



Government
Property
Agency

GPA Strategy: 2020-2030



We provide great places to work for civil servants. We use our scale and commercial expertise to do this effectively, efficiently and sustainably, helping to support growth in all parts of the UK.

Chair's foreword



The Government Property Agency (GPA) is striving to deliver a transformed, shared, sustainable and value for money government estate supporting civil servants to work productively in every nation and region of the United Kingdom. This ambitious agenda is key to reshaping the way in which the Civil Service operates, and this 10 year strategy sets out how we intend to deliver it.

Capitalising on smarter working and technology interoperability in a post-COVID world of work, GPA will help transform the Civil Service by becoming less London-centric in its focus and workforce. By working closely with local authorities, we will support the government's levelling up agenda through investment in the regions; making a real social and economic difference and ensuring that delivery and decision making is closer to the people it serves.

GPA's Government Hubs Programme will provide modern, flexible and sustainable office locations across the UK; enhancing productivity and supporting the development of career pathways in the nations and regions. GPA's commercially-driven approach will allow for the rationalisation of the currently fragmented government estate, using data-driven decision making to provide portfolio, landlord and workplace services to a high standard for client departments with a real focus on people. The steps we are taking now will bring about genuine change and make a lasting difference we can all be proud of.

Pat Ritchie

Chair, Government Property Agency

CEO's foreword



The Government Property Agency is at the centre of government's levelling up agenda. Working with all government departments to help them deliver their business needs and across the nations and regions of the UK, we are rationalising and improving the estate creating shared, sustainable spaces with transformed digital tools and modern workplace services.

Responding to the challenges and lessons of COVID-19, and entering the Government Spending Review period, we are leading on consolidating government's central London estate and creating great places to work in large, multi-occupier hubs across the UK. We are driving sustainability to achieve government's carbon net zero ambition, adopting modern technology, and reshaping our services to deliver a revised workplace strategy that is genuinely people-focused.

We are committed to an inclusive, highly qualified, commercially aware workforce, and to working closely with a small number of like-minded commercial partners. We are growing fast as we take on new responsibilities and grow our estate. To achieve this, we are adopting a blended workforce balancing permanent and short-term GPA people, with embedded commercial partners, and secondments. This is a great time to be working for GPA.

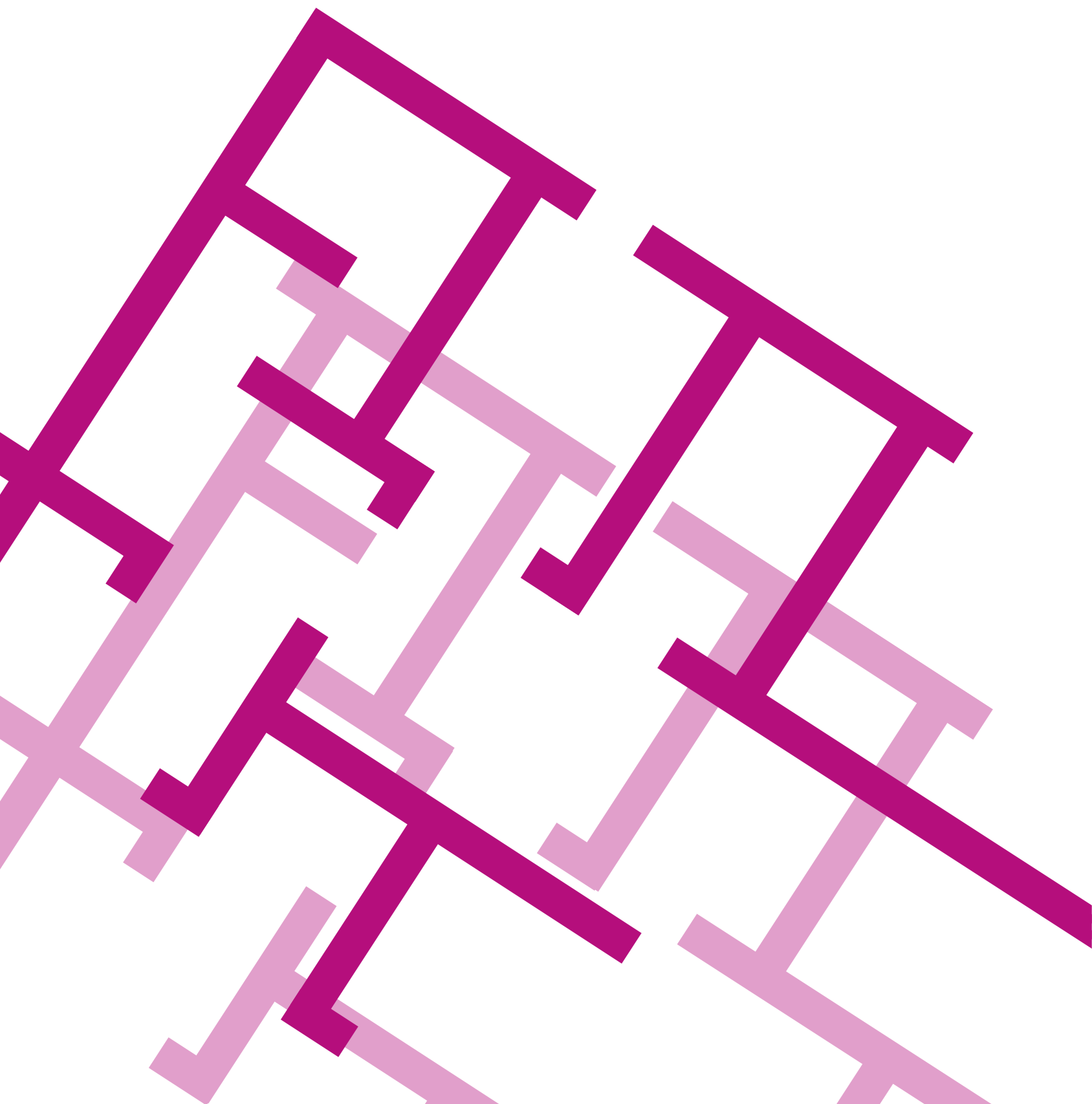
Steven Boyd MBE

CEO, Government Property Agency

Contents

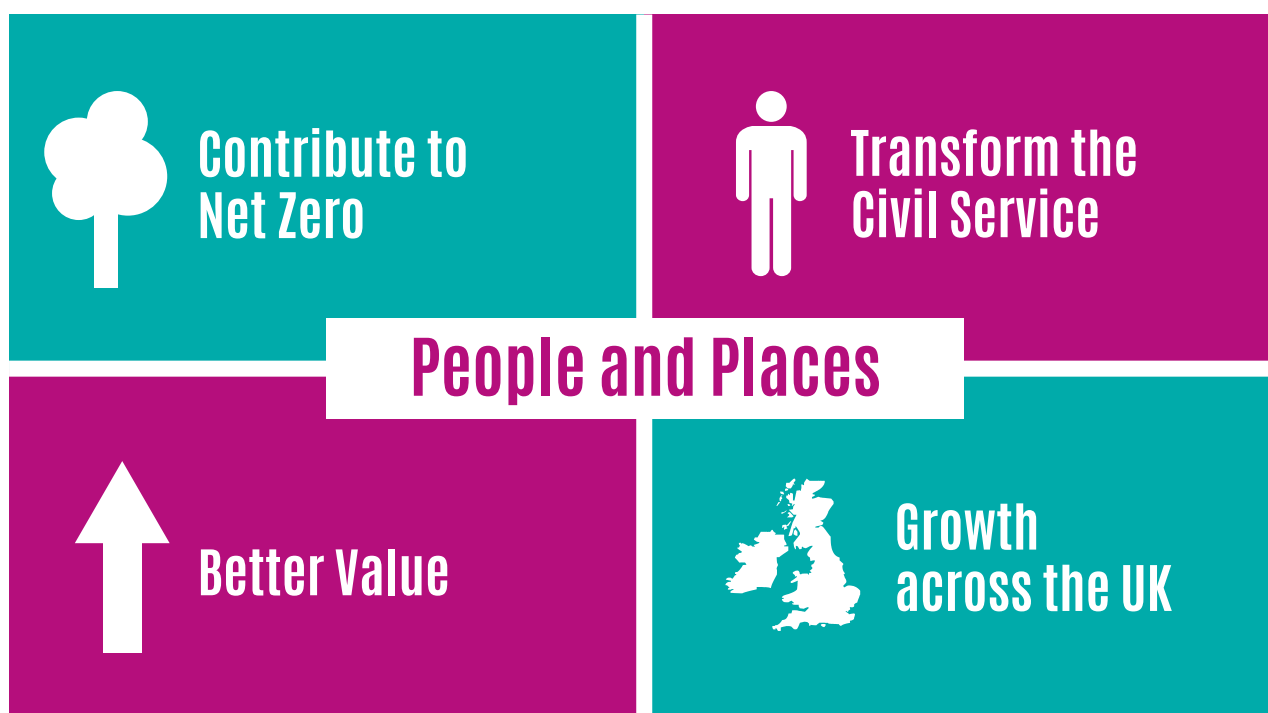
Executive summary	6
Introduction	8
Our context and ambition	10
Our role	18
Our objectives	28
Capabilities and enablers	40
Appendix	48

Executive summary



GPA exists to provide a single Civil Service general purpose estate managed for the benefit of departments. This concentration of property and commercial expertise within our organisation allows departments to focus on their core business of defining government policies and delivering public services. It means that we can work across departments to transform the estate: making best use of space; supporting the introduction of smarter working; improving customer satisfaction through people-focused workplace services; and delivering economies of scale and improved commercial outcomes with the property industry.

