Leading by example?
Not exactly…

SDC commentary on the
Sustainable Development in
Government Report 2005

December 2005

Contents

Glossary of abbreviations

BRE	Building Research Establishment
CHP	Combined Heat and Power
CO	Cabinet Office
DCA	Department for Constitutional Affairs
DCMS	Department for Culture, Media and Sport
Defra	Department for Environment, Food and Rural Affairs
DfES	Department for Education and Skills
DFID	Department for International Development
DfT	Department for Transport
DH	Department of Health
DTI	Department of Trade and Industry
DWP	Department for Work and Pensions
EAC	House of Commons Environmental Audit Committee
ECGD	Export Credits Guarantee Department
EMS	Environmental Management System
FC	Forestry Commission
FCO	Foreign and Commonwealth Office
FSA	Food Standards Agency
HMCE	HM Customs & Excise
HMT	HM Treasury
HO	Home Office
IR	Inland Revenue
LOD	The Law Officers' Departments (includes the following):
	Serious Fraud Office (SFO)
	Treasury Solicitor's Departments (TSD)
	Legal Secretariat to the Law Officers (LSLO)
	Crown Prosecution Service (CPS)
MoD	Ministry of Defence
NAO	National Audit Office
NDPB	Non Departmental Public Body
NHS PASA	National Health Service Purchasing and Supply Agency
ODPM	Office of the Deputy Prime Minister
ONS	Office of National Statistics
Ofwat	Office of Water Services
PwC	Pricewaterhouse Coopers
SD	Sustainable Development
SDAP	Sustainable Development Action Plan
SDC	Sustainable Development Commission
SDiG	Sustainable Development in Government
SOB	Sustainable Operations Board
SSSI	Site of Special Scientific Interest

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1 Introduction

1.1 Background

Central government (including Executive Agencies) has been publicly reporting on its progress in reflecting sustainable development objectives in the management of its own estate since 1999. It started developing a systematic framework of monitoring its progress in 2002 - the Framework for Sustainable Development on the Government Estate (hereafter referred to as "The Framework"). This has established common targets (mainly environmentally focused) across Government in key operational areas such as energy and waste against which Departments report annually. These targets are intended to be challenging and Departments are required to deliver against them. They are also required to identify all their significant Sustainable Development (SD) impacts so that they can allocate resources accordingly.

The Government Estate included in this year's Sustainable Development in Government report (SDiG) covers an area equivalent to a quarter of a million football pitches, has building space equivalent to almost 2,500 Tate Moderns and employs more than 695,000 people, more than the population of Glasgow.[1] It includes law courts, laboratories, prisons, aircraft hangers and Royal Parks.

The sheer scale of these operations means that the Government has the potential to make a huge, positive impact on society, public expenditure (at a central and local level) and the environment, whilst simultaneously helping to deliver on its own SD objectives. For example, the Government's purchasing decisions can support local suppliers thereby minimising transport impacts, reducing greenhouse gas emissions and supporting the local economy and community. Its facilities management can ensure energy efficient buildings and optimise the use of natural resources such as water and energy. As a large employer, it also has the potential to influence travel patterns, work/life balance and improve amenities in local communities.

The Government recognises that it is important that it is seen to follow the action which it advocates to, and sometimes requires of, the private sector and the general public. Clearly, the Government is better placed to ask business to report more fully on its environmental and social impacts, procure legally certified timber, or reduce its carbon emissions if it does so itself. The same applies if it is asking the public to make lifestyle changes to improve health or to reduce the amount of waste buried in landfill.

The SDC supports the Framework and its associated reporting process as a key mechanism for assisting government in systematically assessing the impacts of its operations across a common set of goals. However, it should be noted that, at present, the Framework does not provide a full assessment of SD as its name suggests. The targets are largely focussed on environmental impacts and social and economic performance measures are largely absent.[2]

The UK Government's Sustainable Development Strategy (published in March 2005) makes it clear that it intends the public sector to become "a leading exponent of sustainable development". To the Sustainable Development Commission (SDC), this means reflecting SD in *all* aspects of the delivery of public services, from policies to purchasing choices, and to considering impacts on community, health and the economy, as well as the environment.

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[1] The Government Estate in this year's SDiG report includes more than 82.7m of buildings on an areas of over a quarter of a million hectares.

[2] Although there is a social impacts section of the Framework this only requires Departments to prepare social impacts strategies, not report against specific, outcome-related targets.

1.2 The role of the Sustainable Development Commission

Until now, government has reported its own performance against the Framework co-ordinated by the Sustainable Development Unit in the Department for Environment, Food and Rural Affairs (Defra). However, the UK Strategy signalled that this task would transfer to the SDC in its new role as SD watchdog, in order to provide an independent assessment of the Government's progress against the Framework, and against the UK SD Strategy as a whole.

The SDC took over responsibility for the SDiG report in May 2005. We have made every effort to provide a robust and comprehensive analysis of government performance against the Framework. At the start of this year's process, the SDC sought feedback from Departments on the previous reporting process and improved a number of aspects of the questionnaire and data collection process accordingly. We sought to limit changes to deal only with obvious glitches as we are aware that the Government is currently reviewing the Framework to ensure that it fully supports delivery of the new UK SD Strategy. Inevitably, we have noted some learning points from our first SDiG report. We will seek to further improve the process next year and ensure that our experience feeds into the Government's Framework Review which is likely to be completed in May 2006.[3]

The SDC contracted Pricewaterhouse Coopers (PwC) to develop this year's report and to assist with data collection and analysis. Their report is attached to this commentary and provides a detailed analysis of Government's progress across all of the Framework targets. Data for energy usage was provided by the Building Research Establishment (BRE) to avoid duplication with their long-standing survey across the Government Estate.

This SDC commentary complements PwC's assessment. It provides our thoughts on this year's findings in the context of UK sustainable

development policy and the current review of the Framework. We have also made recommendations relating to the future approach and shape of the Framework. These are particularly directed at the Government's Sustainable Operations Board (SOB) which is overseeing the Framework Review, of which the SDC is a member.

1.3 A new ranking system

PwC has summarised this year's Departmental performance highs and lows in its Executive Summary, as well as key findings in each chapter. The consultants have also provided Departmental summaries of individual performance, which include subjective assessment of progress based on their performance in relation to other Departments included in SDiG 2005.

The SDC has not sought to duplicate these summaries. However, we have devised our own "traffic light" assessment of progress against the Framework targets (see pp8-11) and a star-rating system (see p17). The latter ranks each Department according to the number of Framework targets they have met (as a proportion of those that were due and appropriate to them). This ranking does not account for "almost met" targets, extenuating circumstances, or improving progress. It is a black and white indication of whether a Department has met the full range of targets it was required to meet by March 2005. However, we have complemented this with an "Extra Steps" assessment which indicates which Departments have worked to meet some of the Framework targets ahead of time and have demonstrated good practice on the overarching commitments.

We are keen to promote this information to government and non-government audiences in an accessible way. We want to encourage departments to compare their progress against each other to improve their performance, celebrate success where we have found it, and increase awareness of the extent and variety of government operations. We are preparing a set of on-line resources, including a searchable database and Departmental case studies, to accompany the report and these will be available over the next few months.

