Allowances will be made for those departments that already purchase 100 per cent renewable energy.)
- E5 By March 2006 Government will develop a long-term strategy, up to 2020, for sourcing renewable energy on the Government estate.
- E6 Departments to include clauses to ensure opportunities are identified and measures taken for reducing carbon emissions and collecting energy data (by fuel type), as far as practical, in all estate management contracts⁷ initiated from August 2004.

Procurement

- F1 By 1st December 2005 each Government department⁸ will draw up a Sustainable Procurement Strategy, or review that which is already in place. This must cover:
- An environmental purchasing policy
 - Mechanisms for integrating the environmental purchasing policy, and other relevant sustainable development policy requirements into procurement activities

⁵ Due to the diversity of the Government Estate, Departments can report using either the floor area of their buildings, or the total estate area.

⁶ Given the very large scale of the MOD Estate it has been agreed that the MOD should achieve this target by 2010.

⁷ This should include partnership contracts (such as Public Private Partnerships and Private Finance Initiatives).

⁸ Executive Agencies should either prepare their own Strategy or be included within the sponsor Department's Strategy.

- A commitment to undertake environmental risk assessments of contracting activity
 - Mechanisms to work with suppliers and develop and implement an environmental supply chain management programme
 - Systems to take account of Government-wide initiatives and guidance
 - Mechanisms for measuring and reporting on progress
 - An Action Plan for taking the Strategy forward, identifying key milestones and stakeholders, also specifying how the department will meet the objectives of the strategy and
 - Identification of management structure and resources (staff and budget) required.
- F2 Where it is legitimate and in accordance with the Joint Note on Environmental Issues in Purchasing, Government departments should include clauses relating to environmental considerations in all contracts for goods, works and services initiated on or after the publication of departmental strategies for this Part. These clauses should be for the life of the contract and should ensure that the end-product or service is in full compliance with the suite of targets in the other sections of the Framework. This target applies to all contracts including partnership contracts, such as PPPs and PFIs; in developing contracts departments should include the principles laid out in relevant documents such as *Green Public Private Partnerships* ([PDF](#)).
- F3 Government departments should develop and implement an appropriate training and awareness programme on sustainable procurement for:
- Procurement staff
 - Senior management and
 - Other staff with responsibility for procurement.

Estates Management & Construction

Target G1

By 1st December 2005, each department will draw up an estates management strategy, or review that which is already in place, to fully incorporate significant issues for sustainable development. These should include:

- Measures adopted to address any significant impacts identified;
- Where relevant, the themes and related targets detailed in this document on:
 - construction and demolition
 - adaptation to climate change
 - refrigerants, ozone depleting substances and those with a high global warming potential
 - heritage
 - disposal of property and
 - contaminated land.
- All other themes and commitments set in the other Parts of the Framework.

A. Construction

Target G1A Departments will incorporate a full range of sustainable development considerations into all new build and major refurbishment construction projects where design commences on or after 1st December 2005. These projects should incorporate the targets and principles laid out within the Government's *Common Minimum Standards for the Procurement of Built Environments*, and follow the guidance laid out in the OGC *Achieving Excellence in Construction Guide 11: Sustainability*⁹

B. Adaptation to climate change

Target G1B - As part of their Estates Management Strategies, departments will have processes in place to:

- Assess the risks and potential opportunities to their estates posed by climate change and variable weather, including higher average temperatures, heavier winter rainfall, decreased summer rainfall, sea level rise, and the increased risk of flooding and
- Identify opportunities to: (a) site new developments in areas that are less vulnerable to climate change impacts, and/or (b) build resilience to climate change into new developments and major refurbishment projects.

C. Refrigerants, ozone depleting substances and those with a high global warming potential

Target G1C - As part of their Estates Management Strategies, departments in consultation with specialists where necessary will:

- Incorporate action plans for their estate for the systematic replacement¹⁰ or modification of fixed refrigeration, air-conditioning and fire protection equipment containing ozone-depleting substances and those with a high global warming potential, with alternatives. As a minimum, action plans should ensure that they reflect current Government policy
- Put procedures in place to ensure that HFCs and other greenhouse gases with a high GWP are not used where safe, cost-effective and technically feasible and more environmentally alternatives can be used and
- Justify publicly any decision to use HFCs in a new build, major refurbishment, or

⁹ The online guidance will provide information on these and other related initiatives when published.

¹⁰ Systematic replacement refers to where new systems are installed or where old systems become redundant and are replaced.

chiller replacement scheme.

