

SUSTAINABLE OPERATIONS ON THE GOVERNMENT ESTATE (SOGE) 2009 ASSESSMENT

This is the eighth annual assessment of central Government's performance on operations and procurement against the targets and commitments of the Framework for Sustainable Operations on the Government Estate (SOGE).¹ The assessment is based on data provided by departments to the Centre of Expertise in Sustainable Procurement (CESP) in the Office of Government Commerce (OGC) for the financial year 2008/09. Overall, Government has improved in a number of important areas, taking its score to 81% - up from 78% last year - for the primary operational targets, and maintaining its 4 out of 5 star rating. This includes exceeding the target for carbon emissions reductions from administrative road vehicles, and almost being on track meet the carbon emissions reduction target from offices. Government has also maintained its 2 star rating for the Mandated Mechanisms, and has significantly improved its commitments under the Sustainable Procurement Action Plan (SPAP), going from 2 stars to 4 stars.

1. Headline Commentary

The UK Government has committed itself to leading by example on sustainable development. The UK Sustainable Development Strategy, *Securing the Future*, sets out a long-term vision, including a package of ambitious targets and commitments.² As the Strategy points out, the UK is living beyond its means: "from the loss of biodiversity... to the negative effect our consumption patterns are having on the environment and the climate, our way of life is placing an increasing burden on the planet." The most urgent manifestation of this is, of course, climate change, and the UK has positioned itself as a leader on the global efforts to tackle carbon emissions, at Copenhagen and beyond. The creation of the Department of Energy and Climate Change (DECC) in 2008 was a welcome move, enabling Government to champion the delivery of the world's first *Climate Change Act 2008*.³ This has been further supported by the new *Energy Act 2008*, the *Communities and Local Government: Planning Act 2008*, and the *Planning and Energy Act 2008*.

It is now more important than ever for Government to lead by example, in the way it powers its buildings, in the way staff travel, and how waste is managed. This commentary explains how the UK Government is performing, measured against the targets it has set itself.

1.1 Carbon Emissions

- **Carbon from Offices:**

- Target to reduce carbon emissions by 12.5% by 2010-11, relative to 1999/2000 levels.
- Target to reduce carbon emissions by 30% by 2020, relative to 1999/2000 levels.

Government has made significant progress in 2008/09, but is not quite on track to meet the 2010/11 target. Government's carbon emissions from offices have reduced by 10% relative

¹ SOGE Framework - <http://www.defra.gov.uk/sustainable/government/gov/estates/targets.htm>

² HM Government, *Securing the Future - Delivering the UK Sustainable Development Strategy*, March 2005. (<http://www.defra.gov.uk/sustainable/government/publications/uk-strategy/>)

³ For more information, see: <http://www.decc.gov.uk/en/content/cms/legislation/legislation.aspx>

to the baseline, reporting a pan-government total of 2,593,726 tonnes. This compares to a 6.3% reduction in 2007/08 relative to the baseline. For Government to be on track this year, it would have had to achieve a minimum 10.2% reduction relative to the baseline in 2008/09. However, if Government continues with the rate of progress achieved last year it should be on track to meet the 2010/11 carbon reduction target of 12.5%.

- **Carbon from Administrative Road Vehicles:**
 - Target to reduce carbon emissions from road vehicles used for government administrative operations by 15% by 2010/11, relative to 2005/06 levels.

Government has shown a remarkable turnaround from 2008/09 compared to 2007/08. The total carbon emissions from vehicles has reduced by 17% relative to the baseline, reporting a pan-governmental total of 149,270 tonnes. This compares to a reduction of 10.3% relative to the baseline in 2007/08. Some Departments such as DIUS and ECGD are reporting reductions in emissions in excess of 80% relative to their baselines, and two Departments (FC and HO) reporting reductions in emission between 2007/08 and 2008/09 in excess of 30% relative to their baselines. Without further context, these improvements would appear to be difficult to achieve, even by replacing all vehicles with the most low carbon commercially available hybrid vehicles currently on the market. This raises the issue of data quality, consistency and rebaselining in the reporting process in order to accurately assess and portray Government's progress against the targets.