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[3] The Government has established a Sustainable Operations Board which is overseeing the Review. The SDC is represented on this board and the officials working group which supports it.

It should be noted that PwC did not provide an overall Departmental ranking against the Framework on the grounds that it would be "misleading due to the vast diversity of Department activities, estates and priorities".

This context is clearly important in assessing Departmental performance, and our "league table" and traffic light assessment should be considered in the wider context of PwC's analysis.

2.   Walking the talk

Table 1. Traffic Light Assessment of Government Performance, SDiG 2005

Overall Performance - Key

😀 Good progress towards targets

😐 Warning – Areas for concern

☹ Little or no progress towards targets
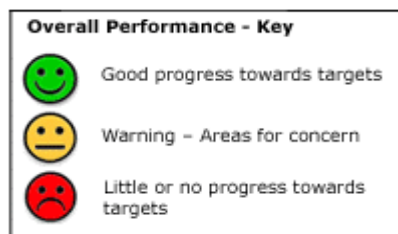
Part A: Overarching commitments to sustainable development ☹
Overall Performance

X	Fewer than half of Departments published the required strategies for meeting their sustainability targets on energy, waste, travel etc
X	Over two-thirds of Departments required to implement an Environmental Management System (EMS) across all their main offices, failed to do so
X	Just over half have met the 2003 target to publicly report on their key sustainability impacts
STAR	ONS – met all the required targets
STRAGGLERS	DCA, LOD and ODPM – have not developed the required strategies for delivering sustainability targets, have not implemented an EMS across all relevant sites and are not publicly reporting on key impacts

Part B: Travel 😐
Overall Performance

✓	Eight Departments have already met the March 2006 target for at least 10% of fleet cars to be alternatively fuelled
X	BUT over two-thirds of departments failed to report accurately on the total amount of fuel consumed in the last year, and data on CO_2 emission reduction was sometimes poor
STARS	DWP and DCMS – have a good proportion of fleets alternatively fuelled, and are making the best progress on transport CO_2 reduction
STRAGGLER	MOD - failed to provide data on fuel consumed and has a long way to go on ensuring 10% of its massive fleet of cars (8924) are alternatively fuelled

Part C: Water
Overall Performance

X   Three quarters of relevant departments failed to meet the 2002 target to assess water wastage in non-office properties (e.g. scientific labs)

X   Eleven Departments failed to meet the 2004 water-saving target for their offices (7.7m^3 per person per year)

STAR   Defra - installed water-saving measures during major refurbishments, including waterless urinals, and achieved a 9.3% reduction in average water consumption in the last year

STRAGGLER   CO - Currently four times over the 2004 water-saving target – which means the department is using 72 kettles of water per person, per day, in offices alone

Part D: Waste
Overall Performance

X   Just seven Departments provided consistent data on the total amount of waste produced - making it impossible to evaluate whether departments met recycling and composting targets

X   Over 80% of Departments failed to publish a complete sustainable waste management strategy

STAR   MOD – in spite of being the largest land-owner, met the target to develop a waste management strategy early

STRAGGLER   DfT – saw a 125% increase in waste volume over the last year and failed to develop a sustainable waste management strategy

Part E: Energy
Overall Performance

X	Government's total carbon emissions have increased by 8% since 1999-00, despite the 12.5% reduction target for 2010-11
X	Over half of Departments failed to increase the energy efficiency of their buildings, and are way off meeting the target of a 15% increase in energy efficiency by 2010-11
✔	BUT – most of Government has already met its 2008 target to source 10% of energy from renewables
✔	ALSO – all management contracts since August 2004 have included clauses to ensure that measures to reduce CO_2 are taken
STAR	DTI – has already exceeded the target for 12.5% reduction in absolute carbon emissions and sourcing 10% of electricity from renewables
STRAGGLER	DFID – failed to increase the energy efficiency of buildings and saw an increase in carbon emissions

Part F: Procurement
Overall Performance

✔	All Departments are currently developing Sustainable Procurement Strategies to oversee the environmental impacts of their contracts
✔	All departments, bar two, have either developed or are developing environmental clauses for at least some contracts
X	BUT – no department has training programmes in place for all staff with purchasing roles
WARNING!	The deadline for all three targets was the 1st December 2005, so we'll be reporting on progress in SDiG 2006
STAR	HMCE – builds environmental clauses into every relevant contract, and is developing sustainable procurement training for staff

Part G: Estates Management and Construction
Overall Performance

X   Only one department currently has processes in place to assess the risks that climate change and variable weather will bring to their buildings and planned developments

X   Almost half of the departments are still a long way off managing the amount of ozone-depleting substances used in their buildings

✓   Of the nine Departments that had undertaken new build or major refurbishment from October 2004, all included clauses relating to SD issues (such as preference for developing brown field sites and encouraging biodiversity) in their tender specifications and contracts

WARNING!   Future progress will need to be significant and rapid for the December 2005 deadlines

STAR   MoD – has made the most progress in meeting the estate management targets, even with the largest estate

STRAGGLER   FCO – installed new air conditioning systems containing HCFC and HFCs

Part H: Biodiversity
Overall Performance

✓   Of the seven Departments that have identified their estates as having significant impact on biodiversity, all but one have already met the October 2005 target to develop biodiversity action plans for 40% of sites

✓   Three Departments have also met the 2007 target to develop biodiversity action plans for 100% of sites

X   BUT – some government-owned top wildlife and geological Sites of Special Scientific Interest (SSSIs) are in poor condition

STAR   HO – Their seven SSSIs are in favourable or recovering condition status. The Prison Service is undertaking national species and habitat surveys, including a water vole survey and national woodland surveys, which prove a valuable indicator in the management of the Service's ancient wetland and woodland sites

Part I: Social impacts
Overall Performance

?   Still an unknown - Departments must draw up a strategy by 31st March 2006 to assess and monitor the impact of their land and operations management on staff and local communities. We await the outcome!

2.1   Overview

As Table 1 demonstrates, the Government as a whole has put in another mixed performance against its Framework this year. No targets have been consistently ignored but neither have many been consistently met by all Departments.

As expanded on below, SDiG 2005 highlights a number of areas of encouraging progress:

- All but three Departments have reviewed and updated their significant SD impacts since the original requirement in October 2002

- Eight Departments have already met the March 2006 target for at least 10% of fleet cars to be alternatively fuelled

- 17 Departments have already met the 2008 target to source at least 10% of their energy from renewable sources. Over half (13) are now exceeding this target and sourcing 30% or more and the combined average across Departments and their Agencies is 19%. This suggests that the Government as a whole has also met its renewables target

- Seven Departments have identified their estates as having significant impact on biodiversity and of these, all but one (DfiD) have met the October 2005 target to develop management plans for 40% of these sites

- All Departments reported that they are currently developing their Sustainable Procurement Strategies to meet the 1st December 2005 target deadline.

However, we are concerned to find that, as in past years, there are gaps in data (both in coverage of the Estate and by target) and the quality of data is highly variable, particularly in relation to Travel and Waste. There are glimpses of both excellent and poor performance. For example whilst Departments have performed well against their renewable energy targets, their total carbon emissions are increasing.