We will do this in a way that achieves the following outcomes in support of the Government Estate Strategy:



We have developed a 10 year strategy, covering the period 2020-30. Over this timescale we expect to transform the way the general purpose government estate supports public service delivery by:

- Improving the experience of the workplace for civil servants;
- Enabling increased working across departmental boundaries within the public sector;
- Supporting moves from London to the nations and regions of the UK;
- Taking a locality planning approach to optimise the government estate, and working with local authorities to embed our contribution to place-making;
- Responding to the changes in ways of working being accelerated as a result of responses to COVID-19; and
- Improving the sustainability and condition of the estate.

As we begin this strategy period, we are also transforming our organisation: putting customer service at the heart of what we do. We are proud to be civil servants, and really understand how government works and what our clients need. However, we also bring deep understanding of the workplace and the property market, and strong commercial acumen that can make a real difference: bringing together the best of public and private sectors.

Introduction



This strategy has been prepared in 2020, two years after our launch, during which time we have moved from government start-up towards increasingly mature operations, as we transform the government office estate and our own organisation.

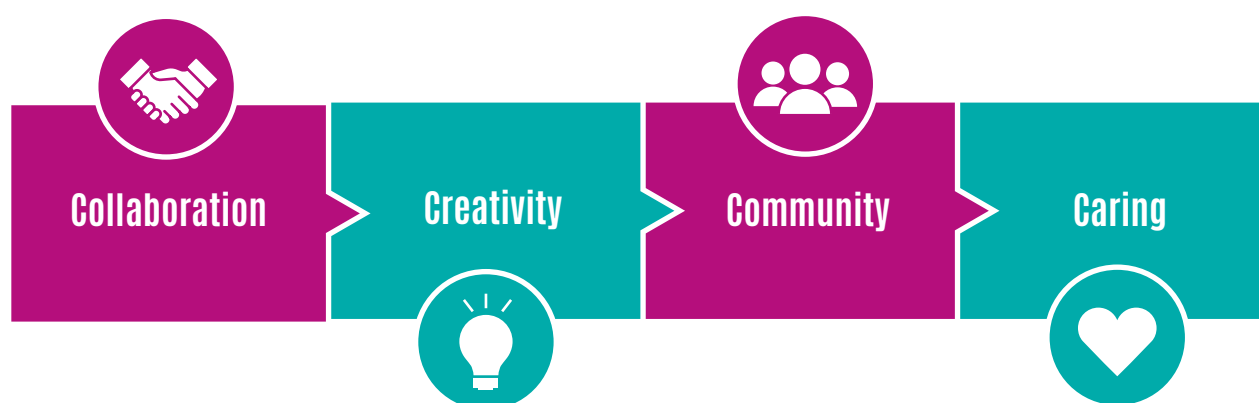
The strategy looks ahead over the next 10 years to 2030, covering two Spending Review periods. It sets out our strategic context, mission and desired outcomes. It describes our role and growing portfolio. Over the period covered by this strategy, we will substantially increase the space we own and manage for departments (from just over 0.3 million sq m in 2020 to over 3 million sq m post-2025), as well as enabling significant changes to where and how the Civil Service works. We recognise that as our role grows, our organisation needs to change. This strategy therefore sets out the route map to achieve our desired outcomes and highlights the enablers that we are putting in place to support our growing role.

This high level strategy will be supported by detailed plans which both underpin our delivery and help us to make the necessary internal changes. These include detailed programme business cases and plans, strategic asset management plans (SAMP), locality and campus portfolio plans, and internal initiatives to support improvements across our operating model.

We expect that this strategy will flex over time to ensure it reflects changes in government priorities and the wider external context.

At the time of preparation of this strategy, the UK was responding to the COVID-19 virus, which required changes in ways of working to support social distancing – including rapid adoption of remote working at scale. The COVID-19 response confirmed that in most cases desk-based work can be done effectively at home, but there remains a need for workplaces for collaboration, creativity, community and caring. We know that the UK's economy has been badly hit and we now have an important role to play as an investor in towns and cities across the UK, including through the construction jobs we will be creating in new development and improving the energy efficiency and condition of our existing stock.

Figure 1: Requirement for workplaces post COVID-19



Our context and ambition



Our context

Our activities support delivery of the Government Estate Strategy across its three objectives:

Figure 2: Government Estate Strategy objectives

Driving Growth and Opportunity

Through excellent public services, more land for housing and rebalancing the economy (levelling up).



Delivering Value

Through better asset management, improved data and improved sustainability (moving to net zero carbon).



Supporting a Brilliant Civil Service

Through strengthened expertise, great places to work and enhancing the heart of London (the Whitehall Campus).



GPA exists to provide a single Civil Service estate managed for the benefit of departments. As ways of working change and the Civil Service looks to increasingly relocate out of London, requirements for the government office estate are changing. We can provide a strategic response that benefits from our ability to work across organisations and bring a sharp commercial property perspective. The concentration of property and commercial expertise within our organisation also allows departments to concentrate on their core business of defining government policies and delivering public services.

The benefits anticipated from the establishment of GPA in the New Property Model (NPM) business case include:



Providing an estate that is fit for purpose, supporting departments' current and future business needs.



Improving working environments, supporting new ways of working, driving productivity and engagement.



Introducing a commercial approach, with transparent costs and incentives that drive asset efficiency.



Improving data quality to better inform management and decision making.



Managing portfolios strategically, across departmental boundaries, improving collaboration and optimising utilisation.



Leveraging unique market position of GPA to drive good deals in the market through pursuing asset disposals and raising capital receipts, and releasing land for housing.



Extracting value through the alignment of property with wider business change, unlocking savings beyond property budgets, for example through smarter working.



Generating service efficiencies resulting from creating a larger estate management function able to generate economies of scale and exploit emerging technologies.






As we develop our ambition for the next 10 years we need to deliver these benefits and continue to respond to the changing context.

Key external drivers are summarised in Figure 3 below. COVID-19 responses are reinforcing many of these trends, including:

- a different balance between work and home, and an objective to reduce the commute between home and the workplace;
- an increased focus on productivity rather than presenteeism;
- greater emphasis on resilience rather than on cost;
- more people-centred ways of working;
- a step change in the enablers that support agile working, including a far greater use of technology to support a variety of work types and secure collaboration; and
- a potential requirement for less space but with greater flexibility to deploy or reduce space quickly.

A breakdown of information sources to support Figure 3 can be found in Appendix 1.

Figure 3: Key external drivers

Environment 	<ul style="list-style-type: none"> • The UK government is committed to achieving net zero greenhouse gases by 2050. • 40% of the UK's total carbon footprint comes from buildings. Homes comprise 77%, commercial buildings 14%, and public buildings 10% of emissions from heating buildings. • 70% of existing buildings are expected to still be in use in 2050. The costs of improving the energy efficiency of an office via retrofit are five to 10 times higher than a new building.
Customer 	<ul style="list-style-type: none"> • Digital changes are continuing to transform the way people consume services, e.g. online rather than face to face and the nature of work, increasing automation. • This has a material effect on demand for real estate. For example mobile banking is set to be more popular than visiting a high street bank branch by 2021, which means less requirement for high street branches.
Employee requirements 	<ul style="list-style-type: none"> • Millennials comprise 38% of the UK workforce, expected to rise to 75% by 2025. They are looking for: • Different kinds of places for different kinds of work; • Purpose-driven spaces – desire for the workplace to reflect a company culture; and • Only 1/3 of millennials prefer open plan whilst 2/3 aspire to have a personal office.
Occupier requirements 	<ul style="list-style-type: none"> • Occupiers are looking for better quality space, technology provision and amenities. They are also looking for more short form leases that take days to sign rather than months, and space that is more 'oven ready' in terms of WIFI and fit outs. • Although there is a trend for flexible and personalised workspace, conveniently located offices remain a key factor for 82% of occupiers. This is driven by the need for attracting talent, with location being reportedly the biggest draw.
Occupier benefits 	<ul style="list-style-type: none"> • Key drivers of workplace strategy in 2019 were (1) alignment with corporate goals (2) employee engagement (3) talent attraction and development (4) cost reduction (top in 2018) and (5) strategic portfolio management. • A focus on human capital benefits (talent and productivity) reflects the fact that staff costs typically account for c. 90% of a business' operating costs. • Businesses that invest in employee experience are likely to rate well in places to work rankings.

Workplace



- With c. 70% of offices today open plan, there is greater emphasis on providing a variety of workplaces to support different activities (e.g. quiet and collaboration space).
- Increasing agile and smarter working also require a variety of workplace types. 60% of companies have formal policies on flexible workplace practices.
- Adaptability is important as occupiers seek to future proof against evolving business needs.

Intelligent buildings



- As buildings become more intelligent they can capture and consolidate data on access, utilisation, facilities management (FM) and the building environment.
- This can be brought together with building manager control of mechanical and electrical equipment, heat and light.
- It can drive benefits in energy and FM costs and allow for a better use of space.

Market response (tenure)



- The market has responded to provide greater flexibility and diversity on tenure of occupancy.
- By September 2019, flexible workspace had contributed to 35% of commercial property transactions over the previous year, increasing the number of flex space centres by 7% from March 2019 and now amounts to more than 85 million square feet of the UK office market.
- During the first half of 2019, the average new lease on commercial property signed in the UK shortened by almost five months to 6.3 years.

Supply chain



- For several years, construction companies were pricing ever lower margins in the backdrop of excessive competition to win projects where the reward has not balanced the risk and where the liability for getting the price wrong was many times larger than the profit available.
- This has led to major changes in the supplier market: with Carillion going into liquidation in 2018 and Interserve going into administration in 2019.

Social value



- Major commercial developments play an important part in place-making and physical regeneration.
- Inward investment (including public sector relocation) contributes to local economies through the direct impact of moving jobs and the 'multiplier effect' that these jobs can have, increasing demand for local goods and services and attracting jobs in related industries.