CESP's Government Delivery Plan produced in 2008 contained a trajectory for carbon from offices. This referred to initiatives that would be implemented and that were expected to realise reductions in carbon emissions greater those needed to meet the 2010/11 target. The total percentage of carbon reductions anticipated in this plan by 2010/11 was more than 10% when compared to the 2007/08 reported figure. This would equate to an annual average reduction of approximately 3.3% per annum. In 2008/09, Government reduced its emissions by 2% in real terms from last year's reported figure of 2,642,623 (tCO₂) to 2,593,726 (tCO₂). Not taking into account rebaselining, this smaller than anticipated reduction may indicate that the Government is unable to realise the additional reduction anticipated in the Delivery Plan.

1.2 The "Big Four"

2008/09 is the first time that the "Big Four" departments (MoD, MoJ, DWP and HMRC which together represent 80% of Government in terms of size) have all achieved four out of a possible five stars for the primary SOGE targets.⁴ Together, these four departments constitute 92.5% of the baseline for carbon from offices (and the MoD alone constitutes 73.3%). However, performance here has been mixed, with the MoD being the only Department to have already achieved the target. DWP and HMRC are not currently on track to meet the target, showing only modest improvements and reporting reductions of only 2.3% and 1.4% respectively relative to the baseline. Meanwhile, although doing better in 2008/09 compared to 2007/08, the MoJ has actually increased its carbon emissions by 5.1% relative to the baseline.

In 2008/09, the MoD contributed 91% of the total pan-government reduction in carbon emissions from offices relative to the baseline. The MoJ's increase in emissions has countered the total pan-government reduction in carbon emissions by 3%, and as a result has effectively

⁴ Ministry of Defence (MoD); Ministry of Justice (MoJ); Department of Work and Pensions (DWP); Her Majesties Revenue and Customs (HMRC).

cancelled out DWP's 2% and HMRC's 1% contribution towards Government's overall reduction. The rest of the Departments have therefore made up the remaining 9% of the total pan-government reduction. Although 10 of these 18 remaining departments have also achieved reductions equal to or greater than 12.5% relative to their own baselines, their overall contribution to the pan-government reduction in emissions was relatively slight.

Conversely, the MoD is the only one of the "Big 4" not currently on track to meet the carbon from vehicles target, while the MoJ, DWP and HMRC have all managed to meet and exceed this target ahead of the deadline. However, the "Big 4" only constitutes 67.3% of the baseline emissions for this target (and the MoD alone constitutes 34%). Adding Defra and DfT to the "Big 4" brings the total up to 87.6% of the baseline, so the influence of the "Big Four" is less pronounced here.

1.3 How would Government Perform on 10:10?

The 10:10 campaign is a high profile campaign that aims to engage with every sector of British society to secure a 10% cut in the UK's carbon emissions in 2010 (see www.1010uk.org), and has caught media and government attention. On November 5th 2009, DECC committed to achieving a 10% reduction in emissions in 2010. In consequence, the SDC has examined pan-government and departmental performance over the last year with this potential voluntary target in mind.

In order to provide an indication of current progress, the SDC has carried out some initial calculations to compare Government's reported tonnes of CO₂ from 2008/09 to those reported the year before in 2007/08:

- Due to changes in Government reporting resulting in a reassessment of the baseline, Government's combined baseline for carbon emissions from offices and vehicles grew by 2.4% from 2,987,586 tonnes in 2007/08 to 3,062,581.6 tonnes in 2008/09. Over the same year, total combined carbon emissions for both these targets fell in real terms by only 1.7%, from 2,791,385 tonnes to 2,742,995.8 tonnes.
- When combining office and vehicle emissions together, 8 departments (FC, HO, DCSF, ECGD, ONS, CLG, BERR, & DfID) each reduced their combined CO₂ emissions by 10% between 2007/08 and 2008/09. These accounted for 3.7% of the total combined carbon office and vehicle emissions for 2008/09. However, only three of these went through no significant rebaselining over the same period (FC, ECGD, & DfID) and so are most realistic in terms of real changes in emission levels between these two years.⁵
- For the "Big Four", their combined carbon emissions from offices and vehicles fell by only 1.2%, from 2,535,902.5 tonnes in 2007/08 to 2,506,683.8 tonnes in 2008/09. However, the MoJ underwent a significant rebaselining exercise over the same period, increasing its combined baseline by 33.6%. Not counting the MoJ, the other 3 "Big Four" departments by themselves achieved a reduction of combined carbon emissions from offices and vehicles of 6.3%. These three departments recorded a fall in emissions from 2,481,971.8 tonnes in 2007/08 to 2,325,167.8 tonnes in 2008/09, with no significant rebaselining.