Although most Departments with mainly office-based estates have implemented an Environmental Management System (EMS) in at least one of their sites, there is still a government-wide problem with poor quality and consistency of data. (An EMS requires organisations to install performance monitoring and review systems to assist with a process of continuous improvement).

Some Departments have yet to even meet the full requirements of the longest standing, strategic Framework requirements relating to EMSs, delivery plans and reporting. This means that even the most basic building blocks for the Framework are not yet in place across the whole of Government.

The SDC has been unable to award any "green lights" in its traffic light assessment of overall government progress for SDiG 2005. Despite four years of reporting on some of the targets, performance remains patchy and "almost there" across Government. We can identify few Framework targets where the Government, as a whole, has put in a solid performance across the board to reassure us that efficient and effective systems are in place to deliver the relevant Framework targets and improve upon them.

2.2   Causes for celebration

2.2.1 Alternatively fuelled fleet

A good number of Departments have already met the March 2006 target for at least 10% of their fleet cars to be alternatively fuelled. The Department for Culture, Media and Sport (DCMS) has the greatest proportion of its fleet alternatively fuelled - 85% of 40 cars.   The Department for Work and Pensions (DWP) has a much larger fleet (2704) and 20% (c 540) of these are now alternatively fuelled which is an impressive achievement.

Clearly, the fuel mix of the Government fleet has a key impact on carbon dioxide emissions. However, the Government has already highlighted that this target is "no longer viable" as it does not account for emissions improvement in the diesel sector. The Strategy

commits the Government to procuring on an emissions (not technology) basis in the future and to revising the Framework so that the target is for Government to procure only the cleanest vehicles. The Strategy also restates the target in the Department for Transport's *Powering Future Vehicles Strategy* that 10% of all new cars sold would be defined as low carbon. The Government intends to take this forward by aiming for all of its vehicles to be low carbon by 2012[4] (low carbon is defined as CO_2 emissions of 100 g/km or less at the tailpipe).

The SDC supports the Government's proposed revision of Framework fleet targets to ensure that they are emissions-based, rather than technology-based, in line with the commitments made in the UK Government Sustainable Development Strategy (see recommendation 2, section 5).

2.2.2 Use of renewable energy

This year, 17 Departments have already met the 2008 target to source at least 10% of their energy from renewable sources. Over half (13) are now exceeding it and sourcing 30% or more; the combined average across Departments and their Agencies is 19%, which suggests that the Government as a whole has also met its renewables target. This is good news but it is also somewhat of a hollow success.

The NAO has frequently highlighted that the renewables target for Departments was likely to be achieved early, as 17 out of 20 Departments had already achieved this target by 2003.[5] This suggests that it was not the "challenging" target that the Framework is supposed to set. In addition, all Departments are meeting these targets through sourcing bought-in renewables. Only the DTI (responsible for energy policy) has reported any self-generated renewable electricity.

The SDC views the use of 'green' electricity tariffs (available from energy suppliers) as a

minimum step for Departments in meeting targets relating to the use of renewable energy. At present green tariffs do not contribute additional, renewable generating capacity above what is required of suppliers from their Renewables Obligation.[6] Ofgem is due to bring out new guidance in this area and Departments will be able to ensure that they purchase electricity at the highest possible standard to ensure maximum additional renewable capacity above the legal targets that exist for generators (see recommendation 3).

The SDC would like to see much greater use of on-site renewables and combined heat and power (CHP) on the Government Estate. There are plenty of potential options to investigate in relation to on-site renewables. These include: solar thermal collectors, solar photovoltaics, micro wind turbines, biomass boilers, heat pumps, or micro hydro generators, depending on the location (see recommendation 4).

2.3 Areas of concern

2.3.1 Overarching commitments to sustainable development

Fewer than half of Government Departments have written the required strategies for delivering their sustainability targets (which should cover the bare minimum, such as data collection and resources required relating to meeting the targets in areas such as energy, travel, waste etc). Over two-thirds of Departments have failed the 2004 target to implement an EMS across their main offices and only half have met the 2003 target to report publicly on their key sustainability impacts.

2.3.2 Energy
Carbon emissions

Climate Change and Energy is one of the four priority themes set out in the new UK Government Sustainable Development Strategy.

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[4] *Securing the Future* delivering UK sustainable development strategy, UK Government, March 2005, p.85

[5] House of Commons Environmental Audit Committee, *First Report of Session 2005-06, Greening Government*: the 2004 Sustainable Development in Government Report, HC698, para 15 p.17

[6] The Renewables Obligation requires licensed electricity suppliers to source a specific and annually increasing percentage of the electricity they supply from renewable sources. The current target is 5.5% for 2005/-6 rising to 15.4% by 2015/16.

These themes have also been agreed as priority areas for action across the UK.

The Government is seeking to reduce its own absolute carbon emissions by 12.5% by 2010-11. This amounts to a 1% reduction per year per Department. However, this year Departmental carbon emissions actually increased by 1% against the 1999-00 baseline year. If MoD is excluded (it accounts for 69% of reported estate emissions), Departmental emissions have risen by 8% since the baseline. This is an improvement on last year's 11% rise but still represents a very worrying trend.

The House of Commons Environmental Audit Committee (EAC) has already expressed its concern at the 11% rise in carbon emissions that Departments reported for SDiG 2004, and the SDC cannot offer better news in SDiG 2005.

2.3.3 Waste

The Government (mainly Defra and DTI) has run many projects over the years designed to encourage businesses to realise the financial and environmental benefits of good waste management, including minimisation measures, and the importance of actually measuring waste arisings in order to effectively manage them. However, it seems that Government has yet to take its own advice. PwC found it particularly hard to assess progress against the Waste targets because the majority of Departments submitted poor quality, incomplete and inconsistent data. 12 Departments reported that they had waste monitoring systems in place but PwC deemed only seven Departments' data to be consistent and therefore suitable for further analysis. These findings do little to convince us that Departments have an accurate idea of how much waste they are actually producing and how much of that is being recovered in line with Government policy on waste minimisation and recovery.

This is not news. Departments have submitted consistently poor waste data for the Framework from the start. This is a puzzle when all licensed waste management contractors are required to keep detailed records of the waste they handle and recover to fulfil their waste management licence, landfill tax returns etc. Most detail this

information on their invoices or can do so by arrangement.

Waste management is a core area of estates and environmental management. It is an unacceptable state of affairs that most Departments cannot provide a consistent overview of their waste arisings or waste recovery and are not actively managing their waste disposal. **We recommend that the Government's Framework review specifically investigates the causes of these data provision difficulties before revising the waste management targets for Government (see recommendation 8).**

2.3.4 Travel

Government Departments employ a large number of people who need to commute to work and travel as a result of their work. SDiG 2005 covers approx 695,000 full time equivalents.[7] Transport is one of the fastest growing sources of carbon dioxide and fuel prices are currently rising, so Departments have every incentive, both policy-related and financial, to minimise journeys (e.g. through increased use of video/tele conferencing), encourage carbon neutral modes of transport such as walking and cycling, and maximise fuel efficiency.

