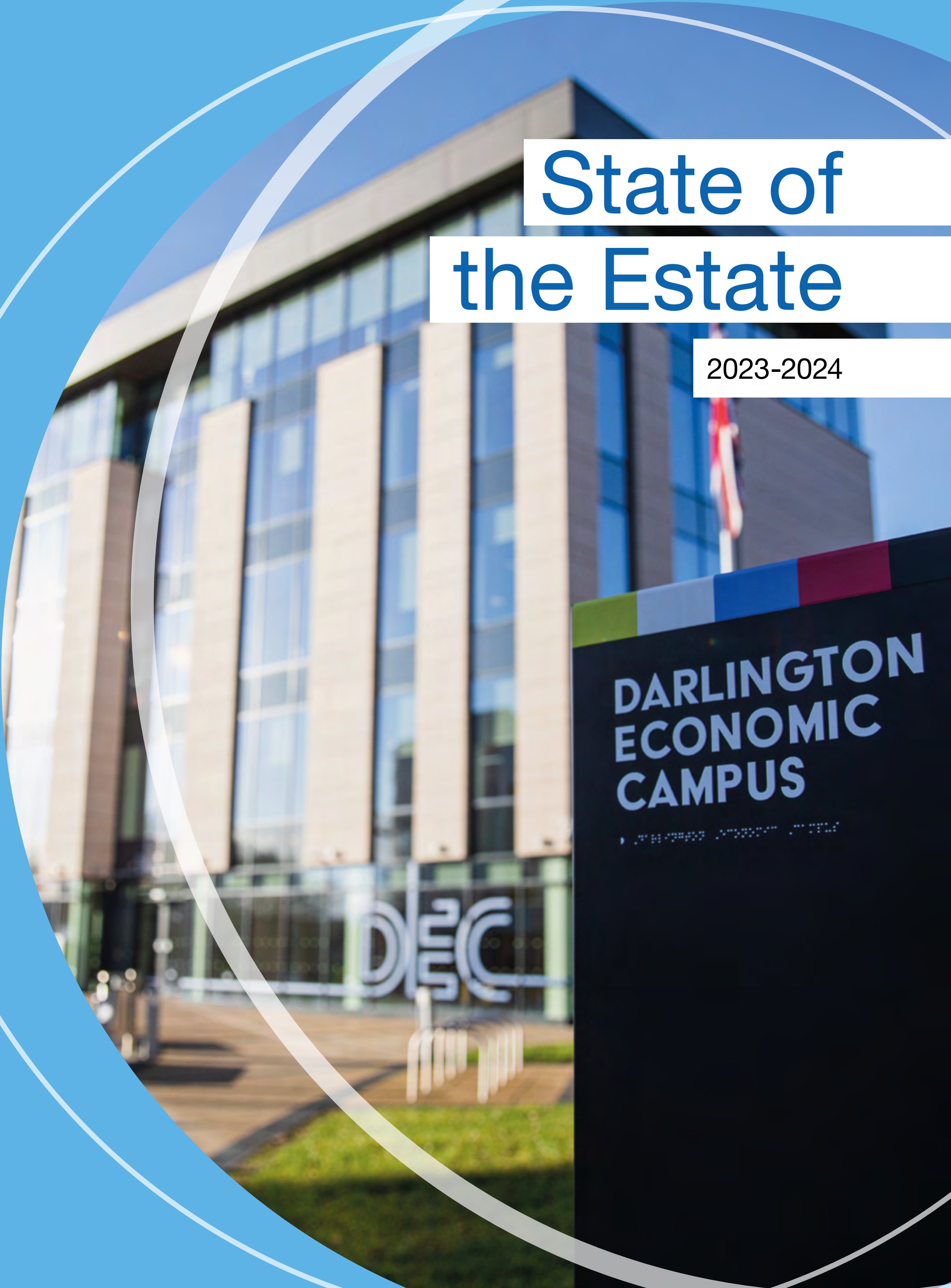
Government Property Function

Cabinet Office

State of the Estate

2023-2024



State of the Estate
2023–24

Presented to Parliament pursuant to section 86 of the Climate Change Act 2008

HM Government

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978-1-5286-5377-0
E03270665 05/25

This publication is available from www.official-documents.gov.uk and www.cabinetoffice.gov.uk

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Joint Ministerial Foreword

The Government estate presents a significant opportunity to drive economic growth and foster prosperity within our communities. It is not merely a collection of buildings and land; it is a vital enabler that can unlock potential, enhance public services, improve our natural environment and bolster economic activity across the United Kingdom.