These figures show that if the Government were to adopt the 10:10 commitment, it would require a major step change in current performance.

There are ways that Government could cut its own reported carbon emissions considerably, by shifting emissions elsewhere rather than genuinely reducing them. For example, it could

⁵ By "significant rebaselining", the SDC means a change of more than 1%.

contract out activities such as ICT, reprographics and some Government services. This would not help to tackle climate change. The SDC urges the Government to be open and transparent about the ways in which carbon can be reduced, to allow others to learn from their experience.

The SDC therefore supports and encourages such Government initiatives as the Public Value Programme (PVP). As part of the PVP, DECC recently began carrying out an exercise to map the wider public sector's potential for employing more sustainable energy and drastically reducing carbon emissions. The SDC also supports Government working more closely with suppliers and examining its supply chains to identify where increased efficiencies in terms of carbon and costs can be made, in order that supply chain impacts are appropriately measured and better managed.

2 Other SOGE Targets

The SDC is pleased to see the progress that has been made in 2008/09, thanks to considerable efforts from Government. Of particular note are the significant improvements in carbon emissions from administrative vehicles and rates of recycling, as well as the ongoing excellent performance in water consumption and waste arisings. The next task for government is to get to grips with its supply chains, and to look even more closely at the performance of Government Agencies and relevant NDPBs.

Government uses the SOGE Framework to measure its performance in three areas: operations, mandated mechanisms, and procurement.⁶ These are set out in more detail below. The targets themselves are attached in *Appendix B*.

2.1 Primary SOGE Targets

Sustainable operations targets set by government:

Overall, Government has managed to slightly increase its percentage score from 78% in 2007/08 to 81% in 2008/09 for the primary SOGE targets. This has maintained Government's four out of five star rating, indicating that there is still some room for improvement. The targets for carbon from office and from administrative vehicles have already been examined in detail above. Key points about Government's progress on the other SOGE targets are provided below:

- Overall, Government reported a 7.9% improvement in **energy efficiency** per m² relative to the baseline. This represents continued progress from last year; however, Government is not yet on track to meet this target. The SDC recognises that some departments have worsened their energy efficiency per m² in part due to optimisation of floor space. Having greater productivity per m² in a modern office will mean more work stations and equipment in a smaller space, and therefore more use of energy per unit area.
- Government's performance against the **waste arisings** target is categorised as 'excellent' relative to the baseline. However, the SDC notes that overall performance in 2008/09 has actually worsened since 2007/08. The reduction in waste arisings has gone from 28% below the baseline in 2007/08 to only 14% below the baseline in 2008/09. The excellent waste arisings performance is also supported by an excellent **recycling** rate of 48% in

⁶ To find out more about the SOGE Framework and targets, please refer to the following website:
<http://www.defra.gov.uk/sustainable/government/gov/estates/targets.htm>

2008/09, which exceeds the level required for the 2010 target and is an improvement on the 35% reported in 2007/08.