We are therefore somewhat surprised to note that some Departments reported data collection problems for the Travel targets and in particular those relating to carbon emission reductions. A good approximation of carbon emissions can be obtained from fuel purchase and use data and we would expect Departments to be keeping records of their fuel expenditure as a part of their everyday financial management. **There is no obvious reason why this information should be so patchy across Government and we recommend that this data problem is also investigated as part of the Framework Review (see recommendation 8).**

Single occupancy car commuting

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[7] An FTE is equivalent to one full-time employee, as defined by hours worked. For example, a part-time person working 50% of the work week has an FTE of 0.5. FTEs should include contracted staff who are permanently working at the site.

The Framework requires Departments to reduce single occupancy car commuting by 5% by March 2006. Although the daily commute to work is an individual's lifestyle choice, an employer can seek to influence the choice of mode for example by providing facilities for cyclists and season ticket loans for trains and buses. If an employee *still* chooses to drive to work then an employer can seek to encourage multiple occupancy commuting through car sharing schemes and parking space restrictions.

This year's SDiG data indicates that overall Departments have failed to reduce the number of staff travelling to work as single occupants (Target B3) – this remained at 72%. Most Departments, including those with extensive regional coverage, failed to provide complete data and therefore it is difficult to establish whether Departments are likely to meet their March 2006 target.

It is worth noting that even DfT, the Department responsible for transport policy, was only able to provide partial data for 2002-03 and therefore unable to report its progress against baseline data this year. We therefore cannot assess whether DfT has taken its own advice as set out in its best practice guide – "Making car sharing and car clubs work." This advocates a range of measures that organisations can take to reduce the number of car trips through multiple occupancy and advises...

> *"...car sharing schemes have produced significant increases in multi occupancy car use (a 21% increase on average), with no corresponding detrimental impact on other sustainable modes – a real reason to deliver effective car sharing solutions for an organisation."*

This guidance also notes that such measures are likely to reduce car parking costs by between £100,000 and £300,000 per annum for a site employing 2,000 staff.[8]

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[8] This assumes that the measures reduce the average number of spaces per employee from 0.79 to 0.42. Assuming an average running cost of £400 per space (as identified by previous DfT research in 2002, 'Making Travel Plans Work'), a site employing 2,000 staff is likely to reduce car parking costs by between £100,000 and £300,000 per annum.

PWC has recommended that this target is reviewed for its on-going appropriateness and significance for Government as a whole. SDC acknowledges that this data needs to be collated from staff surveys and many Departments have found this method problematic. However, this kind of survey data is key of a Department is going to actively seek to influence travel patterns in any way.

The current Travel targets concentrate on car usage which is an important element of travel especially in relation to carbon dioxide emissions. However, car occupancy alone does not indicate how much a Department is actively supporting other modes of transport such as walking, cycling and the use of public transport or is actively promoting the use of tele/video conferencing as a means to minimise journeys. These measures can all impact positively on individual well-being, communities, and the environment. In addition, this kind of information provides more useful context to assess whether the travel trends in Departments are supporting the Government's aims to reduce carbon emissions whilst maintaining mobility and choice.

The SDC recommends that positive travel indicators relating to cycling, walking and the use of public transport should be included in the Framework to complement the car usage data (see recommendation 5).

We also suggest that this information would be complemented with a systematic assessment of the use of tele/video conferencing across the Government Estate. This is an area where a new SDiG target would be relevant (see recommendation 6).

Aviation

Aviation is also a key mode of transport in relation to greenhouse gas emissions. The Government has set itself targets for other modes of transport (e.g. 10% of its vehicles to be low carbon by 2012, existing Framework targets, etc) but has not yet properly addressed aviation, the most unsustainable mode of transport.

We are therefore delighted with the decision, announced by the Prime Minister at the launch of the UK SD Strategy in March 2005, that all

Government Departments will be offsetting their air travel as of April 2006. However, while carbon offsetting has a role to play in raising awareness there is a need to reduce demand for flight. Aviation is forecast to increase dramatically and become the major contributor to climate change emissions. Assuming the UK Energy White Paper aspiration of a 60% reduction in carbon dioxide is achieved, aviation's contribution to overall emissions could be as much as 39% by 2030 and 72% by 2050.[9] Aviation also has further significant environmental impacts in terms of noise and local air quality. **The SDC would therefore like to see Government setting targets for *reducing* its own air travel, especially with regards to domestic flights, for which there are other alternatives (see recommendation 7).**

2.3.5 Water consumption

The Government seeks to ensure that poor performance on water efficiency or leakage from private water companies is penalised by the Office of Water Services (Ofwat), the water industry economic regulator. This is to ensure the most effective use of this important natural resource for the benefit of the customer, economy and the environment. Water companies have a statutory duty to promote the efficient use of water by all their customers, whether businesses or households. They are quick to point out that business users (such as government) have a large financial incentive to take their advice. For example guidance to business users from Southern Water states:

> *"Effective water management can save companies large sums of money. Where no previous attempt has been made to save water, financial savings of up to 20% can be achieved at little or no extra cost".*[10]

As a rule of thumb, this guidance advises that if annual water use is greater than about 9.3m³/person (the typical level of use for offices) then there is plenty of scope for improvement. Southern Water advises that a good practice level would be 6.4 m³/person.

The Framework required Departments to have reduced their water consumption to 7.7m³ per person per year (equivalent to c.4530 kettles) by March 2004. However, five Departments reported an increase in water use this year (compared to three last year). Although nine Departments reported a reduction in their water consumption only seven managed to reduce their water consumption sufficiently to meet the March 2004 target. HMT has yet to meet this target despite only having one office included in the SDiG report.

Many Departments have cited the provision of showers, kitchens, water features etc as reasons for high water consumption but these facilities are common to most Departments and can be managed to ensure the efficient use of water. The Cabinet Office (CO), one of the smallest Government estates, has yet to even meet the interim target of 11m³ that was set for March 2002 and its water consumption levels are the worst in Government, with levels four times higher than the target. CO has recognised that it has a particular problem with water leaks and the SDC will be looking for a step change in progress next year.

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[9] *Growth scenarios for EU and UK aviation*, Tyndall Centre for Climate Change Research and The University of Manchester, a report for Friends of the Earth, April 2005.
[10] *Small Changes, Big Savings*: Business, Southern Water, January 2004, http://www.southernwater.co.uk/b2b/waterEfficiencyForBusiness/,

3   Departmental Performance

	Star Rating[11] % of targets met with a deadline before end of March 2005	Extra Steps[12] % of future targets met (with a deadline post- March 2005)
ONS	★★★★☆	24%
Defra	★★★★☆	20%
HMT	★★★☆☆	20%
IR	★★★☆☆	12%
DFiD	★★★☆☆	21%
DTI	★★★☆☆	25%
MoD	★★★☆☆	27%
HO	★★★☆☆	20%
ODPM	★★★☆☆	22%
HMCE	★★☆☆☆	15%
DCA	★★☆☆☆	15%
DfT	★★☆☆☆	19%
DfES	★★☆☆☆	16%
DWP	★★☆☆☆	30%
DCMS	★★☆☆☆	25%
FCO	★☆☆☆☆	24%
DH	★☆☆☆☆	19%
CO	★☆☆☆☆	12%
LOD	★☆☆☆☆	12%
ECGD	Did not provide data	

Table 2. SDiG 2004-2005 – Departmental Performance

[11] The star rating reflects the number of applicable targets (i.e. relevant to the Department and required this SDiG year) that a Department has met as a percentage of the total. The rating measures absolute achievement against the set targets on an equal basis. It does not weight achievements, reflect progress made towards meeting a target, or reflect partial achievement.