We are committed to unlocking the vast potential of the Government estate, using it as a lever to kickstart economic growth and prosperity in cities and communities up and down the country. We will harness the power of the Government estate to unlock residential development, creating much-needed housing for families and communities. By transforming underutilised spaces, we will support house building that fosters sustainable, thriving communities, contributing to our long-term vision for economic growth and social wellbeing.

This will require investment, and a strategic, whole of Government approach to improving the condition of our buildings. The recent findings from the National Audit Office regarding property condition and maintenance highlighted the urgent need for intervention. As we reflect on the condition of the estate we inherited, it is clear that systemic, long-term underinvestment in property maintenance has held back both public services and economic growth. We are committed to addressing the maintenance backlog, which is both a technical and essential priority. Our aim is to ensure that public buildings are not only fit for purpose but also environmentally sustainable, resilient and efficient, thereby delivering value for money.

By putting property maintenance and modernisation at the core of our strategy, we can create an estate that aligns with our mission of achieving sustained economic growth and transforming Britain into a clean energy superpower. Programmes such as One Public Estate and Places for Growth exemplify our vision and illustrate the transformative power of collaboration in realising this potential.

Our challenge is to accelerate our efforts and reach our goal of a net-zero public estate, in line with our Greening Government Commitments.

Looking forward, our property decisions will be guided by long-term ambition rather than immediate convenience. By addressing the maintenance backlog, enhancing efficiencies, and ensuring our estate meets the needs of staff, citizens, and businesses alike, we will foster economic opportunity and growth, support our natural environment, and improve lives across the nation.

Georgia Gould MP,
Parliamentary Secretary for the Cabinet Office

Mary Creagh CBE MP,
Parliamentary Under-Secretary of State at the Department for Environment, Food and Rural Affairs

Head of Function Foreword

The 2023–24 State of the Estate report underscores our commitment to modernising an efficient and strategically managed government estate that not only serves national interests but also has the potential to significantly benefit local communities. Programmes such as the highly successful Places for Growth exemplify how we can leverage public property to create jobs, stimulate economic regeneration, and enhance public services throughout the UK.

Initiatives like One Public Estate further demonstrate the impact of cross-sector collaboration in optimising our property assets at a local level, unlocking the full potential of our estate to drive prosperity directly where it's needed most.

We are actively right-sizing the government estate, having achieved our ambitious target of £1.5 billion for surplus property disposals a year ahead of schedule. This offers a unique opportunity to catalyse economic growth on surplus sites and reinvest proceeds into enhancing the efficiency and modernisation of our retained estate, ensuring it better serves local communities.

Over the past year, we have made substantial progress in meeting key performance indicators set out in the Government Property Strategy (GPS). Successes in areas such as sustainability, the release of surplus assets, and smarter use of office space are paving the way for a more efficient estate that resonates with local needs and priorities.

However, our strategy must evolve to remain relevant to the new government's priorities. This evolution includes addressing the longstanding maintenance backlog, while simultaneously capitalising on opportunities for growth and modernisation. Optimising our estate at a local level will enable us to create housing solutions, support local economies, and provide essential public services that reside at the heart of every community.

Building maintenance is an area where we cannot afford to compromise; it is essential for effective public service delivery and for fostering community resilience. By approaching this challenge with urgency and ambition, we will ensure that our government estate continues to be a strategic asset that supports local places, drives economic growth, and meets the needs of future generations.

The past year has illustrated what determination and collaboration can achieve. Together, we have generated jobs and opportunities across the UK, streamlined our estate, and made targeted investments to bolster our efficiency. As we refresh our strategy, we do so knowing that the government estate remains vital in fostering a fairer, greener, and more prosperous UK while living by the principle of thinking global but acting local.

Mark Chivers,
Government Chief Property Officer

Purpose and Scope

The State of the Estate (SoftE) report fulfils the requirement in the Climate Change Act 2008[1] to assess the progress made in the year towards improving the efficiency and contribution to sustainability of buildings that are part of the government's estate. As required under the Act, the report is laid before Parliament. This report covers the period from 1 April 2023 to 31 March 2024.

More detailed data on government estate portfolios for the year ending 31 March 2024 can be found in the Government Estate: Annual Data Publication, 2023–24[2] which contains estate information for the period 2020–21 to 2023–24. This State of the Estate report utilises data contained in that publication to deliver reporting requirements under the Climate Change Act 2008.