- While Government has achieved the target for the use of **renewable energy** supplies, it is disappointing that use by departments has dropped for a second year in a row; this time by almost 200,000 kWh in 2008/09 to a level of 16.9%. This is compared to the 22% that was reported last year and 28.3% the year before. This slide in performance is not balanced by Government improving its progress against the target for electricity derived from good quality **combined heat and power (CHP)**. In 2008/09 Government maintained a limited 8.7% of electricity consumption from CHP, and is therefore still not on track to meet this target.
- Government figures show excellent performance against the **water** target, with a 19.9% reduction in water consumption against the baseline. This is a slight improvement on last year when a 17.8% reduction in usage was reported. Government is on track to go well beyond its stated 2020 target. However, Government figures show poor performance against the water target for new builds and major refurbishments, with average water consumption for 2008/09 sitting at 4.9m³ per person/year (which is more than the 3m³ target), and so does not meet the target. In addition, the MOD again reports that there were no new builds or major refurbishments in 2008/09 for the water from new builds target, despite reporting a total of 31 new builds and 12 major refurbishments for the BREEAM target this year, and 15 new builds and 10 refurbishments for BREEAM last year. Although this appears to be an inconsistency, the MoD has clarified that none of the new builds or refurbishments were for office spaces, and so are not counted under this target.
- Pan-government figures on **biodiversity** have improved this year from last year. Specifically, performance has increased from 82% of the total area of SSSIs being in target condition, to 94%. 2 out of the 6 departments which own or part-own a SSSI achieved excellent progress (DfT and FC) against this target, and a further 3 departments achieved good progress (Defra, MOD and MOJ).

2.2 Mandated Mechanisms

Tools and initiatives departments should undertake to help achieve sustainability goals:

Government has managed to maintain its two out of five star rating from last year for the Mandated Mechanisms. This indicates that there is still significant room for improvement and that Government as a whole needs to refocus its efforts around meeting these targets. Key points about Government's progress on the Mandated Mechanism targets are provided below:

- In 2008/09, nine departments reported completion of new builds or major refurbishments, and pan-government performance has improved with 64% of total projects achieving the **BREEAM excellent standards** or equivalent, compared to 42% in 2007/08. However, more than 1 in 3 projects still fell below the mandated BREEAM requirement. In 2008/09 only 85% of all reported new builds and major refurbishments had the required BREEAM assessment carried out. The SDC notes that the extent of assessment has improved from 2007/08, but there is no possibility of Government meeting this target if all projects are not assessed.
- There was insufficient information provided to accurately assess **Environmental Management System (EMS)** progress at a pan-government level in 2008/09 as CESP did not gather data on the number of sites and the number of full time equivalent staff (FTE).

However using marker data from 2007/08 and qualitative information it can be judged that government is making good progress with between 75% and 85% EMS coverage. 16 departments have reported good EMS coverage for their sites and staff. 5 departments (DH, ECGD, FSA, LOD and MoJ) are making poor progress against this target area, and the FSA has reported a drop from 100% of staff covered by a certified EMS in 2007/08 to 0% in 2008/09.

- Overall pan-government performance by departments for the **Carbon Trust commitments** shows only some progress this year for this target. 19 departments have signed up at some level to one or both of the schemes offered, with 13 showing a good level of coverage. The FC and FSA are the only 2 departments that have reported no coverage in 2008/09.
- The data set in 2008/09 does not allow for an accurate assessment of the pan-government performance for the **sustainability appraisals** for office relocations. Therefore, a subjective assessment of some progress has been provided as more departments are now responding to this requirement and applying appraisals. In order to carry out an accurate assessment, it must be clear how many office relocations there were and how many of these had a sustainability appraisal carried out on them. This year CESP only asked if departments had undertaken any office relocations and then if "all, some or none" of these were covered by an appraisal.
- The SDC has undertaken assessments of **Sustainable Development Action Plans (SDAPs)** over the last year. These indicate that most departments have plans to address their operational impacts. The SDC continues to encourage departments to identify where they need to focus their attentions and to provide a rationale for the actions they are undertaking in their SDAPs to ensure ambitious goals are set and good progress is made against them.