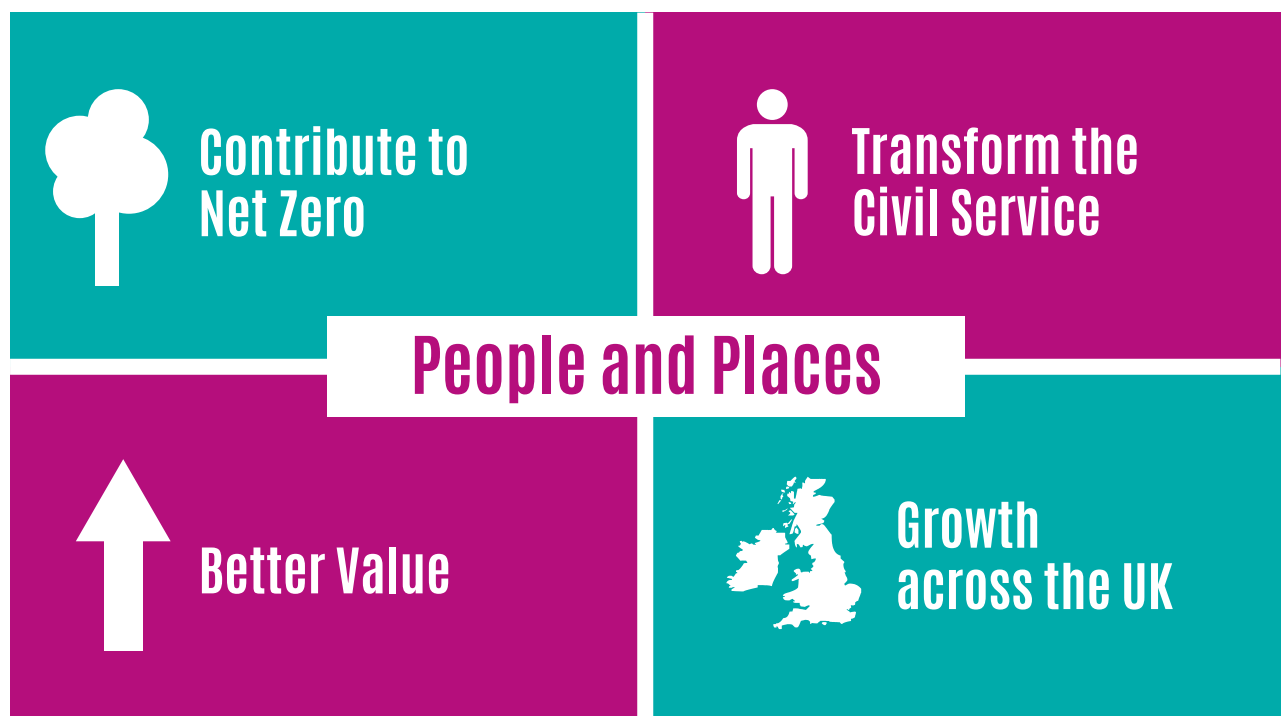
Our mission

Our mission is to provide great places to work for civil servants. We use our scale and commercial expertise to do this effectively, efficiently and sustainably, helping to support growth in all parts of the UK.

Our outcomes

We will do this in a way which achieves the following outcomes in support of the Government Estate Strategy.

Figure 4: Outcomes to be delivered



Our 2030 vision

A transformed, shared, sustainable and value for money government estate supporting civil servants to work productively in every nation and region of the UK.

Our ambition

We do not want to be similar to a large government department estates team – we want to be radically different, bringing together the best of the public and private sectors. We are proud to be civil servants and really understand how government works and what our clients need. However, we also bring a deep understanding of the workplace and the property market, as well as strong commercial acumen that can make a real difference.

We do not just want to do a better job than other public sector organisations; we want to be considered one of the best property companies in the UK. We want to compare ourselves with the best.

As we begin this strategy period, we are continuing to improve our core landlord services and meeting customer needs. Through robust management of our assets, finance and data, we will create a platform for our strategic asset management, growing our role in workplace service provision and wider advice to expand our offer to our stakeholders. This focus on customer experience at the heart of our organisation will provide the basis for delivery of the wider outcomes outlined here.

Supporting growth across the UK

We will help Ministers deliver their ambition to move thousands of Civil Service jobs out of London to the nations and regions of the UK.

We will work with local authorities to change the way government approaches its holdings across the UK. We will not simply be a holder of property, but will work together with local authorities to ensure our buildings add to a sense of place, blur the boundaries of the Civil Service and the wider public sector, and form a significant part of the community. We will bring inward investment and, where possible, support regeneration and place-making. Where it makes sense to do so, we will also work closely with universities in relation to science facilities, and more widely on talent.

Transforming the Civil Service

We are focused on providing the support our government clients need so that they can concentrate on providing excellent public services to the people of the UK.

We want to provide great workplace solutions – well-located, well-designed, sustainable, inclusive, digitally-enabled spaces that our customers love. Customer consultation and continued learning will be key. We will deliver great places to work in new buildings and gradually improve condition across our inherited estate. The COVID-19 response confirmed that in most cases desk-based work can be done effectively at home, but there remains a need for workplaces for collaboration, creativity, community and caring.

We plan to roll out a public sector co-worker offering in many of our buildings to provide a much more flexible workplace offering for our clients.

Contribute to net zero carbon

The built environment contributes 40% of the UK's total carbon footprint. We want to reduce the total amount of space we occupy, and improve the environment performance and condition of our portfolio.

Our contribution to sustainability will go beyond reducing carbon emissions. As well as to minimise consumption of energy, water and waste, we will improve resilience to climate change (temperature change, flood risk etc.) and reduce carbon embodied in construction. We also want our properties to be socially sustainable in terms of the communities of customers within them and in their localities.

Better value

We see data and technology as central to our offer. Great data will allow us to improve customer experience and enable timely, informed decisions to better support our clients.

We intend to challenge the facilities management industry to refocus their offer from maintaining and cleaning buildings to providing safe, comfortable and welcoming environments for people with great services to help them in their working day.

We will partner with investors and developers to ensure our new buildings are designed from the outset with customer experience in mind and in a way that ensures all parties are incentivised to deliver great places to work.

With support from HM Treasury (HMT), we will explore alternative procurement and funding methods to secure great value for the taxpayer. We will also work with other parts of government who control land to secure the best value from a whole government perspective.

To do this we will need great people. We will need a balance of Civil Service expertise, commercial acumen hard-won in the private sector and a steady stream of secondees to cement our relationship with our industry partners.

Our role



Our role is to provide a single Civil Service general purpose estate managed for the benefit of departments.

In carrying out our role, we will achieve our outcomes through:

- focusing on the experience of our customers in our buildings;
- supporting client departments to plan ahead, define their requirements, move to smarter working, and understand how the property they occupy can add value for them;
- defining workplace standards and providing shared workspaces that enable the Civil Service to work flexibly and work across departmental boundaries;
- establishing commercial partnerships to create a first-class service offering;
- delivering greater economies of scale than can be achieved by departments on their own or by working with others; and
- managing risk through the provision of properties that are designed for multiple users, proactive occupancy management and cost control across a large portfolio.

We are committed to improving customer satisfaction through providing excellent asset management and workplace services to our clients and the civil servants who occupy our buildings (our customers). We have strategic conversations with departments to understand the nature of their activities and their transformation plans so that we can plan and manage our estate to help them achieve their business outcomes.

We want to fulfil this role in a way that maximises our contribution to wider government agendas. For example, as we deliver the Government Hubs Programme in towns and cities across the UK supporting Civil Service moves out of Whitehall, we will look for ways to help our local authority partners achieve their economic development and place-making objectives. We will work with universities, where appropriate, to align our plans in localities with research specialisms and more widely with clusters of expertise in local labour markets. Similarly, whilst our investment in the sustainability and condition of our estate contributes directly to our desired outcomes, it also creates construction jobs and creates economic multipliers through the supply chain.


Our estate

Scope and scale

We have a growing responsibility for the government's general purpose assets across the UK, which comprise a series of portfolios. At the start of the strategy period our portfolio is focused on the office estate; both offices transferred from our clients to us and new hubs, delivered as part of the Government Hubs Programme. As we develop our office portfolio, we will offer varying degrees of flexibility to our clients including public sector co-working space. Our portfolios will widen over time to include government's warehouse and non-specialist science estate, which are used by multiple departments.

Specialist portfolios, which are the responsibility of a single department, will remain with that department. For example, the military portfolio will remain with the Ministry of Defence and the schools portfolio will remain with the Department for Education.