In 2020–21, as a result of the Declaration on Government Reform,[3] this report underwent an expansion beyond the general purpose estate, resulting in a substantial change of scope, classifications and methodologies. Periods prior to 2020–21 are not comparable, so are not presented here.

The focus of the report is on the central government estate and does not include local authority assets or the wider public estate. Most portfolios cover central government property throughout the United Kingdom. Estates managed by the Devolved Administrations are out of scope.

This publication provides an overview of government property and estate sustainability in 2023-24.

Information presented in Chapter 3: A Greener Government Estate is collected by the Department for Environment, Food and Rural Affairs (Defra) through monitoring of the Greening Government Commitments[4] (GGCs). The GGCs set out the actions UK government departments and their agencies will take to improve their impact on the environment.

1 Appendix A of this report gives an extract of requirements under the Act. The full Climate Change Act 2008 can be found at GOV.UK

2 Government Estate: Annual Data Publication, 2022–23

3 Declaration on Government Reform

4 Greening Government Commitments

Executive Summary

This report provides an analysis of the UK government's estate, with a focus on sustainability and efficiency, from 1 April 2023 to 31 March 2024. This report, presented to Parliament under the Climate Change Act 2008, encompasses central government properties, excluding local authority assets and Devolved Administrations.

Key Highlights

Estate composition and value: The estate comprises 203,300 assets[5] with a total floor area of 159.5 million m². The estate's value increased by 5.6% to £191.5 billion, driven by the Health, Schools and Prison portfolios.

Sustainability and resource efficiency initiatives:[6] Efforts to improve the sustainability credentials of the estate are focused on four key areas, as reflected in the Government Property Sustainability Strategy: greenhouse gas emissions reduction; adaptation to climate change; boosting natural capital; improving resource efficiency. For the central government estate within scope of the Greening Government Commitments, the following changes were reported through that framework against the baseline 2017-18 financial year: by 2023-24 overall emissions had reduced by 40.9%, while direct emissions saw a 14.7% reduction. Water consumption was 0.6% lower. Waste generation was down 18.4%.

Running costs: Costs increased by 8.0% to £25.6 billion, primarily due to inflationary pressures. The Health portfolio experienced significant cost increases linked to higher demand and inflation-indexed contracts.

Efficiency and disposals: The Government Property Strategy (GPS) set specific targets to achieve £500 million in property operating cost efficiencies and to raise £500 million annually through property disposals over three years, concluding in March 2025. By 2023–24, departments reported £194.8 million in property running cost efficiency savings, alongside an additional £105.8 million retrospectively for 2022–23, totalling £300.6 million in efficiency savings towards these targets.

NHS Trusts and NHS Foundation Trusts also contributed with £117.4 million and £246.2 million of estates-related savings for 2022–23 and 2023–24 respectively. In terms of disposals, the government estate generated £449.9 million from 228 disposals in 2023–24, building on the £1.1 billion raised from disposals in 2022–23. This progress reflects an early achievement of the GPS's commitments, totalling £1.5 billion over the three-year period.

Surplus and vacant space: The Defence portfolio was a major contributor to the 11.7% increase in surplus space in 2023–24, reflecting ongoing estate optimisation. Vacant floor area decreased by 13.8% to 548,000m², showcasing improvements in repurposing underutilised spaces, particularly within the Health and Jobcentre portfolios.

Strategic improvements: The Government Property Strategy (GPS) underscores the need for a smaller, fit-for-purpose, efficient, and sustainable central government estate by 2030. This strategic transformation focuses on optimising space, reducing carbon emissions, and

5 In previous reports the Department for Education (DfE) provided the number of education settings (20,031). Many education settings consist of multiple buildings. This year the DfE reported upon the number of built assets contained within the Condition Data Collection 1 data (63,770). The CDC is a five-yearly programme and data sourced from the CDC is updated at that frequency, with the most recent update in 2021 and based on information collected in the period 2017–19.

6 The data in this paragraph (along with the data reported in the Greener Government Estate Chapter of this report) are collected by Defra to the scope of Greening Government Commitments. This is distinct from the scope of reporting across the rest of this report.

modernising facilities to support government operations and public services effectively. Key initiatives include the Whitehall Campus Programme, which is consolidating and refurbishing government office buildings to create a more agile and interoperable estate, and the repurposing of vacant NHS Property Services assets to expand healthcare services in collaboration with local care boards. These projects not only enhance operational efficiency and cost-effectiveness but also support the UK's Greening Government Commitments (GGCs) by reducing energy consumption, increasing estate utilisation, and aligning property assets with evolving service delivery needs.