2.3 Sustainable Procurement Action Plan (SPAP) Commitments

The way in which public money is spent and how this supports sustainable development:

Government has managed to improve its star rating from two out of five in 2007/08 to four out of five in 2008/09. This is significant progress, but there is still some room for improvement. Key points about Government's progress on the other SPAP targets are provided below:

- All departments, with the exception of the FC, have continued to report that they are **engaging with key suppliers** on sustainable development, SOGE and the SPAP. This is the same performance as reported last year.
- In 2008/09 not all Permanent Secretaries or equivalents (PUS) were reported as having sustainability objectives, with the FSA reporting its PUS does not have them, compared to the previous year when 100% had these objectives. 11 of the 22 departments also reported that 100% of staff with operations and/or procurement responsibilities have sustainable operations targets and/or SPAP commitments incorporated into their **personal performance objectives**. This is more than double that which reported as such last year and is therefore a significant improvement, if clearly well short of the 100% commitment for departments.
- Government performance on the use of **Quick Wins** is judged to reflect some progress, but remains below the expectations set out by this commitment. 16 of the 22 departments included clauses for Quick Wins and/or extended mandatory product standards for all relevant contracts. This is effectively the same as last year, when 15 of 21 departments

were compliant. 5 of the 22 departments have also taken steps to remove sub-standard contracts.

- 20 of the 22 departments have reported using the **Sustainable Procurement Task Force Flexible Framework**. This is effectively the same as last year, when 19 out of 21 departments reported that they used the Framework. 7 departments are reported to have achieved Level 3 ('Practice') or above in all five of the Flexible Framework categories this year and so were awarded a green traffic light. This compares to only 2 departments performing at that level last year and represents good year on year progress.
- Only the FCO has not set out in its **SDAP** the actions the Department intends to take to ensure procurement practice helps achieve the sustainable operations targets.

3 The SDC's Recommendations to Government

The SDC is encouraged by Government efforts to improve its performance on the SOGE Framework targets and also on its supply chain impacts (for example through adoption of the Carbon Disclosure Project). However, significant work is still needed to fully understand and improve the total impacts of Government's activities, both on and off the public estate. The SDC is therefore making the following recommendations to Government, which it is hoped will help Government continue to focus on the key steps needed to lead by example on the sustainability of its operations and procurement activities.

- Government must continue to extend coverage of the SOGE Framework to include all Executive Agencies (which should have all been included by now), as well as all Non-Departmental Public Bodies (NDPBs) that are of an appropriate size in terms of spend, staff or estate. No significant impact should be omitted. Any such omission will distort the real picture of how Government is progressing and where it needs to refocus its efforts.
- The SDC recommends that CESP concludes as soon as possible its work on the Government's sustainable procurement vision and the associated implementation plan. It is vital that Government understands, reports and improves on its main supply chain impacts, and produces an ambitious timetable for doing so.
- As part of Government's Public Value Programme, the SDC recommends that DECC looks at how Government operations and procurement could be transformed to make more radical improvements that go beyond the incremental changes that are typically discussed. This would include assessing where and how to invest public money wisely and sustainably. For example, Government has set itself a carbon neutrality target for 2012.⁷ The process of "neutralising" carbon emissions has been a matter of great debate, and monies spent offsetting carbon emissions might be better invested in energy improvements and the uptake of more on-site sustainable energy.
- While Government has made excellent progress against its carbon target for administrative vehicles, this only represents a very small component of travel in the public sector. Data collation, management and reporting across government on travel needs to be consistent, broader and more accurate in order that government may better manage and mitigate the impacts of travel related to the public sector. This means that government should expand its sphere of influence from administrative vehicles to consider all modes of business travel,

⁷ This target cannot be assessed until the target year as carbon neutrality will likely be achieved through carbon offsetting only when the target date (31 March 2012) is reached.

employee commuting, visitor travel, and the smarter working practices and service delivery designs needed to drive improvements. This will require the identification of a policy lead on government travel to provide a focus for guidance, reporting and stimulus of sustainable travel across all government departments, developing a government-wide operational and travel policy and delivery programme. CESP has been working for some time with key Government Departments to identify who this should be, but a decision has yet to be made. The SDC also believes that there should be a target for all departments and executive agencies to establish workplace travel plans to better understand, manage and minimise the impacts of commuter travel by civil servants. This would provide government with the opportunity to quickly reduce one of its largest travel impacts which at present is not even measured.