Figure 5: GPA scope of assets

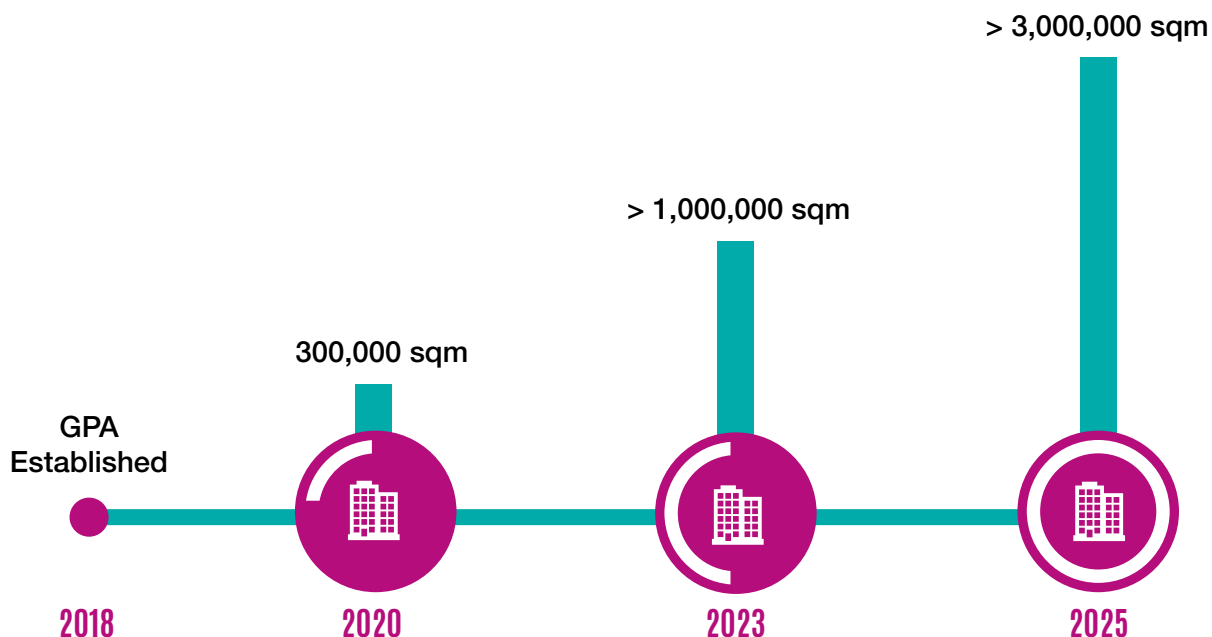
Series of Portfolios		In Scope	Out of Scope
	General Purpose Portfolios: Offices, warehouses, depots, storage and non-specialist science estate	✓	
	Specialist Portfolios: For example: job centres, courts, prisons and specialist science; Ministry of Defence; NHS; Education; Department for Transport operational railway assets; Homes England regeneration assets; and overseas assets		✓

A phased programme of transfer of office properties is underway. At the start of the strategy period, GPA holds (leases / owns) c. 300,000 sq m of government offices as a result of transfers. By 2023, it expects to hold approximately half of the government office estate, over 1 million sq m, with the whole office estate transferred by 2025 (over 3 million sq m). The majority of transfers take place on a by-department basis but we will also on-board assets by location, where this makes sense.

Transfer of the remaining (non-office) portfolios will have started by 2025, growing the scale of our overall holdings. However, this growth will be counterbalanced by better utilisation of space which allows us to release surplus assets.

Figure 6 outlines our office portfolio on-boarding plans, demonstrating the proposed growth in portfolio size (sq m) from 2020 to 2025, when on-boarding of offices should be complete.

Figure 6: Office portfolio on-boarding plans



We anticipate that in many cases the holding of assets will transfer to us (alongside relevant assurance responsibilities such as safety) in advance of our taking responsibility for providing workplace services (facilities management). The timing of the transfer of the latter will reflect the expiry of existing contracts. The pace of asset transfers, set out in Figure 6, is intended to maximise efficiencies and benefits through portfolio-wide strategic asset management.

How we will add value to the estate

The portfolio, as it transfers in from our clients, is largely leasehold and the condition, sustainability and occupancy of many of these buildings is poor. Bringing the portfolio together allows us to take a strategic, cross-departmental approach to enabling different ways of working in the response to COVID-19 and to optimising utilisation to provide best value to the public purse. This is a major transformation in how the government estate is planned and managed.

Over time we intend to rationalise our space through a city-by-city portfolio approach. Each locality, including the Whitehall Campus, will be strategically assessed to identify workforce demands and workspace supply to maximise opportunities for efficiency and co-location. Optimising utilisation is dependent on our clients adopting smarter working and we are supporting organisations to adopt the Smart Working Code of Practice by 2022. Our space offer to our clients will be supported by greater standardisation, based on role personas (i.e. similar activities require similar space), neutral of department.

By 2030, over half of our footprint is likely to remain in the existing, transferred estate and in the early part of the strategy we will develop an approach to the condition and sustainability of these buildings, informed by improving data. We will develop a case for investment in the existing estate, where it offers good value for money to do so. We know that the condition of the building is only one of the things that contributes to our customers' experience and as workplace services transfer to us, we will apply common people-focused service standards and customer satisfaction measures across the office portfolio.

Through our Whitehall Campus Programme, we aim to reduce government's occupation in central London to no more than 20 core buildings that operate as an efficient, fit for purpose single entity. By 2030 the single campus will support c. 45,000 FTEs and will comprise only core central functions for which overriding business needs cannot be delivered from further afield. The Campus will also provide visiting staff with touchdown space and conferencing facilities.

We are enabling the moves out of London and supporting investment in the nations and regions of the UK through our Government Hubs Programme, which is creating high quality workplaces designed to enable smarter working. At the start of this strategy period, Phase 1 of the Government Hubs Programme is well-advanced in delivering 14 hubs, four of which are now in operation, allowing poor quality and expensive-to-operate buildings to be released. It is planned to deliver two more phases of this programme through the life of this strategy, with the programme expected to deliver around 50 modern, digitally-connected hubs by 2030. Our local portfolio plans will capture demand in a locality, and based on our appetite for demand risk, we will work with local partners to optimise our contribution to local place-making and regeneration as we develop plans for hubs. We will also work with our local partners to identify other potential occupiers and space sharing opportunities from across the wider public sector, and related organisations such as universities.

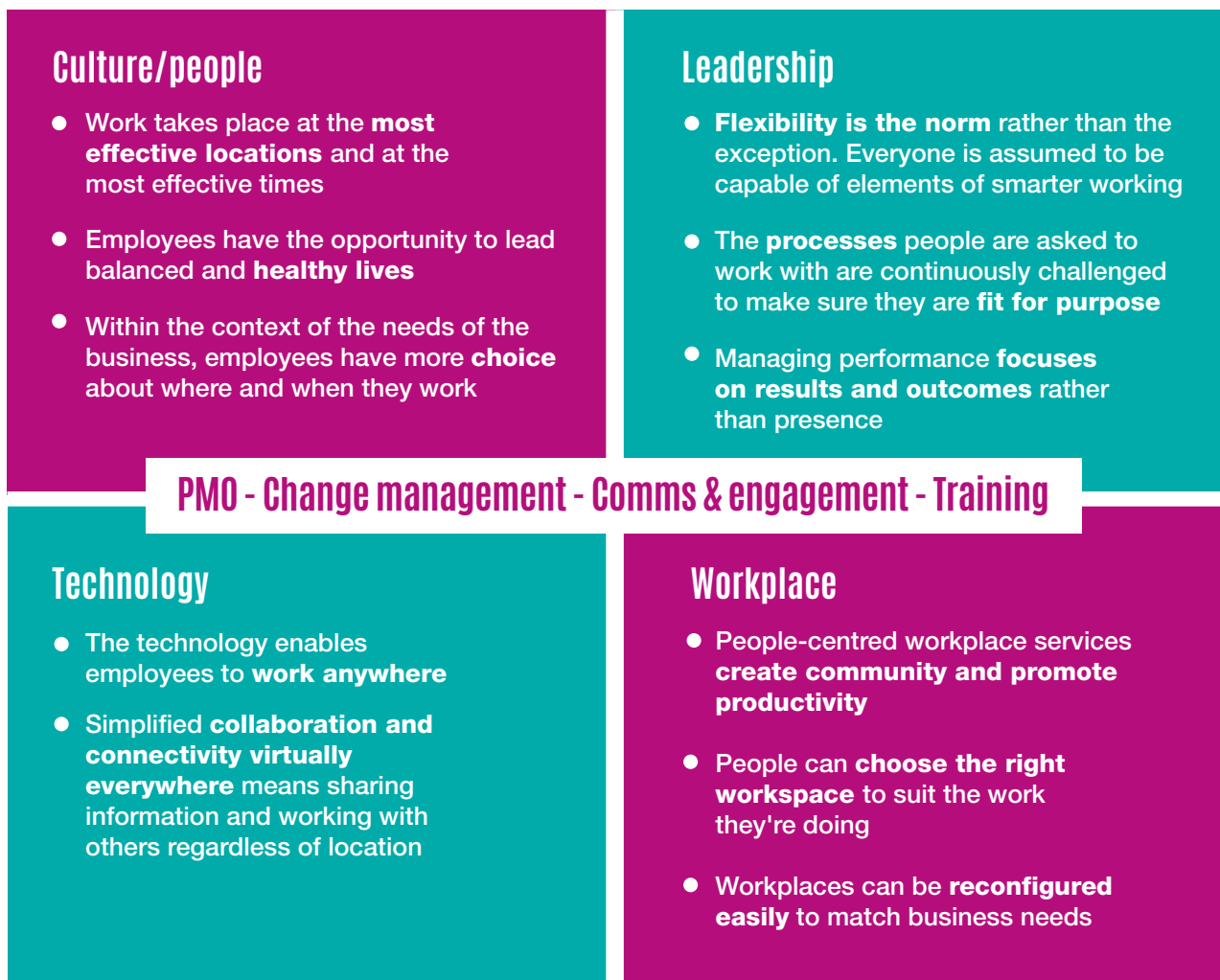
These hubs will be supported by a range of more flexible space types, potentially including:

- touchdown space in GPA buildings for civil servants based elsewhere;
- conference / meeting space for civil servants to come together outside of London;
- small 'spoke' locations in smaller towns: using new or existing public sector space to provide flexible serviced accommodation for civil servants from multiple departments closer to home; and
- transition space as hubs are developed.

This will allow us to respond to changes in ways of working being introduced in response to COVID-19. It will bring the benefits of providing flexibility when it is difficult to predict future space requirements, bringing teams together to collaborate and innovate, providing the opportunity to broaden access beyond the Civil Service to the wider public sector, allowing civil servants to access office space with a reduced commute and proactively managing vacant space risk. Moving to a more flexible space offer will need to be underpinned by changes to the management of risk across HMT, GPA and departments (see Section 5).

Figure 7 below shows how our workplaces will support smarter working: creating great places to work.