Departments have been required to report against the framework for four years and many of the deadlines are several years old. The SDC has, therefore, set the one star rating boundary at a level requiring at least a quarter of relevant targets to be met. The boundaries are as follows:
1 star: 25-39%; 2 stars: 40-54%; 3 stars: 55-69%; 4 stars: 70-84%; 5 stars: 85-100%

[12] All departments have already met at least one target before the specified deadline. The 'Extra Steps' rating reflects the number of applicable, future targets a Department has met as a percentage of the total. Two extra bonus points were allocated to Departments that externally verified their performance data and those whose overarching delivery plans covered all six required areas. These were included to ensure that our assessment fully recognised overarching good practice.

3.1 Champions

As Table 2 illustrates, no Department has demonstrated "champion" performance across all Framework areas. However, ONS and Defra scored consistently well across most of the Framework building on their solid performance in SDiG 2004/5.

ONS has one of the smallest, office-based estates and has no historic buildings or Sites of Special Scientific Interest (SSSIs). This means it can focus on building management issues more than many other Departments. Nevertheless, the Department clearly views its small estate as worthy of proper attention and should be congratulated for developing the required delivery plans, putting the necessary data collection systems in place to report its good progress, and achieving a number of targets ahead of time.

Defra has a fairly large, mixed estate with offices and laboratories and is responsible for one SSSI. It has no particular advantage over other Departments to explain its solid performance. However, as the champion of SD in Government, the Department is well aware of the reputational risk of failure as well as the benefits of putting the Government's SD objectives into practice.

The consistent performances of ONS and Defra across the Framework targets highlights the fact that senior level leadership and recognition of the value of the Framework are necessary if Departments are to deliver an effective performance against the Framework (see recommendation 9).

HM Treasury (HMT), Inland Revenue (IR), Department for International Development (DfID), DTI (Department of Trade and Industry) and the Ministry of Defence (MOD) also demonstrated more solid progress than most of their peers. These Departments tended to perform better than most against the waste targets but there were no obvious areas where all of these Departments were achieving better than average progress. HMT was one of the leading Departments when it came to reducing absolute carbon from fuel and electricity (ahead of target) and DTI and MOD showed particularly good progress against a range of future targets.

The DTI put in a strong performance on its "home" ground - energy. The Department has met its carbon reduction targets ahead of time, sources 10% of its electricity from good quality combined heat and power (CHP) and was the only Department to report any self-generated renewable energy. Despite this contribution to carbon savings, the DTI has yet to achieve the March 2004 water consumption target, but the Department *has* doubled the amount of non-office sites which it assesses for water reduction opportunities since last year to achieve 100% coverage.

Despite being the largest Government Department and third largest landowner in the country, MoD achieved an average/above average performance for most Framework targets. The Ministry achieved a 2% carbon reduction which has a significant impact on government progress overall as MoD accounted for 69% of reported carbon emissions this year. The Department has also undertaken a biodiversity audit across its entire estate to assess its biodiversity impacts.

3.2 Strivers

Around a third of Departments put in an average performance (compared with other Departments), meeting around half of the Framework targets that were due for SDiG 2005.

Of these, The Office of the Deputy Prime Minister (ODPM) and Home Office (HO) were particularly strong and are making progress ahead of time for a number of targets. ODPM generally performed well on Estates Management and biodiversity. It was one of the few Departments to provide consistent data on waste arisings (despite having yet to develop the waste management strategy required by October 2004) and over 10% of its 108 cars are alternatively fuelled ahead of the March 2006 deadline. Meanwhile, the HO has established a number of the systems and plans required to meet the Overarching Commitments targets and all seven of the Department's SSSIs are either in favourable or recovering condition.

Her Majesty's Customs and Excise (HMCE), the Department for Constitutional Affairs (DCA), Department for Culture, Media and Sport

(DCMS), Department for Transport (DfT), Department for Education and Skills (DfES) and Department for Work and Pensions (DWP) all put in a two-star performance. DCA was one of the best Departments for reducing water consumption. Meanwhile, HMCE and DCMS reported a substantial increase in carbon emissions, and DCMS had the highest waste arisings, despite being one of the smallest estates. DfES has yet to implement the required EMS despite the March 2004 deadline but the Department reported that EMSs are being considered or planned for all offices.

Of this average group, DCMS (one of the smallest estates) and DWP (one of the largest estates) had the best "Extra Steps" assessment. DCMS achieved the highest energy efficiency and 100% of its office-based sites are covered by an EMS. The Department also performed well on travel - 85% of its 40 strong car fleet are alternatively fuelled (the highest proportion). DWP was one of only seven Departments to provide waste data that was sufficiently internally consistent to allow for further analysis but this data indicated that its waste arisings are increasing. DWP performed well on the Transport Targets; 20% of its car fleet is alternatively fuelled (c. 540) and it achieved a 30% reduction in CO2 emissions since the baseline year of 2002-03. DWP has yet to meet the target to implement an EMS in all main offices by 31 March 2004, but it has chosen to count all 1,750 offices as main offices for EMS purposes and has already achieved 98% coverage - a considerable achievement.

3.3   Stragglers

The Law Officers' Department (LOD) and Cabinet Office (CO) struggled to even achieve a third of the targets now due. Both have mainly office-based estates and neither are particularly large. However, we acknowledge that LOD consists of four discrete parts including the Crown Prosecution Service (CPS) and Serious Fraud Office (SFO), which complicates data collation and monitoring.

LOD and CO both performed poorly in basic areas such as waste, water and energy, showing little improvement or a deteriorating performance since SDiG 2003/04. However, even with these stragglers, it is not all bad news. CO has worked hard to increase its

recycling rate beyond the 5% annual increase for the 4th year running whilst LOD is one of only five Departments to have procedures in place to ensure that HFCs and other greenhouse gases with a high Global Warming Potential (GWP) are not used where more appropriate alternatives are available.

The Foreign and Commonwealth Office (FCO) and Department of Health (DH) put in border-line below-average performances. DH's energy efficiency per m^2 fell by 10% at a time when Departments are supposed to be aiming to achieve a 15% increase in energy efficiency by 2010-11 (relative to 1999-2000). FCO's absolute carbon emissions rose by 5% and this runs counter to the target to achieve a 12.5% reduction in absolute carbon emissions by 2010-11.

There is no particular reason why these Departments should be struggling with the Framework. DH is one of the smallest Departments and the energy data indicates that one of its Executive Agencies, the NHS Purchasing and Supply Agency, is tending to demonstrate better progress than its parent Department (see 4.5.1 below).

However, DH and HO *are* doing well in some areas. For example, DH was one of the few Departments to provide consistent waste data, which indicated that the Department is recovering 59% of its waste (not including IT waste), more than double the average of 28% across all Departments. DH also has the lowest water consumption. It was one of only six Departments to meet the required target for March 2004. FCO demonstrated good progress on the Overarching Commitment targets and was one of eight Departments to develop and publish delivery plans for the six required areas of the Framework. In addition, all six of the FCO's new estate management contracts, initiated since August 2004, included clauses to ensure opportunities are identified and measures taken for reducing carbon emissions and collecting energy data.