- Government should enable and encourage Departments to work in cooperation with each other to achieve more sustainable and multidimensional goals that look at the social, environmental and economic benefits at the same time. For example, incorporating sustainable travel planning into a new sustainability appraisal methodology would provide opportunities for early gains during estate rationalisation, re-locations and the development of new government services. This is an example of more joined up thinking and is something that the SDC encourages Government to embed into all parts of its operations. The current SOGE targets are largely very one dimensional and therefore do not encourage the synergies that are needed for Government to become significantly more sustainable in everything it does, and allowing radical thinking that will engender the necessary gear shift. Defra is now developing a revised SOGE Framework for which the SDC has already provided feedback. This is the prime opportunity to put in place some meaningful targets that will work together to create real change in the way Government conducts business both on and off the Government estate.

4 Scope of Reporting

The SDC is very pleased to see that there has been more reporting in some areas of Government, with some additional Executive Agencies included for the first time this year. For example, the Crown Prosecution Service (CPS) in the Law Officers' Department (LOD) has identified one building which previously was not included for gas consumption. Also the Treasury Solicitor's Department (TS) could not report on its oil consumption in previous years because it did not have access to the data but this has now changed, finally allowing TS to report on its oil consumption for the first time. The SDC also notes that in some cases, the provision of more accurate data has resulted in an apparent worsening of performance. For example, the LOD had previously made some progress against the carbon from offices target, but this year demonstrated a reversal against this target and is now reporting a poor performance. This change reflects the inclusion of a more complete set of performance data now including the CPS. Therefore this year's performance for LOD is considered to be a more accurate reflection of performance than in previous years. Comparisons with previous year's performance for this target should be treated accordingly. As happens every year, machinery of Government changes and better data quality have resulted in necessary rebaselining. In addition, the Department for Innovation, Universities and Skills (DIUS) reported for the first time, taking the number of Departments from 21 last year to 22 this year.⁸

⁸ DIUS was a UK Government department created on 28 June 2007 to take over some of the functions of the disbanded departments of Education and Skills, and Trade and Industry (DTI). Then in June 2009 it merged into the newly formed Department for Business, Innovation and Skills (BIS)

However, the SDC is very disappointed to see that data from the Royal Mint was excluded this year from the Treasury's data return for waste and water. CESP and the Treasury made this decision chiefly due to the difficulties in reducing the significant water consumption and waste generation from the Royal Mint's manufacturing processes. Taking the Royal Mint out of the equation has allowed HMT to demonstrate that the remaining parts of the Departmental family have managed to reduce their water consumption to 31.3% below the baseline, compared to an increase of 0.7% above the baseline when the Royal Mint was included last year. (The target is to reduce water consumption by 25% against the baseline on the office and non-office estate by 2020). The SDC will always attempt to contextualise the data wherever possible. We believe that excluding significant areas of impact because they are hard to reduce does not provide an accurate picture of how Government is performing, and provides no incentive to come up with innovative solutions to what the SDC acknowledges can be difficult problems. The SDC would like to see the Royal Mint included again from next year.

A similar situation has also arisen this year for the Royal Parks which should be included in the data return for the Department for Culture, Media and Sports (DCMS). While the SDC recognises that the Royal Parks have reported improving conditions across selected criteria, CESP and the DCMS agreed to reduce the Royal Parks waste stream to a "contribution", as they felt that it had a distorting effect on DCMS's performance due to the large amount of waste generated by members of the public visiting and using these spaces. The Royal Parks did report on this data in 2007/08 when it established that year as the new baseline, and its removal this year has effectively eliminated over 1,800 tonnes of waste from DCMS's baseline. This has allowed DCMS to now report a significant reduction in its waste arisings. The Department is now showing a 26.5% reduction in waste arisings this year. In addition, DCMS is also reporting an increase in recycling rates from 48.2% last year to 61.9% this year. The removal of the Royal Parks from reporting on the waste target does not present a clear picture of how the DCMS is progressing on these targets, and the SDC expects Royal Parks to be included again next year. The SDC appreciates that this is a difficult target for the DCMS and Royal Parks to manage, but not reporting on it at all through SOGE provides no confidence that they are finding new and innovative ways to manage its waste arisings, nor are they finding additional recycling opportunities for these spaces. Furthermore, access by members of the public is not a problem unique to DCMS, and other departments have public spaces which are accounted for within the assessment. Possible solutions could be found by discussing this issue with CESP, the SDC or other departments.