Condition and Maintenance: Historically, validating and reporting upon the condition of built assets for the government property portfolio has been a challenge due to inconsistencies with the approach taken, definitions and the information systems used within organisations.

The Office of Government Property has over recent years worked to improve the collective understanding of the condition of the estate. This includes the introduction of a common definition for rating building condition and reporting through the Property Data Standard.

Addressing building condition and maintenance need remains important for the government as a part of the commitment to transforming the estate to meet operational demands, improve the delivery of public services and support financial and environmental goals.

The National Audit Office (NAO) review on Maintaining Public Service Facilities (January 2025) has identified key areas for further development to improve property condition and maintenance across the government estate. However, as these recommendations fall outside the reporting period of 2023-24, their impact will be reflected in subsequent reporting periods. The NAO has provided multiple recommendations aimed at facilitating long-term improvements in property condition, backlog maintenance management, and investment planning. The implementation of these recommendations is expected to shape future iterations of this report and enhance strategic estate management over the coming years.

Property workforce capability: Strengthened expertise is a key enabler for transformation of the government estate. Last year, the GPS early talent 2025 target was achieved, with 302 property apprentices and 61 graduates starting in more than 15 departments. Our apprenticeship and Property Fast Stream programmes are building a strong, diverse talent pipeline for the future of the profession. Good progress was also made in upskilling the current workforce, with 67% of senior practitioners and leaders now holding or working towards a professional accreditation, e.g. RICS Chartered Surveyor or IWFM Certified Facilities Manager. This is a 4 percentage point increase on the previous year (as at 1 Jan 2024), and on track to achieve the GPS target of 90% by 2030.

Chapter 1: Government Estate 2023–24 Overview

Consistent with the requirements of the Declaration on Government Reform,[8] the coverage of this report includes: administrative properties owned or occupied by central government departments, executive agencies, executive non-departmental public bodies and government companies; but also the wider estate, which includes galleries, museums, railways and roads, defence, the National Health Service (NHS) and parts of the non-government estate (schools).

The estate is made up of a series of portfolios: some support the delivery of direct public services including schools, the NHS, courts and tribunals, the probation service, prisons, Jobcentres and cultural assets; while others support additional government activity in the public interest, including the defence estate, science, administrative offices, logistics and storage, and other land.

Further information on the methodology of data collection and analysis across portfolios and impacts on inter-portfolio comparison can be found in section 2.3 of Government Estate: Annual Data Publication, 2023–24.[9]