Figure 7: Great places to work



Services

Excellence in service and customer delivery is at the heart of what we do. We provide a full range of services for our clients from the provision of space, workplace services and client portfolio management, to a range of property, project and consultancy services. Figure 8 outlines GPA's service offer:

Figure 8: Service offer



Portfolio services: for clients who transfer their assets to GPA, we are responsible for enhanced portfolio management including strategic asset management and portfolio planning, supported by enhanced reporting.

Landlord services: for clients who occupy our buildings, we are responsible for managing and reporting rent, rates, service charge and utilities, ensuring adherence to regulatory compliance and condition standards, occupancy management and management of landlord and tenant disputes.

Workplace services: for clients who request our support and for new developments, we are responsible for the provision of facilities management and operational security in a way that is popular with customers and enhances client satisfaction.

Additional property & project services: we are responsible for the design and construction of capital projects to create great places to work that meet the defined requirement and enhance client satisfaction - including the Government Hubs Programme, the Whitehall Campus Programme and additional projects commissioned by our clients.

Consultancy services: we provide a range of advisory services to government, including property commercial advice, support on smarter working practices and property sustainability based on our experience of implementation.

Section 5 sets out our approach to developing our service offer and how we plan to achieve our objectives through our procurement and contracting.

Our relationship with other parts of government

We work closely with other parts of the Cabinet Office and with departments. We recognise that the roles and responsibilities of different parts of central government are not always clear to our external stakeholders. We have therefore set out here how those parts of government work together. These roles and responsibilities will be embedded through the quality of the relationships we have, and Section 5 describes the steps we are taking to strengthen and deepen those relationships.

The Office of Government Property (OGP) is part of Cabinet Office and leads the government property function. It sets out what Ministers want to achieve through the estate in the Government Estate Strategy and is responsible for policy, standards, and coordination across all of the portfolios that make up the government estate. Through National Property Controls, OGP scrutinises proposals to extend or take on new occupancy of property, which taken together with our portfolio planning, supports a strategic approach to footprint across government departments. There is also an opportunity to secure value by removing lease breaks where this aligns with our portfolio plans.

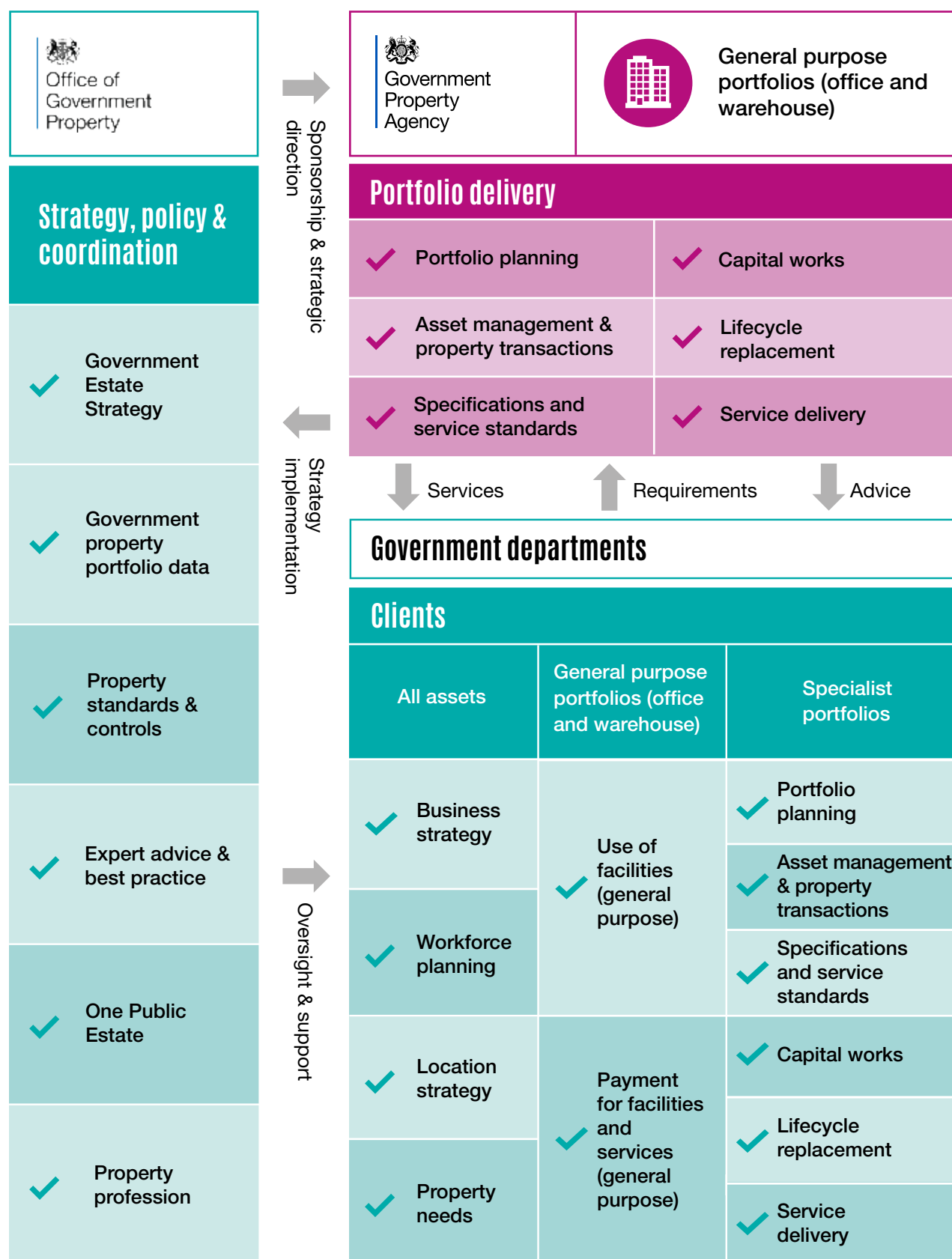
GPA identifies the best way to achieve the objectives of the Government Estate Strategy, as they relate to the government office portfolio, and increasingly to the government's warehouse portfolio, and deliver against that. We manage our estate for the collective benefit of occupying departments, meeting their individual requirements, providing consistent services and identifying pan-government opportunities for efficiency and improvement.

We are an executive agency of the Cabinet Office, which means that we have distinct GPA arrangements for the management of people, contracts and finances to deliver ministerial priorities. We are sponsored by OGP and also work closely with other professions within the Cabinet Office, such as HR and IT (see dependencies below).

Responsibility for specialist portfolios, such as defence, prisons or healthcare, will remain with the relevant department or their arm's length bodies (ALBs).

Figure 9 provides a summary of GPA's roles and responsibilities once all general purpose properties have transferred to GPA, compared to the roles of OGP and departments.

Figure 9: Roles and responsibilities



Dependencies

Property works together with HR, IT, security and other central functions in enabling Civil Service transformation and the movement of civil servants from London to towns and cities across the UK. Our desired outcomes are dependent on close working across these functions both within the Cabinet Office and across departments. Two critical areas are demand planning and interoperability, considered in greater detail below. Our outcomes are also dependent on working with local authorities to maximise the local impacts of our inward investment and also through our industry partners – developers, funders and service providers.

Demand planning

Demand for space is determined by department workforce and location plans, supported by the Cabinet Office's Places for Growth initiative. Where we have more certainty on demand through workforce planning – current numbers, changes and moves – we can establish our long-term space requirements, optimise utilisation and secure good value space. This will always need to be augmented with flexible space to allow us to adapt to changing policy requirements. We will:

- work with Civil Service HR and Places for Growth to understand how best to use workforce planning data and plans for moves out of London;
- work with departments so we understand their business objectives, operating model, their people and the resulting needs and space requirements;
- use data analytics and insights about our clients and property to identify opportunities and drive decision-making for portfolio management; asset management and service delivery; and
- use this to inform campus plans in towns and cities, which will be used to communicate our demand for property in places over the medium to long-term to local authorities, universities and industry partners.

Technology interoperability

To be effective, the Civil Service increasingly needs to work across departmental boundaries. There are obstacles to cross-department working that must be overcome as each department has different employment contracts and has historically had its own buildings and its own IT.

A single estate that brings teams together with interoperable IT will be a major enabler of transformation. We will work with the government technology and security communities to promote interoperability to support sharing of buildings. This includes:

- technology at hubs that allows users from different departments to share: network and firewalls, telephony, video conferencing, security access control and room booking systems; and
- working with departments to adopt similar technology across the remainder of the office portfolio.

Local authorities

Local authorities are responsible for developing and managing their communities. GPA is committed to working with them in the management of government offices to align with their development and regeneration plans. Our portfolio plan in each locality will set out our proposals for that place and support strategic conversations with local authorities. We will do this in conjunction with Places for Growth and One Public Estate (a Cabinet Office and Local Government Association programme which supports local partnerships to take a strategic approach to public sector asset management) to:

- co-ordinate government plans with local authority plans, working together where possible;
- identify ways in which our plans can contribute to wider place-making objectives, such as regeneration of city centres and high streets; and
- contribute to the local community through the Civil Service's role as a major employer, including working with local universities where possible.

Property industry

GPA intends to be a thin client. We will grow in-house skills in areas in which our expertise can add real value, and develop commercial partnerships with others to bring cutting-edge private sector skills to the GPA offer. We are dependent on all parts of the property industry from investors and developers, through design consultants and construction contractors, to workplace services and technology providers. We will need to:

- create mutually-beneficial long-term relationships in which cultures and strategic objectives are aligned; and
- challenge the industry to work effectively together to deliver a great experience for GPA's customers.