D. Heritage

Target G1D - As part of their Estates Management Strategies, departments with historic property will:

- Formally adopt DCMS's *Protocol for the Care of the Historic Government Estate*. Where responsibility for management of historic property is transferred to the private sector, for example through PPP/PFI arrangements, the *Protocol* standards should be incorporated into the contractual arrangements
- Incorporate plans for reducing, by means other than disposal, the number of 'Buildings at Risk' on their estate, as reported in *DCMS Biennial Conservation Reports - The Government Historic Estate*
- Have in place arrangements for complete coverage of quadrennial condition surveys for listed buildings, in accordance with the *Protocol for the Care of the Government Historic Estate* and
- Have in place arrangements for protecting, maintaining and enhancing other heritage sites including for example archaeological sites, historic parks and gardens for which they are responsible.

E. Disposal

Target G1E - As part of their Estates Management Strategies, departments will:

- Review procedures for the prompt disposal of surplus land, buildings and other premises, to achieve overall value for money for the taxpayer and in line with other Government policies and documents regarding the disposal of assets and
- Include procedures to ensure that where the disposal affects property of particular value (e.g. in terms of wildlife, public access, cultural heritage, archaeology, or landscape) arrangements are made to secure its sensitive management during and after its disposal. As a minimum departments should satisfy themselves that a prospective purchaser has the capability and resources to manage the property appropriately and that their plans for its use would not be significantly detrimental to its value (as defined above). This may require a risk assessment in proportion to the size and type of asset (of what could happen to the assets following disposal). Appropriate requirements should be made contractual conditions of transfer to any third party.

F. Contaminated Land

Target G1F - As part of its Estates Management Strategy and environmental management system documentation, each department will make a statement about land contamination. Taking account of the nature of its business now or in the past,

this will describe what it is doing to consider the condition of land which it owns or occupies, or previously owned or occupied, with respect to any land contamination for which it might be responsible.

Where appropriate this should cover:

- Any programme to be implemented for investigating the departments own history to identify problem sites for which it is responsible
- A description of the overall approach being taken concerning the investigation of sites, the disposal of sites, and setting clear commitments to meet responsibilities for the remediation of any sites found to need remediation and
- Provision of the necessary funding to make sure that this can happen.

Contracts

Target G2 - Where appropriate, departments will include clauses relating to sustainable development issues in all estates management and construction tender specifications and contracts initiated on or after 1st December 2005. These clauses should also ensure that the end-product or service is in full compliance with the suite of targets in all sections of the Framework - as reflected in departmental specific strategies and be for the life of the contract.

This target includes partnership contracts, such as PPPs and PFIs; in developing contracts, departments should include the principles laid out in relevant documents such as *Green Public Private Partnerships*.

Biodiversity

- H1 By October 2003, departments to ensure that they have comprehensive methods for identifying significant impacts for biodiversity as part of their environmental management systems or otherwise have integrated this into management of their estate. The management system employed should incorporate the mechanism for ongoing monitoring of sites for impacts on biodiversity. This should include reviewing sites not previously identified as having any significant impacts for biodiversity.
- H2 Where there are significant impacts for biodiversity, departments will:
- (a) Conduct audits of their estate to identify nationally and locally important habitats and species and where necessary conduct site-based surveys.
 - (b) Assess the impact of activities on biodiversity at each site.
This should be achieved for 40% of sites identified as being significant for biodiversity by October 2004 and 80% of sites identified by October 2006.

- H3 Departments who own or manage sites identified as being significant for biodiversity, to develop management plans/actions for nationally and locally important habitats and species, and identify opportunities for biodiversity enhancement on other areas of land through their delivery plans.
- (a) For the 40% of sites identified in H2 by October 2005 and
 - (b) For the 80% of sites identified in H2 by October 2007.¹¹
- H4 Departments that own SSSIs to achieve at least 68% by 2006 and 95% favourable or unfavourable recovering condition status on sites by 2010. The improvement of SSSIs is covered by a Government PSA target and departments that own or manage SSSIs can contribute to its achievement. (See <http://www.Defra.gov.uk/corporate/deprep/2003/chapter3.pdf> (PDF)).
- H5 All departments to include clauses to minimise, and where possible, avoid impacts and take measures to enhance biodiversity in:
- (a) New grounds/building maintenance contracts¹² and
 - (b) New build, refurbishment or leasing contracts¹³.

Social

- I1: By 31st March 2006, each department will draw up a strategy that sets out the way in which it will identify, assess and monitor significant social impacts that arise from the management of its land, buildings and operations. The strategy should also include procedures to ensure that proposals to significantly change the way in which land and buildings are managed take account of potential impacts on staff and local communities.

The strategy and procedures should apply as far as possible to partnership managed sites and contracts.

¹¹ Given the very large scale of the MOD Estate it has been agreed that the MOD should develop management plans/actions for the 80% target by a deadline of October 2008.

¹² Initiated from October 2003

¹³ Initiated from October 2003