8 Declaration on Government Reform

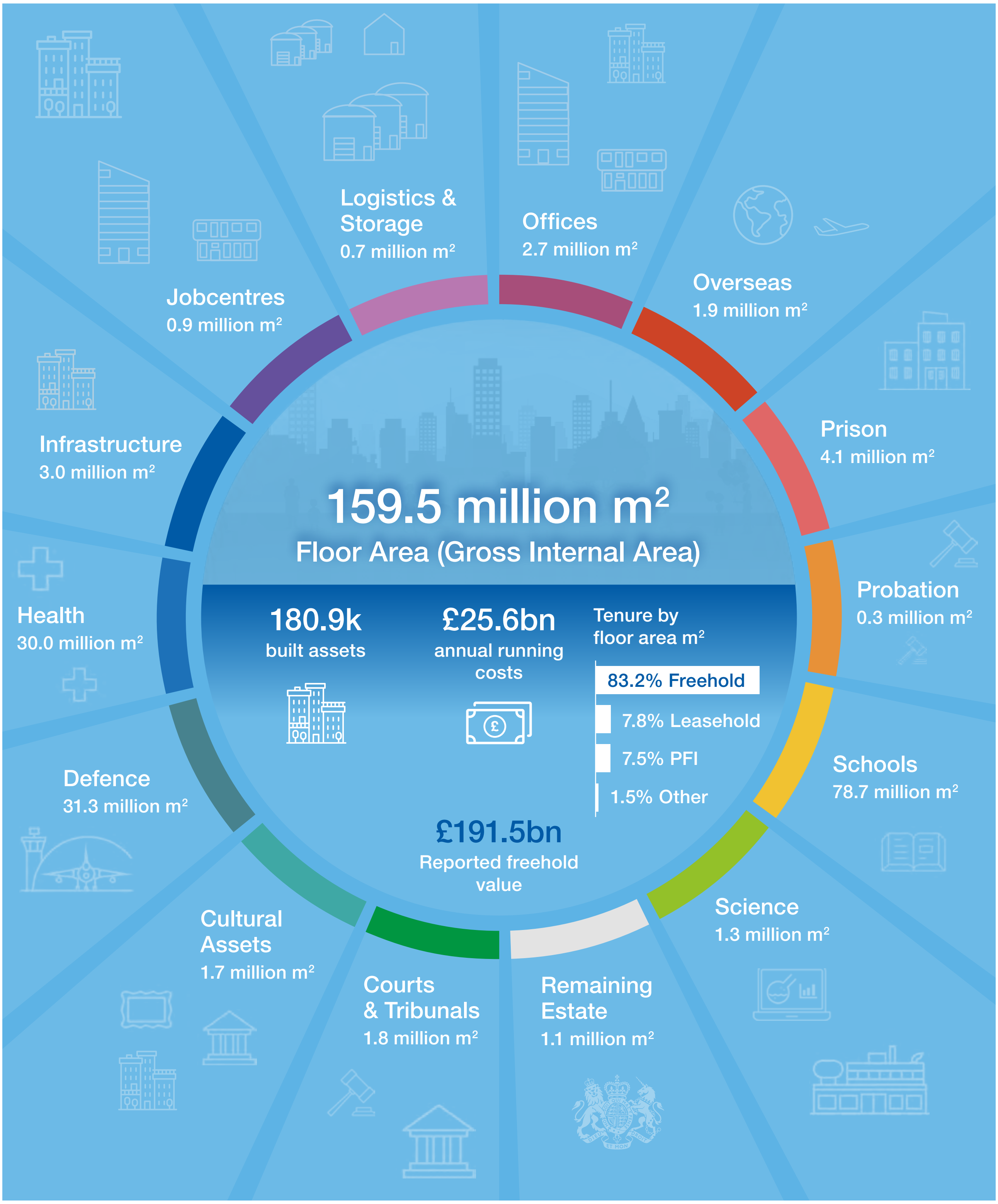
9 Government Estate: Annual Data Publication, 2023–24

Table 1: Government Property Portfolios[10]

Portfolio	Description
Courts and Tribunals	Operational courts and tribunal buildings including any associated space used as administrative buildings and/or storage sites.
Cultural Assets	Museums (including front of house and back office estate where relevant), galleries, libraries, cinemas, including art/artefact storage, where relevant.
Defence	Property assets and land from which the Ministry of Defence (MOD) lives, works, trains, operates and deploys military capability. The Defence portfolio also includes maritime, airfield and rail to support and enable Defence operations and the overseas defence estate.
Health	NHS Trust hospitals (secondary care), health clinics and community hospitals (primary care) and residential and care facilities (other).
Infrastructure	Transport, energy, digital (telecommunications), waste, wastewater and sewage, and flood defences.
Jobcentres	Jobcentres and assessment centres.
Land	Land that is not directly associated with buildings, which includes (but is not limited to) training land, nature conservation, woodlands and lakes. The Land portfolio excludes land related to the defence estate, which is reported under the Defence portfolio.
Logistics and Storage	Includes but is not limited to document stores, fuel testing barns, salt barns, vehicle depots, motorway service compounds.
Office	Offices include front of house, HQ, service-supporting and serviced offices and IT/data/call centres. It does not include public-facing office accommodation that is ancillary to the primary purpose of that building (e.g. at a school, prison, Jobcentre etc.).
Overseas	All assets outside the UK.
Prisons	Prisons, prison officers' quarters and other associated buildings.
Probation	Probation centres, contact centres and approved premises.
Schools	State-funded educational establishments providing nursery, primary or secondary-phase education, and some further education establishments (but not privately owned and operated nursery schools that do not share their buildings with schools). This report includes data on the number and floor area of all state-funded schools as reported through the Condition Data Collection (CDC); this is a five-yearly programme, and data sourced from the CDC is updated at that frequency, with the most recent update in 2021 and based on information collected in the period 2017–19. Valuation and premises costs data relate to academies only. This data is reported on an academic-year basis (1 September-31 August) and not by financial year. The most recent update relates to data for the academic year to 31 August 2023.
Science	Laboratories, science sites and research facilities.
Remaining Estate	All assets which cannot be categorised into the above portfolios or where a breakdown of the estate is not available.