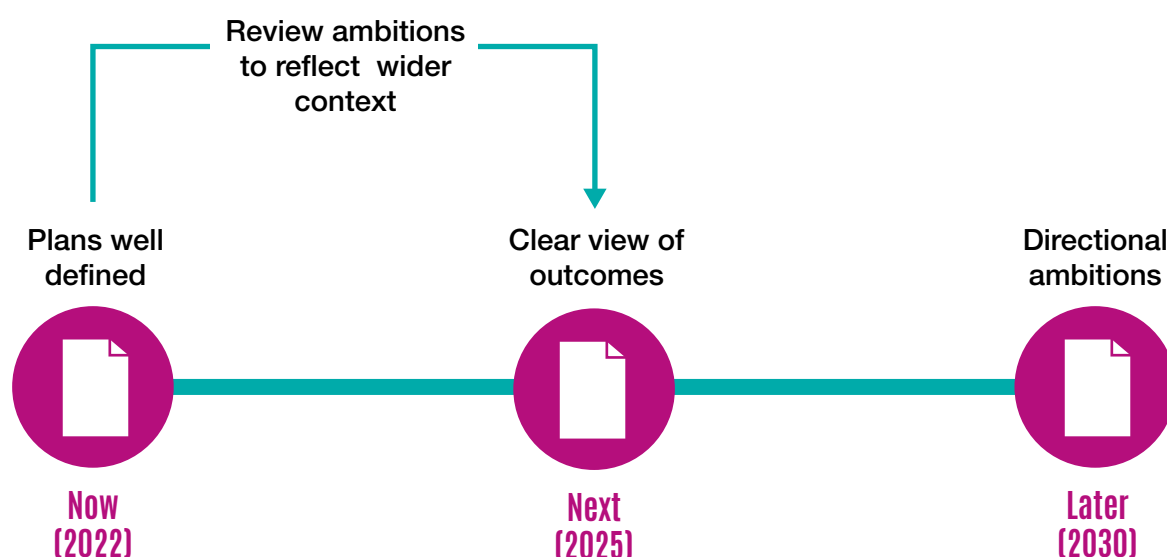
Our objectives



Introduction

This section outlines how we will achieve our ambition by 2022 (now), 2025 (next) and 2030 (later). It has been developed on the assumption that it will cover at least two Spending Review periods. Our plans for the period 2020-22 are generally well-defined and we have sought to identify clear milestones. For the period to 2025 we have a clear view of the outcomes we want to achieve, but in some cases we need to do more work to put in place a plan and resources to get there. Our ambitions for 2030 are more directional. We expect to review our ambitions in the period 2023-25 to reflect changes in the wider context and make sure we are identifying new opportunities.

Figure 10: Achieving our ambition



We are developing annual key performance indicators (KPIs) in a number of areas. As part of this KPI development process we will set targets / benchmarks. These future targets are shown as '[X]' in the following tables.

Outcome 1: Support growth across the UK

What

Working with local authorities and government departments, we will help move Civil Service roles from London to towns and cities across the UK. Our estate is an important enabler in ensuring government institutions and jobs are located in all parts of the UK.

How

We will achieve this through:

- Consolidating the government estate – including through our Whitehall Campus Programme.
- Our Government Hubs Programme – continuing to bring forward strategically located modern buildings fitted out for smarter working with technology that can be used by people from multiple departments.
- Working with local authorities – developing joint plans for cities.
- Focusing on the office portfolio now – expanding to warehouses over time.

When

The following table outlines what we want to achieve by 2022, 2025 and 2030.



Outcome 1: Supporting growth across the UK

Outcome Category	March 2022	March 2025	March 2030
Consolidating the government estate	<ul style="list-style-type: none"> Client five year workforce plans agreed 30 campus portfolio plans in place 	<ul style="list-style-type: none"> All campus portfolio plans in place and regional portfolio plans refreshed Phase 1 Whitehall Campus Programme (10 buildings) complete (2024) <i>Civil Service roles in London reduced to [X]% of the total</i> 	<ul style="list-style-type: none"> Whitehall Campus Programme = 20 efficient, fit-for purpose buildings accommodating [X] FTEs and supporting 22,000 FTEs to move out of London <i>Civil Service roles in London reduced to [X]% of the total</i>
Our Hubs Programme	<ul style="list-style-type: none"> 14 Phase 1 hubs and two Phase 2 hubs complete Deliver hubs in conjunction with LCR 	<ul style="list-style-type: none"> 30 hubs complete (Phase 1 & 2 – subject to approvals) 7 hubs complete in devolved administrations (Phase 1 & 2 – subject to approvals) Deliver hubs in conjunction with Homes England Government Local Spending Review bid 	<ul style="list-style-type: none"> 50 hubs in place (subject to approvals) Network of spoke locations in place Government Hubs Programme has created capacity for 22,000 roles to move out of London
Working with local authorities	<ul style="list-style-type: none"> 3 One Government Property Plans with LAs <i>Investment of £[X]m and delivery of social value benefits of £[X]m</i> 	<ul style="list-style-type: none"> GPA – local authority regeneration spending review bid <i>Investment of £[X]m and delivery of social value benefits of £[X]m</i> 	<ul style="list-style-type: none"> <i>Joint GPA – local authority regeneration schemes delivered</i> <i>Investment of £[X]m and delivery of social value benefits of £[X]m</i>
Focusing on the office portfolio now (expanding to warehouses over time)	<ul style="list-style-type: none"> GPA managed office estate 50% of government office portfolio (by 2023) Conferencing space offer piloted Warehouse portfolio plan in place 	<ul style="list-style-type: none"> All offices transferred to GPA GPA managed warehouse estate 50% of government warehouse portfolio (by 2025) Government science portfolio plan in place Science portfolio Spending Review bid 	<ul style="list-style-type: none"> All warehouses transferred to GPA GPA offer to the government science portfolio in place

Items in italics – annual KPIs (metrics to be developed)

Outcome 2: Transforming the Civil Service

What

We will create great places to work in our properties and enable smarter ways of working, with a flexible, inclusive ethos and the latest technology as a key part of the Civil Service's offer to staff, helping to attract and retain talent.

How

We will achieve this through:



- Supporting productivity – we will introduce customer satisfaction measures and begin benchmarking customer perception against the private sector.
- Great places to work – we will continue to transform workplaces to help deliver Civil Service reform and support wellbeing.
- People-centred workplace services – we will provide services that are more joined-up and customer-focused, and harness new technologies and shared ways of working to support the delivery of more accessible public services that are more responsive to citizens' needs.

When

The following table outlines what we want to achieve by 2022, 2025 and 2030.



Outcome 2: Transforming the Civil Service

Outcome Category	March 2022	March 2025	March 2030
 Supporting productivity	<ul style="list-style-type: none"> • New measures in place for satisfaction / productivity (Leesman) • [X]% performance against agreed satisfaction / productivity measure • [X] Civil Service that can work from any office (interoperability) • Public sector co-working offer piloted 	<ul style="list-style-type: none"> • [X]% performance against agreed satisfaction / productivity measures • [X] Civil Service that can work from any office (interoperability) • The customer experience and building management is enabled by property technology • Roll out of public sector co-working space 	<ul style="list-style-type: none"> • [X]% performance against agreed satisfaction / productivity measures • 100% Civil Service that can work from any office (interoperability) • [X]% of GPA buildings shared with other public sector users
 Great places to work	<ul style="list-style-type: none"> • Smart Working Code of Practice achieved by 100% in scope organisations • Measurement of availability of key customer facilities in place • Condition improvement investment strategy in place for inherited buildings • Condition-based maintenance introduced 	<ul style="list-style-type: none"> • All our new offices – and [X]% of inherited offices – are recognised as well-located, well-designed, sustainable, inclusive, digitally-enabled spaces that our customers love. Accommodating [X] civil servants • Exited from [X]% of worst condition inherited buildings • [X]% of offices are Condition B (good) or better 	<ul style="list-style-type: none"> • All our offices are recognised as well-located, well-designed, sustainable, inclusive, digitally-enabled spaces that our customers love. Accommodating [X] civil servants • 90% of offices are Condition B (good) or better



Outcome 2: Transforming the Civil Service

Outcome Category	March 2022	March 2025	March 2030
 People-centred workplace services	<ul style="list-style-type: none"> • New workplace services delivery partners in place • Measuring customer wellbeing and sense of community • By March 2022 all our buildings have a local place-making strategy • Customer service accreditation achieved across GPA managed estate 	<ul style="list-style-type: none"> • [X]% performance against wellbeing and sense of community measures • Local place-making strategy achieving against target • Second generation workplace services contracts developed • Customer service accreditation and achieved across GPA managed estate 	<ul style="list-style-type: none"> • [X]% performance against wellbeing and sense of community measures • Local place-making strategy achieving against target • <i>Customer service accreditation achieved across GPA managed estate</i>

Items in italics – annual KPIs (metrics to be developed)

Outcome 3: Contributing to net zero

What

We will develop ambitious targets and deliver measurable carbon reduction to provide an example for the UK property industry and contribute to wider sustainability.

How

We will achieve this through:



- Existing estate (transferred from departments) – improving the condition and sustainability of the existing estate where this offers good value for money, recognising that many of the buildings in use today will still be operational in 10-20 years' time.
- New build and major refurbishments – design and construction of new space designed for net zero carbon whilst measuring and reporting on embodied carbon and developing plans for reducing emissions.
- Utilities efficiency / cost reduction – developing new buildings to high environmental standards and managing utilities use across the whole estate.
- Green energy (supply and generation) – developing plans for renewable energy and working with green energy suppliers.

When

The following table outlines what we want to achieve by 2022, 2025 and 2030.