Both the Royal Mint and the Royal Parks were removed from the SOGE reporting Framework without proper consideration to the agreed due process and the SDC has been asked to give retrospective approval through an entirely different process. The SDC has not given its approval and will be discussing this further with CESP, Defra and the relevant Departments.

Finally, for the third year of SOGE reporting, the Forestry Commission (FC) has continued to provide data for only some of the target areas. This year the FC did not provide information on three of the primary targets. The FC's failure to report on these targets is worse than just not trying to meet a target framework for the sake of targets. It is a lost opportunity for the Department to use the SOGE process to better understanding and mitigate the impacts of its operations. If Government is serious about these issues and sustainable development, it must ensure that it understands and comes to grips with all of its impacts, from Non-Departmental Public Bodies (NDPBs), to Executive Agencies, to Departments. Government must support the FC to do so with meaningful pace, scale and urgency, otherwise the SOGE process itself will be undermined.

Appendix A: Changes to this Year's SOGE Assessment

This year, CESP took on responsibility for data collection and management from the Sustainable Development Commission (SDC). It has therefore been a year of transition as CESP has been developing its systems and procedures to handle the process. The SDC will continue to scrutinise Government's overall performance and make recommendations for improvement.⁹ The SDC is encouraged by the work carried out by CESP on the SOGE assessment thus far and is pleased to see that Government has been able to take ownership of its own data management process again. The SDC is confident that CESP will continue with its efforts to build the processes needed to ensure meaningful information is provided by departments on all operations and procurement activities, both on and off the formal estate. This is vital if Government is to take the necessary, ambitious and urgent improvements needed to truly lead by example on sustainability.

The SDC's commentary above aims to inform and inspire continuous improvements across Government. While CESP collected and analysed the data from all Departments this year, the SDC's traffic light rating methodology was applied to the data to assess progress. Star ratings were also provided by the SDC to summarise how each Department and Government as a whole are doing overall for each of the three target groups: Operations, Mandated Mechanisms and Procurement. Commentary from the SDC and CESP is located on our respective websites, with the OGC's website also containing the complete data set, trajectories including forecast traffic light ratings and feedback from Departments.¹⁰

⁹ The SDC has four significantly overlapping main functions as Government's official independent advisor, advocate, capability builder and watchdog on sustainable development. The SDC reports to the Prime Minister, the First Ministers of Scotland and Wales and the First Minister and Deputy First Minister of Northern Ireland.

¹⁰ SDC website: <http://www.sd-commission.org.uk/sdig2009/>

OGC/CESP website: http://www.ogc.gov.uk/sustainability_sustainable_development_in_government.asp

Appendix B: The SOGE Framework

OPERATIONS		MANDATED MECHANISMS	SPAP COMMITMENTS
PRIORITY	TARGETS		
Climate change & energy	<p>Carbon emissions from offices</p> <p>Reverse the current upward trend in carbon emissions by April 2007.</p> <p>Reduce carbon emissions by 12.5% by 2010-11, relative to 1999/2000 levels.</p> <p>Reduce carbon emissions by 30% by 2020, relative to 1999/2000 levels.</p>	<p>Government is to mandate:</p> <p>Departments to adopt The Carbon Trust's Carbon Management Programme – involves the proactive management to the risks and opportunities relating to climate change mitigation.³</p> <p>The application of BRE's Environmental Assessment Method (BREEAM) excellent standards, or equivalent, to all new builds and major refurbishments.⁴</p>	<p>Leadership and Accountability</p> <p>Permanent Secretaries are accountable for their department's overall progress and for ensuring, from 2007-08 onwards, key staff in their departments have performance objectives and incentives that drive the implementation of this plan, linked to performance objectives for delivering efficiency savings.</p> <p>Budgeting and Accounting Practice</p> <p>Where responsibility for capital and revenue budgets is divided between different organisations, sponsoring Departments will review budgeting arrangements and performance frameworks to ensure any barriers to choosing sustainable solutions are resolved. In addition, where Departments believe an upfront cost constraint prevents them from choosing the most sustainable option, they may raise this with the Treasury.</p> <p>Building Capacity</p> <p>Departments to set out the actions they are taking to ensure procurement practice helps to achieve their sustainable</p>
	<p>Carbon emissions from road vehicles</p> <p>Reduce carbon emissions from road vehicles used for Government administrative operations by 15% by 2010/11, relative to 2005/2006 levels.</p>	<p>Accepted elements from the Sustainable Procurement Task Force National Action Plan.</p> <p>OGC's Property Benchmarking Scheme – aimed at improving the efficiency and effectiveness of corporate estate management.⁵</p>	
	<p>Carbon Neutral</p> <p>Central Government's office estate to be carbon neutral by 2012.</p>	<p>Departments to work towards an accredited certified environmental management system (EMS) such as ISO1401 or EMAS.⁶</p>	
	<p>Energy Efficiency & Renewables</p> <p>Departments to increase their energy efficiency per m² by 15% by 2010, relative to 1999/2000 levels.</p>	<p>Data collection and reporting – identification of core data to be reported against the new targets.</p> <p>All Departments to encourage staff to take</p>	