4 Thoughts for the Framework Review

4.1 General conclusions

The SDC's experience of overseeing this year's SDiG process has highlighted a number of issues that the Commission would like to feed in to the Government's review of the Framework. These are discussed below. PwC have also highlighted areas for attention in their report (see the Executive Summary).

The SDC supports the Framework, and its associated reporting process, as a key mechanism for facilitating the systematic assessment of the environmental impact of government operations across a set of common goals. However, the Government's Review is timely and much needed. After four SDiG annual reports, the strengths and weaknesses of the system, and its participants, have become clear.

A fundamental challenge is to revise the Framework so that its targets clearly reflect government priorities and policies and that the resulting data returns facilitate meaningful analysis that Departments can then act upon. To date, the Framework has been providing a relatively muddy picture of Government performance due to a number of factors:

- lack of good quality and consistent data
- a diverse estate in constant flux
- variation in the coverage of the estate reported by Departments
- the difficulty of representing the performance of a variety of Agencies and Departmental activities in a single return[13]
- a large range of targets - some of which are ambiguous about coverage and deadline and not obviously linked to, or reinforcing, government priorities and goals.

All of these factors need to be addressed if the Framework is to have any chance of delivering a clearer picture of government progress over time.

We are aware that changes in targets will make it difficult to compare past SDiG performance over time. However, there have been four years of change already and the current Review is the perfect opportunity to improve the Framework so that it accounts for past experience, as well as ensuring that it is updated to reflect new initiatives such as the March 2005 UK SD Strategy, ODPM's forthcoming Sustainable Buildings Code, and the findings of the Sustainable Procurement Task Force (see 4.2.3 below). The aim of the Review should be to ensure that the Framework provides a stronger basis for future reporting and more accurate and effective tracking of trends against key outcomes than has been possible to-date.

4.2 Targets

4.2.1 A common core

The SDC very much supports the Framework's current approach which seeks to establish a set of common targets for all Departments across government. Such targets are crucial to ensuring that progress can be monitored across Government as a whole and comparisons made between Departments.

The Commission recognises that the process is complicated by the huge diversity of the Government estate and the large number of targets currently in place – there are over 30 multi-part targets. These factors make it difficult to discern clear trends and meaningful conclusions from the data as both the EAC and the National Audit Office (NAO) have frequently highlighted.[14] Departments have constantly changing staff levels, are regularly relocating to new offices as well as selling or refurbishing old ones.

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[13] The NAO's recent sustainable procurement report concluded that Departments "struggled to capture the variation in practices of their executive agencies and to present this alongside departmental practice in a single return". Sustainable Procurement in Central Government, NAO, September 2005, p.1

[14] House of Commons Environmental Audit Committee, *First Report of Session 2005-06, Greening Government*: the 2004 Sustainable Development in Government Report, HC698

The SDC would support a streamlining of the current targets to a common core, appropriate to all Departments covering agreed priority areas aligned to those identified in the Government's own SD Strategy. Departments need to concentrate their efforts on producing good quality data on shared priority areas. They can then present additional data as appropriate to set their performance in the wider context of their particular Departmental "story" and activities (see recommendation 1).

We suggest that the common core should particularly focus on operational targets relating to energy and water use, waste, procurement, travel, building management (new build and refurbishment), employment and community engagement. This core should be developed with input from a range of practitioners and subject experts, in order to set the appropriate range and level of targets. These should include procurement specialists and environmental managers from business and the wider public sector.

The SDC is conscious of a range of pressures to expand the Framework. The SDiG data collection exercise is relatively well established and the SDC has already had many approaches from other parts of Government to use the SDiG process to fulfil other operational data requirements. In addition, the EAC is keen for more policy-related areas to be reintroduced to the questionnaire.

Until SDiG 2004, Departments were also asked to provide information relating to the overall mainstreaming of environmental objectives within policy development. For example, staff resources allocated to SD, environmental screening and appraisal, setting environmentally related policy targets, and SD awareness-raising. The EAC has called for the SDC to "evaluate afresh the scope of the Departmental questionnaire and to re-incorporate within it policy and resource-related issues." Whilst the SDC acknowledges the need to track performance in these areas, the SDiG process may not be the only vehicle. Departments are now required to prepare Sustainable Development Action Plans (SDAPs) and report regularly against them – a commitment in the UK Government SD Strategy.

These plans also offer a mechanism to track these policy and resource-related issues. The SDC is responsible for assessing the SDAPs, as well as reporting on SDiG, and will consider the Committee's recommendation in this context.

4.2.2 Targeting real change

The Framework requires a range of strategies and plans to be drawn up. However, there are no additional mechanisms or sufficiently-linked targets to assess the quality of these plans and the associated outputs. These requirements need to be balanced with a suite of outcome-related targets to assess whether these strategic activities are delivering *real* change.

In reviewing the existing Framework targets, the Government must ensure that deadlines are specified and that the requirements of the target and reasons for setting it are clear. Currently this is not always the case – for example waste target D2 allows a Department to set its own timescales for identifying and quantifying waste arisings. It is therefore difficult to track cross-government progress in this important area as different standards and timescales apply. If targets are SMART (Specific, Measurable, Achievable, Responsive and Time-related) then this will greatly assist the Commission in devising future questionnaires and Departments will be better able to ensure that the appropriate data collection systems are in place because the data requirements will be clear.

We note that the NAO's recent sustainable procurement report concluded that the SDiG 2004 questionnaire had lead to a misleading impression of the level of sustainable procurement in government.[15] The NAO found that whilst Departments provided answers to the general procurement section in good faith, the wording of the questions allowed considerable scope for interpretation. The SDC has sought to minimise the scope for varied interpretation in SDiG 2005 - PwC consulted with Departments, the EAC, and sought advice from the NAO in updating the questionnaire. **The SDC will continue to ensure that future SDiG questionnaires are fully user-tested to**

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[15] *Sustainable Procurement in central government*, NAO, September 2005, p.1

ensure that the data requirements are clear (see recommendation 11).
We agree with PwC that the following targets require particular attention:

- Renewable energy
- Single occupancy commuting
- Water (replacement of Watermark scheme)

We also flag the need to support the strategic requirements of the Procurement section of the Framework with more specific reporting on key commodities. This issue is discussed in more detail below.

4.2.3 Procurement

The UK Government's SD Strategy, *Securing the future* (March 2005) commits the Government to seeking to become the EU leader in sustainable procurement by 2009. The SDC very much supports this aim and the procurement targets in the Framework (Part F) are a key mechanism which will enable the Government to measure whether it is on track to fulfil this aspiration.

Part F was not published until October 2004 and none of its targets were due this year. Departments are required to draw up a Sustainable Procurement Strategy or review any strategy already in place by 1st December 2005, report on how far they are including clauses relating to environmental considerations in all contracts for goods, works and services and the extent of their training and awareness programmes on sustainable procurement for procurement staff. A recent NAO report on sustainable procurement in central government noted that these were "largely process rather than outcome based" and were "heavily focused on the creation of sustainable procurement strategies". This approach means that although all Departments have reported progress towards developing a Sustainable Procurement Strategy, training etc, the SDC is unable to judge how far procurement practice is *actually* changing as a result of this in line with Government policy.