Outcome 3: Contributing to net zero

Outcome Category	March 2022	March 2025	March 2030
 <p>Existing estate (transferred from departments)</p>	<ul style="list-style-type: none"> Established standard routes to market for green refo-fit projects Retrofitted a range of energy-efficient measures to [15] exemplar offices Net Zero Programme delivery plan approved [X]% of existing government office portfolio BREEAM VG 	<ul style="list-style-type: none"> Electrification of heating (2023) Enable electric vehicles (2023) [X]% of existing estate achieves net zero Energy Performance Certificates (EPC), Display Energy Certificates (DEC)) [target TBC] [X]% of existing government office portfolio BREEAM VG 	<ul style="list-style-type: none"> [Y]% of existing estate achieves net zero [X]% of existing government office portfolio BREEAM VG
 <p>New build and major refurbishments</p>	<ul style="list-style-type: none"> Design guide technical annex for sustainability to achieve climate change resilience produced New-build hubs and Whitehall buildings specified and designed to meet net zero carbon targets Started measuring and reporting embodied carbon consumed in construction and furniture, fixtures and equipment [X]% of new build / major refurbishment office portfolio BREEAM VG 	<ul style="list-style-type: none"> All new office buildings in top quartile of energy performance (minimum DEC B rating) Construction embedded carbon reduced by [X]% [X]% of new build / major refurbishment office portfolio BREEAM VG 	<ul style="list-style-type: none"> Construction embedded carbon reduced by [X]% [X]% of new build / major refurbishment office portfolio BREEAM VG



Outcome 3: Contributing to net zero

Outcome Category	March 2022	March 2025	March 2030
 Utilities efficiency / cost reduction	<ul style="list-style-type: none"> • Environmental control and utilisation sensors installed in exemplar offices, managed by the BMS • <i>[X]% offices have new standard smart utilities meters and BMS</i> 	<ul style="list-style-type: none"> • Whitehall buildings emissions reduced by [25]% by 2023 (TBC) • Environmental control and utilisation sensors installed in exemplar warehouses • <i>100% offices and [X]% warehouses have new standard smart utilities meters and building management systems</i> 	<ul style="list-style-type: none"> • Government office portfolio carbon emissions reduced by 50% by 2028 (TBC) • Government warehouse portfolio carbon emissions reduced by 30% by 2028 (TBC)
 Green energy (supply and generation)	<ul style="list-style-type: none"> • [X]% renewable electricity supply by 2022 • Carbon offset plan developed • Local generation and storage of green energy installed in exemplar offices • On-site energy storage piloted • Warehouse portfolio green energy plan in place • Whitehall District Heating System target TBC 	<ul style="list-style-type: none"> • [X]% renewable electricity supply by 2025 • Performance measurement against energy plans • Storage and generation Spending Review 2025 bid 	<ul style="list-style-type: none"> • Performance measurement against energy plans

Items in italics – annual KPIs (metrics to be developed)

Outcome 4: Better value

What

We will grow our portfolio and use our commercial expertise to deliver better value and make progress towards the New Property Model (NPM) savings – £1.4bn by 2027.

How

We will achieve this through:

- Client satisfaction – we will aim to improve overall client satisfaction and in turn grow our number of clients.
- Strategic asset management – we will achieve this by growing the GPA portfolio through on-boarding clients. We will use our understanding of demand and knowledge of the portfolio to reduce the vacant space rate and increase utilisation.
- Great property deals – we will improve engagement with investors and our supply chain to lever commercial value.
- New Property Model benefits – reviewing the NPM business case, which made the case for the establishment of GPA, and tracking performance against the benefits.

When

The following table outlines what we want to achieve by 2022, 2025 and 2030.



Outcome 4: Better value

Outcome Category	March 2022	March 2025	March 2030
Client satisfaction	<ul style="list-style-type: none"> • <i>[X]% client satisfaction achieved</i> • <i>Total occupancy cost (TOC) per person / TOC per FTE compared to benchmarks</i> 	<ul style="list-style-type: none"> • <i>[X]% client satisfaction achieved</i> • <i>TOC per FTE in top quartile against benchmarks</i> 	<ul style="list-style-type: none"> • <i>[X]% client satisfaction achieved</i>
Strategic asset management	<ul style="list-style-type: none"> • Office and warehouse freeholds transferred to GPA • Occupancy sensors in place in [X]% offices • SAMPs in place for government office portfolio and government warehouse portfolio 	<ul style="list-style-type: none"> • Occupancy sensors in place in 100% long-hold offices • Government office portfolio managed as a single entity • Government science portfolio SAMP in place 	<ul style="list-style-type: none"> • Realisation of benefits against SAMPs
Great property deals	<ul style="list-style-type: none"> • GPA offer to investors defined • Alternative property acquisition routes defined in conjunction with investors and developers • Gain share on transactions secured 	<ul style="list-style-type: none"> • External investment in GPA property secured • Gain share on transactions secured 	<ul style="list-style-type: none"> • Gain share on transactions secured
New Property Model benefits	<ul style="list-style-type: none"> • Track and delivering benefits in line with planned phasing against revised NPM benefits 	<ul style="list-style-type: none"> • 80% of revised NPM benefits delivered • New opportunities for benefits identified – including potentially government borders portfolio 	<ul style="list-style-type: none"> • 100% of revised NPM benefits realised (2027)

Items in italics – annual KPIs (metrics to be developed)

Capabilities and enablers



The benefits anticipated from establishing GPA are predicated on a model for delivery of property services, which allows departments to focus on their core business of service delivery, and concentrates property management and workplace solutions within the GPA.

To deliver our outcomes we will draw on a range of enablers:



Capability and capacity

our people and our relationships with clients, customers and localities;



Contracting

our service standards, procurement, and contract models;



Financial

our funding model and powers; and



Systems, data and business processes

We will grow substantially over the early years of the strategy, from a c. 300,000 sq m portfolio in April 2020 to over 3 million sq m by 2025 – evolving from a government start-up in 2018 to a property business with a portfolio size to match the major UK PLC property companies and real estate investment trusts (REITS) by 2025. The capabilities and enablers we put in place at the start of this strategy need to anticipate that growth and be able to respond as the focus of the organisation shifts from on-boarding to mature portfolio management. In this section we set out how we expect our capabilities and enablers to evolve over time. We also address how we will monitor progress against the strategy.

Capability and capacity

People

Our approach to service delivery is underpinned by the principle: we will ‘make’ what we are good at and ‘buy’ where others are better. Our delivery model envisages a thin centre of excellence, leveraging an experienced in-house team that is supported by a number of expert commercial partners. The in-house team will own the most critical value adding activity, such as:

- client relationships and portfolio strategies;
- developing innovative property solutions;
- procurement and acquisition;
- ownership of property data and maintaining its integrity; and
- coordinating major cross-government transformation initiatives.

To achieve our ambitions through this model, we need great people. We need a balance of Civil Service expertise and commercial acumen hard-won in the private sector. We want to be an employer of choice with the culture, capability and skills in place to deliver our ambition, with a diverse workforce reflecting a mix of public sector and commercial skills.

Our People Strategy sets out the priorities for our people over the next five years and includes:

- demonstrating consistently high calibre leadership;
- attracting and retaining the right capability;
- ensuring we have the right specialist skills and resourcing flexibilities;
- promoting a diverse and inclusive workforce and culture; and
- developing our people, with a strong focus on professional skills.

We recognise that as the variety and scale of our portfolios increase we need to continue to mature as a team, building the right skills and capabilities to deliver our ambitions. We intend to develop a flexible resourcing approach with a balance of permanent, temporary and seconded staff, and to make good use of apprentices and graduate entry.

Relationships

We will need a wide range of relationships to deliver our role effectively. At the heart of these are our relationships with our clients and customers.

We want to listen to and engage effectively with our clients. We want to behave in a way that allows us to be perceived as delivering an excellent service to our clients, getting past bricks and mortar, and focusing on using property to support our clients’ business strategy and their people.

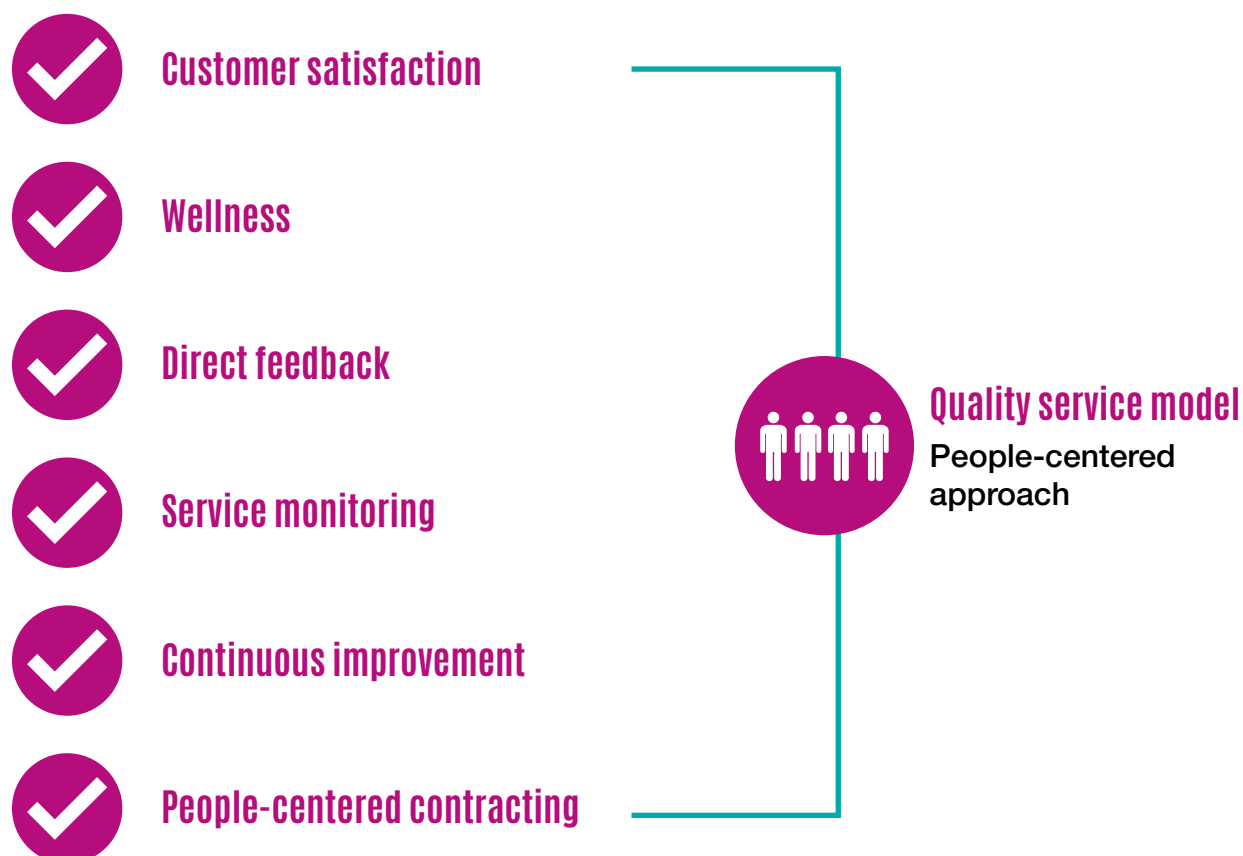
We want to:

- understand our clients' business;
- support our clients' people;
- be proactive;
- deliver joined-up property solutions;
- provide accurate costs and good value; and
- be reliable.