	<p>Departments to increase their energy efficiency per m² by 30% by 2020, relative to 1999/2000 levels.</p> <p>Departments to source at least 10% of electricity from renewables (31 March 2008)</p> <p>Departments to source at least 15% of electricity from Combined Heat and Power (2010)</p>	<p>an active role in volunteering in the community.</p> <p>All Departments to conduct sustainability appraisals of office relocations.</p>	<p>operations targets in their departmental Sustainable Development Action Plans</p> <p>Government encourages organisations to make full use of the Task Force flexible framework where it helps improve procurement practice and achieve sustainability targets while OGC are developing an new detailed procurement framework.</p> <p>Raising Standards</p> <p>Departments/OGC to take action in respect of central Government contracts to meet updated and extended mandatory standards.</p> <p>Existing contracts will be updated as soon as is practical;</p> <p>New contracts will be required to meet these standards;</p> <p>Steps will be taken to remove offers that fall below these standards from framework agreements within 12 months (where permissible under existing contract terms);</p> <p>Departments will make use of pan-Government collaborative contracts in key areas to achieve compliance.</p> <p>New Government contracts, where relevant, will include appropriate requirements for suppliers and sub-contractors to provide products and services that comply with agreed</p>
Sustainable consumption & production	<p>Waste arisings</p> <p>Departments to reduce their waste arisings by 5% by 2010, relative to 2004/2005 levels.</p> <p>Departments to reduce their waste arisings by 25% by 2020, relative to 2004/2005 levels.</p>		
	<p>Recycling</p> <p>Departments to increase their recycling figures to 40% of their waste arisings by 2010.</p> <p>Departments to increase their recycling figures to 75% of their waste arisings by 2020.</p>		
Natural resource	<p>Biodiversity</p>		

<p>protection</p>	<p>Departments to meet or exceed the aim of having 95% of Sites of Special Scientific Interest (SSSI's) in sole ownership or control in target condition by 2010.</p>		<p>mandatory standards and assist in the delivery of departmental sustainable operations targets.</p>
	<p>Water consumption</p> <p>Reduce water consumption by 25% on the office and non-office estate by 2020, relative to 2004/2005 levels.</p> <p>Reduce water consumption to an average of 3m³ per person/year for all new office builds or major office refurbishments.</p>		<p>From 1 April 2009 only timber and timber products originating either from independently verified legal and sustainable sources or from a licensed FLEGT partner will be demanded for use on the Government estate - appropriate documentation will be required to prove it. From 1 April 2015, only legal and sustainable timber would be demanded.</p> <p>OGC will help Departments achieve their sustainable operations targets through supporting the development of pan-Government procurement of goods and services, required to meet the sustainable operations targets.</p> <p>Market Engagement and Capturing Innovation</p> <p>OGC and Government departments will work together to strengthen their strategic engagement with key sectors to ensure key suppliers have plans in place to lower their carbon footprint and that of their supply-chains.</p>