In the absence of Part F targets, previous questionnaires have required information relating to the procurement of particular products such as paper and timber. PwC

requested this information on a discretionary basis this year, as the new targets do not specifically require it. As in previous years, few Departments reported against all of the required products and we have been unable to gain a comprehensive picture of how far Departments are meeting the Defra "Quick Wins" targets now highlighted for use by Departments on the Office of Government Commerce website.[16]

In March 2006, the Government's Sustainable Procurement Task Force will publish its national action plan for sustainable procurement across the public sector. The SDC looks to Government to ensure that the Task Force's findings are incorporated into the Framework Review across all necessary sections (see recommendation 10).

4.3 Data Collection and monitoring

As PwC have highlighted in their report, the data provided for SDiG 2005 contains numerous gaps and inconsistencies which vary by Department and Framework topic each year. This situation makes it difficult to monitor trends effectively and reach clear conclusions about progress.

Most Departments do not appear to have efficient monitoring and tracking systems in place to provide accurate data returns. For many Departments the SDiG reporting process seems to involve a last - minute scramble for data at the end of the SDiG year because the data gathering is not part of a constant management process. Although 12 out of the 13 Departments with mainly office-based estates have implemented an EMS at at least one site, only four of the 13 have achieved 100% coverage.

This is avoidable. Although the Framework targets have been published on a staggered basis, they have remained unchanged since they were published. Departments have therefore been able to identify the types of data streams which they require to be able to demonstrate progress against most of the key targets.

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[16] www.sustainablesolutions.gov.uk

The SDC welcomes the recent request to the National Audit Office, from the House of Commons Environmental Audit Committee, to investigate the "serious problems relating to the availability and robustness of data provided by Departments as part of the SDiG process." [17]

4.4 Timing

PwC has recommended that the Sustainable Operations Board (SOB) and the SDC should review the timing of the SDiG reporting process. The SDC recognises that the established system of revising the questionnaire relatively late in the reporting cycle and carrying out the bulk of data collection over the summer can be greatly improved. The introduction of the new Framework is a key opportunity to improve the SDiG process. However, it is unlikely that any changes to the Framework will feed through to SDiG 2006 as the reporting year is already well underway.

As of now, there are now three entirely independent processes that Departments are involved in: the SDiG reporting process; new Sustainable Development Action Plans; and, from 2006 onwards, a stand-alone sustainable procurement action plan. In our opinion, this is not a good way to proceed. It is inefficient, and likely to prove demotivating to those having to do all the work.

We are therefore recommending a high-level meeting between the SDC, the SOB, Defra and the NAO to determine a much more integrated approach to these three processes, hopefully to come into effect from April 2006 (see recommendation 13).

4.5 Coverage

We are aware that the SOB is considering the coverage of the Framework in its Review. There are two key issues: a) ensuring that the progress of the various Government Executive Agencies is adequately reported and b) considering whether the Framework should be expanded to cover the wider public sector. At present, the Framework targets and reporting requirements cover all central government departments and their Executive Agencies, including buildings and land managed. Individual Departments can choose whether to include overseas locations in their reporting against the Framework but must make this clear from the start. The Framework does not currently cover Non-Departmental Public Bodies (NDPBs) and other associate bodies or the devolved administrations. [18]

4.5.1 Executive Agencies

The NAO has recently highlighted its concerns that not all Departments are consistently providing data for their Executive Agencies. [19]

In SDiG 2005, PwC required Departments to clearly state the 'coverage' of their data returns i.e. how much of their estate, including their Executive Agencies, was included for their data returns. This coverage was assumed the same for each target unless the Department specified otherwise. They were also asked to provide reasons for the omission of any parts of their estate. In all, nine Departments submitted data for all of their Agencies. This means only 64% of eligible Agencies were included in the analysis. Six Departments failed to cover all of their agencies, out of which five did not fully account for these omissions as required. However, this is an improvement on last year's report when only five Departments submitted data for all their Agencies, which covered 43% of all Agencies. Annex A provides a full list of Executive Agency coverage for SDiG 2005.

The inclusion or exclusion of large Agencies can skew a Department's overall performance, to its advantage or disadvantage. To avoid this "masking" effect, the NAO has suggested that where there are clear differences between the progress of Departments and that of their Executive Agencies, and in particular where the Executive Agency is large, it may be appropriate to disaggregate this data.

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[17] House of Commons Environmental Audit Committee, *First Report of Session 2005-06, Greening Government*: the 2004 Sustainable Development in Government Report, HC698, para 15

[18] *Framework for Sustainable Development on the Government Estate,* Part A: Overarching Commitments, Defra, September 2002

[19] House of Commons Environmental Audit Committee, *First Report of Session 2005-06, Greening Government*: the 2004 Sustainable Development in Government Report, HC698, p19

The NAO particularly highlights the case of the NHS Purchasing and Supply Agency (NHS PASA) as a key Agency that is doing work on sustainable development which is distinct from its parent Department. A key example of how this changes the overall impression for the parent Department is apparent in SDiG 2005; DH Combined (including NHS PASA) achieved an absolute carbon reduction of 11% on 1999-2000 levels. However, by itself, NHS PASA achieved a 27% reduction as compared to 10% for DH. Differences in changes in energy efficiency were more marked - DH Combined saw a 7 per cent increase in energy use per square metre on its estate. However, NHS PASA actually achieved a 34% reduction in energy use per square metre, compared to a 10% increase in DH.

The SDC will work with the NAO and SOBto ensure that Executive Agencies are comprehensively and appropriately included in reporting against the Framework (see recommendation 12).

4.5.2 The wider public sector

We note that the most recent Greening Government report from the EAC concludes that the exclusion of the NHS and schools sector from the Framework "massively understates the environmental impacts central government Departments have and the scope for significant improvements - for example in reducing carbon emissions."[20]

As most central government Departments have struggled to report adequately against the current Framework it would seem a step too far to include the wider public sector in the SDiG exercise at this stage. However, the SDC supports this as a longer-term goal. At the very least, Government could consider how data collection in Government Departments might be better aligned to that being collected in the wider public sector. For example whether DH is gathering similar data for the NHS or whether DfES is monitoring the operational performance of schools in any way.

4.6 Capacity and Resources

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[20] Ibid p.9 para 19

Departments are expected to identify the areas where their estate has significant impacts on SD and channel resources appropriately. The Framework can help Departments to identify areas where resources can be best deployed and to track where they are having most effect. However, we have been left with the impression that many of the personnel who prepare the data for the SDiG report are severely under-resourced. We have seen little evidence that the majority of Departments have invested in adequate support in terms of data collection and monitoring systems, capacity, or have established clear lines of senior level accountability for performance against the Framework.

This has meant that the SDiG reporting process, on the whole is not integrated with other Departmental reporting mechanisms. However, the process yields valuable information which should inform the regular review of corporate activities.