We have put in place governance to reinforce those relationships, both through bilateral relationships at operational and senior levels through dedicated client manager roles and our Client Committee.

Section 4 sets out the range of measures we will be looking to put in place to measure customer satisfaction and wellbeing. Taken together with direct feedback on service delivery and service KPIs, we want to understand what is important to our customers and the quality of service they are receiving. We expect that every customer should receive good service but recognise that sometimes things don't happen to the standard we want and that we need to respond to issues that arise appropriately. Moving to a people-centred approach to workplace services through our contracting should embed a quality service model at the heart of what we do.

Figure 11: Quality service model



We want local authorities to recognise us as working collaboratively and openly, bringing our understanding of Civil Service demand and knowledge of the current footprint to the wider consideration of place-making and economic development. We recognise that the majority of our buildings represent the face of government in an area and through their design and management we will reinforce a perception of public service ethos.

Service model and commercial tools

We have inherited a range of contracts from our predecessors or in anticipation of our establishment. The main milestone for change in our service offer is re-procurement of these existing contracts.

We anticipate property holdings transferring from departments in advance of service responsibilities, for example where a facilities management contract has time to run, the property holding will normally transfer to GPA with responsibility for service provision remaining with the client until contract expiry.

For new buildings, we aspire to work much more closely with funders, developers and contractors to break down industry barriers to collaboration and to align all parties' efforts on providing a great experience once the building is in use.

Going forward we want to:

- align all delivery through our commercial partners on customer experience;
- move to people-focused services;
- provide a clear, standard service offer based on user personas with scope for client choice through a menu approach;
- procure on the basis of quality rather than price;
- develop mature, long-term partnering relationships with our suppliers; and
- enhance our performance management, supported by KPIs and improved data.

These developments to our service model go hand in hand with our approach to portfolio management. We are looking to optimise our utilisation and reduce our footprint in parallel with improving service quality. We anticipate that this could lead to a higher cost per sq m (from better services) but for a smaller area (from improved utilisation), leading to net lower running costs for the estate and our clients.

Funding model and powers

Our activities are funded through:

- charging for services – we have a commercially-based charging strategy which reflects market prices and incentivises occupiers to make the best use of government property;
- savings and leverage – by taking a commercial approach, pooling risk and leveraging our economies of scale to deliver great property deals we are able to generate savings and share these with our clients; and
- our funding settlement with HMT – which funds delivery of specific initiatives such as the Government Hubs Programme and the Whitehall Campus Programme.

At the start of the strategy period there is a focus on core landlord service capabilities. For example, moving to a charging model for property is a major change for estates and finance teams and we know how important it is to put in place timely and accurate invoicing and move to three year forecasting for our clients. We also know how important cost transparency is to our clients as well as allowing us to demonstrate where we are getting value and how this supports wider government objectives such as net zero carbon.

Moving beyond those basics, we want to make sure that the approach we take to delivering our outcomes offers the best value for money to the taxpayer, based on our aggregate position looking across the government estate. For example, we have identified demand for increasingly flexible space and occupancy terms (a trend that goes beyond government) and we will need to consider the optimal funding model to support this, working with HMT. We will continue to develop our approaches to the market with HMT to leverage our scale and the government covenant. This includes investment in new developments and improvements to sustainability and condition. We know that there will be limited availability of public sector investment and we will look to develop partnerships that allow us to leverage private sector investment wherever it offers good value for money.

As GPA grows, we will need to keep our financial powers under review with HMT to ensure that they provide the flexibility we need to operate commercially and to achieve benefits that would not otherwise be possible from within a government department.

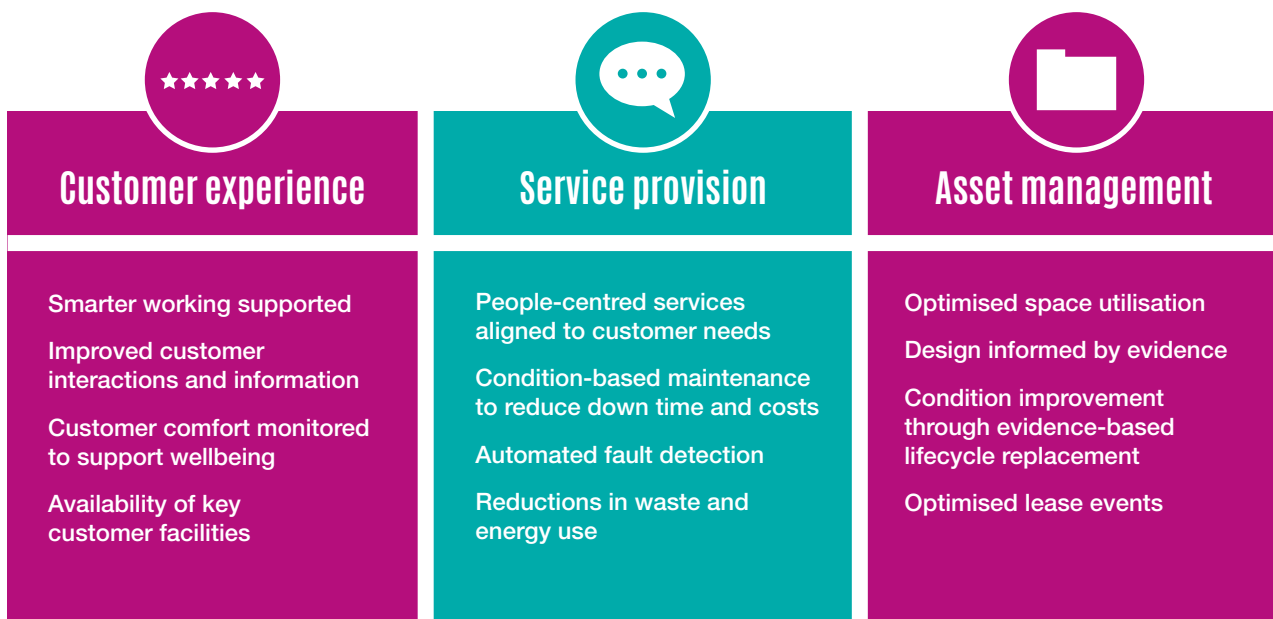


Systems, data and business processes

Whilst there is still much to do, with good people, GPA has the opportunity to develop a best-in-class data capability which can be a key differentiator for the agency. To provide the insights that government departments need, and to manage its business efficiently, GPA needs high quality data supported by enhanced data analysis. Whilst existing data is poor, the transfer of assets to GPA provides an opportunity to make a step change improvement in data quality and consistency. This should support data analytics and insights about GPA property to identify opportunities and drive decision making for: portfolio management; asset management; workplace service management; financial management and control; risk management; and performance reporting.

Figure 12 outlines how a best-in-class data capability can enhance the understanding of the GPA estate across customer experience, service provision, and asset management.

Figure 12: Understanding property through data



Intelligent building infrastructure and systems are changing the way estates, user experience and facilities management data is being gathered, analysed and used to drive decision making. This provides us with the opportunity to implement infrastructure changes and systems solutions incrementally across both the existing estate and new buildings to realise benefits through real-time customer feedback, condition-based maintenance, energy consumption and space utilisation. Furthermore, combining our property data with workforce intelligence will help us drive value from the strategic management of our assets.

Implementation of this strategy

The GPA Board will have oversight of progress towards delivery of the outcomes and key milestones outlined in this strategy. They will also review and approve the key detailed plans to put this strategy into action, including the people plan, plans for on-boarding assets from departments, strategic asset management plans, and the need to evolve financial powers and flexibilities as GPA grows. As we move forward, we will keep this strategy under review. We will also respond to the Government Estate Strategy as it develops over time.

This strategy will feed into Government Spending reviews. In the early years of this strategy, the following programmes are likely to be required:

- Workplace Service Transformation Programme
- On-Boarding Programme
- Government Hubs Programme
- Whitehall Campus Programme
- Net Zero Programme
- Proptech and supporting data strategy
- Warehouse Programme

Section 4 of this document highlights delivery milestones and areas where KPIs will be developed to measure our performance. The Board will regularly review progress against these milestones and KPIs.

We are also comparing progress and future plans against the original 2017 New Property Model business case for the establishment of GPA. We will ensure that we monitor progress against the assumptions, resulting costs and benefits within it. Going forward, in parallel with reporting against this strategy, we will also provide an annual update to the GPA Board on progress against anticipated NPM benefits.

Appendix

Appendix 1: Context sources

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