The patchy performance against the Framework signals that good performance against Framework targets is not particularly valued at senior level in Departments as an indicator of good performance overall. Conversely, there is no obvious penalty for bad performance either. At present a Department's data return for SDiG is signed off by a senior accountable officer as appropriate to that Department's processes. However, we recommend that in future the SDiG return should be signed off by the Permanent Secretary (see recommendation 9).

5 Summary of recommendations

On Framework targets, the SDC recommends that:
1. Government streamlines current targets to a common core appropriate to all Departments, covering the priority areas outlined in the Government's own SD Strategy (4.2.1)

2. Government revises fleet targets so that they are based on emissions, rather than technology, in line with commitments made

in the UK Government Sustainable Development Strategy (2.2.1)

3. Departments follow Ofgem's upcoming guidance on purchasing electricity at the highest possible renewable standard (2.2.2)

4. Departments undertake greater use of on-site renewables and CHP on their Estates (2.2.2)

5. Government includes positive travel indicators (relating to cycling, walking and public transport) in the Framework (2.3.4)

6. Government sets a new Framework target to assess the use of tele/video conferencing across the Government Estate (2.3.4)

7. Government sets targets for *reducing* its own air travel, especially with regards to domestic flights, for which there are other alternatives (2.3.4)

On data collection, the SDC recommends that:
8. Government investigates the particular problems with data on waste and fuel as part of the Framework Review (2.3.3; 2.3.4)

On the SDiG process, the SDC recommends that:
9. Government ensures senior level recognition and responsibility for Framework targets, and that future SDiG returns are signed off by the Permanent Secretary (3.1; 4.6)

10. Government incorporates the findings of the Sustainable Procurement Task Force (published in March 2006) into the Framework Review (4.2.3)

11. SDC continues to fully user-test future SDiG questionnaires, so that the data requirements are clear (4.2.2)

12. SDC works with the NAO and Sustainable Operations Board to ensure that Executive Agencies are comprehensively aligned and included in reporting against the Framework (4.5.1)

13. SDC convenes a high-level meeting with the Sustainable Operations Board, Defra and the NAO to determine a more integrated approach between the SDiG process,

Sustainable Development Action Plans and sustainable procurement (4.4)

Annex A: Coverage of Departments and Executive Agencies in SDiG 2004-05

	Included	Omitted	Agencies not mentioned[21]
CO	Cabinet offices	Office of Public Service Information Financial Services Unit National School For Government Emergency Planning College Government Car & Despatch Agency Central Office of Information Government News Network	
DCA	Wales Office Public Guardianship Office Courts Service Scotland Office HM Tribunals		HM Land Registry National Archives
DCMS	The Royal Parks Agency	Blandford Street	
Defra	Central Science Lab Centre for Env, Fisheries and Aquaculture Science Pesticides Safety Directorate Rural Payments Agency Veterinary Lab Agency Veterinary Medicines Directorate	Buildings where minor occupier, below 50 staff or surplus/vacant. Plus Minister's flat.	State Veterinary Service (not included in 2004-05 came into being in April 2005) Marine Fisheries Agency (came into being in October 2005) Government Decontamination Service (came into being in October 2005)
DfES		Wales Bar Maltravers Road Bolton St/Piccadilly Sheffield Nursery Blenheim Court Peterborough Fountain Hall Bradford 1st Floor Wesley House Luton 2nd Floor Skyline House London Manorgate House Kingston upon Thames Moorgate House Rotherham Bayley House Atlas house Bolton 200 Great Dover Street London	

[21] Departments were asked to provide information on their total estate, comprising the core Department and Executive Agencies, in the Estate Background section of the questionnaire. They were also asked if they had excluded / omitted any part of your estate from the questionnaire, for which they were asked to provide information and a reason for submission. Some Executive Agencies were not explicitly mentioned in either the included or omitted section of the questionnaire and are listed here.

	Medway Skillcentre Annexe Sittingbourne Middlesborough Skillcentre Annexe Ground & 1st Floor Skyline House London Albion Wharf York Brandon Court Coventry The Oaks Redditch Enterprise House Wolverhampton 12 Grosvenor Crescent London Acorn House Grimsby Wolverhampton Skillcentre Ipswich Skillcentre		
DfID	20 Victoria Street Overseas estate		
DfT	DfT Central - HQ (Southside) DfT Central - HQ (Ashdown House Hastings) DfT Central - Rail Accident Investigation Branch		HQ (Great Minster House) HQ (Ashdown House) Air Accident Investigation Branch Marine Accident Investigation Branch Mobility and Vehicle Information Service Driving Standards Agency Driver and Vehicle Licensing Agency Highways Agency Maritime and Coastguard Agency Vehicle Operator Services Agency Vehicle Certification Agency
DH	Offices with less than 50 staff/minor occupier/disposed: • DH – 18 • MHRA – 7 • NHS Estates – 1 • NHS PASA – 2		5 DH offices Market Towers (MHRA) Reading (NHS PASA) Chester (NHS PASA)
DTI	National Weights and Measure Lab Small Business Service	DTI – 33 offices ETS – 1 office	The Insolvency Service Bloomsbury Street, London Ladywood House, Birmingham Boulton House, Manchester Emmanuel House, Norwich DTI HQ Employment Tribunals Service Billingham Patent Office

	Companies House	
DWP	Job Centre Plus Pensions Service Disability and Carers Service Appeals Service The Rent Service Health and Safety Executive Child Support Agency Corporate Centre	
FCO	Foreign & Commonwealth Office Executive Agency - Wilton Park	Apollo House 89 Albert Embankment (UKV) Kingsgate House (UKTI) FCO Overseas Network
HMCE		Valuation Office Agency (covered by IR)
HMT		National Savings and Investments OGCBuying.Solutions Royal Mint Debt Management Office Valuation Office Agency (covered by IR) ONS (reported alone)
HO	HM Prison Service Criminal Records Bureau Forensic Science Service UK Passport Agency	All buildings with less than 50 staff and/or a floor area of less than 1000 M2
IR	Valuation Office Agency	
LOD	Crown Prosecution Service Treasury Solicitors LSLO Serious Fraud Office	
MoD	Royal Navy Army Royal Air Force Central Top Level Budget Holder Defence Procurement Agency Defence Logistics Organisation Defence Estate Chief of Joint Operations UK Hydrographic Office	ABRO Armed Forces Personnel Admin Agency Army Training and recruiting Agency British Forces Post Office Defence Analytical Services Agency Defence Bills Agency Defence Comms Services Agency Defence Storage and Distribution Agency Defence Transport and Movements Agency

	UK Met Office Defence Medical Services Defence Medical Educational and Training Agency Army Base Repair Organisation DARA DSTL		Defence Vetting Agency Disposal Services Agency Duke of York's Royal Military School MoD Police and Guarding Agency Naval Recruiting and Training Agency Pay and Personnel Agency RAF Training Group Defence Agency Service Children's Education Veterans Agency
ODPM	ODPM Ashdown House Victoria Eland House Planning Inspectorate Hempstead House, Hemel Hempstead Government Offices for the East of England, London, North West, South West, West Midlands, Yorkshire and the Humber, North East, South East and the East Midlands The Fire Services College The Queen Elizabeth II Conference Centre	26 Whitehall, London, SW1 Emergency Fire Service, Marchington Portland House, Bressenden Place, SW1	Ordnance Survey
ONS			