10 The Infrastructure and Overseas portfolios were newly introduced in the 2021–22 State of the Estate report. The Infrastructure portfolio was previously reported as part of the Land and Remaining Estate portfolios. The Overseas portfolio was not previously reported as part of any other portfolio. These changes represent continuous improvement in measuring the estate.

2023–24 Overview



This year's analysis highlights an increase in the value of the government estate in addition to a decrease in the number of built assets, largely due to optimisations within the Defence and Jobcentre portfolios, reflecting broader efforts to modernise and streamline government properties to meet modern public service needs. This chapter will set out key points and changes in the estate in 2023–24.

Table 2: Size and Value of the Government Property Estate, 2020–21 to 2023–24

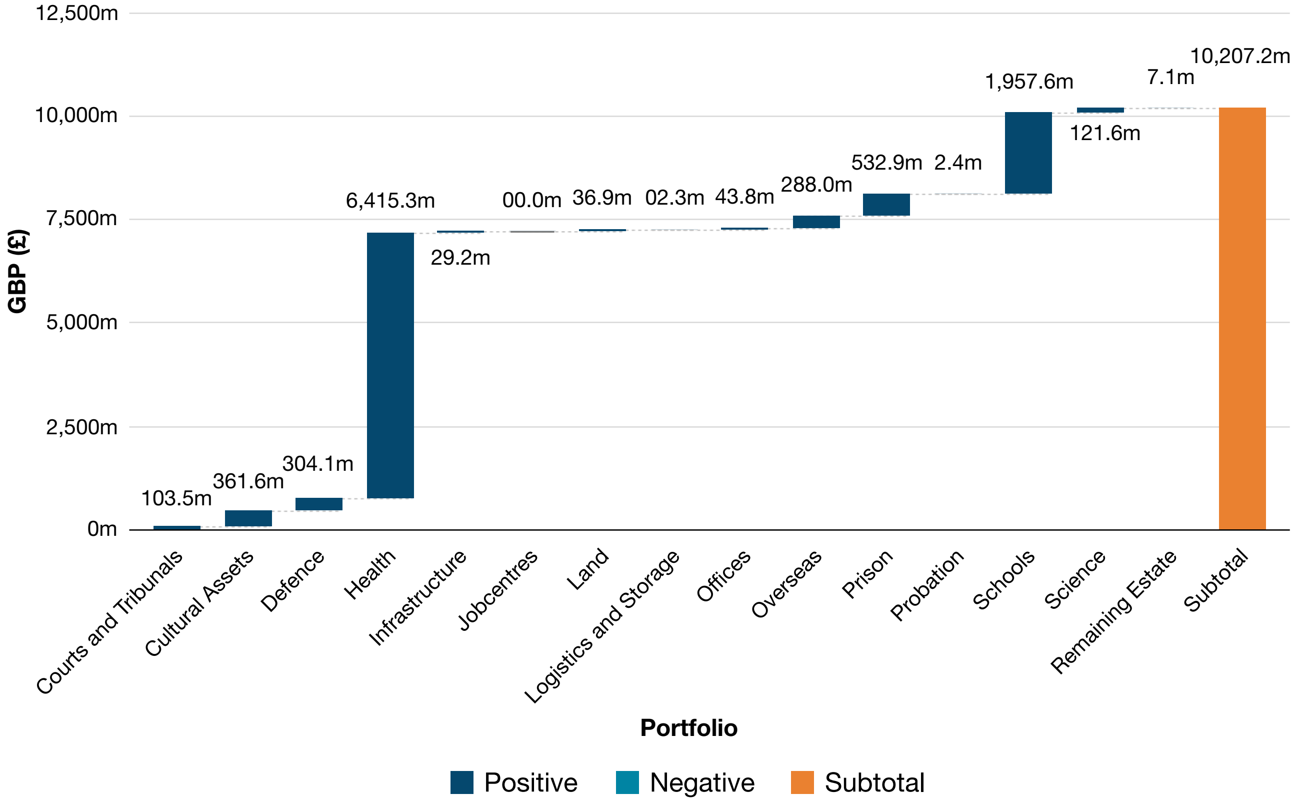
Appendix F contains notes relevant to this data table

Value	Sub Value	Unit	2020–21	2021–22	2022–23	2023–24	Change 2022–23 to 2023–24 [note 9]
Number of Assets		**Number**	**208.2k**	**207.5k**	**206.1k**	**203.3k**	**-1.4%**
	Built Assets	Number	185.7k	184.8k	183.0k	180.9k	-1.2%
	Land Assets	Number	22.6k	22.6k	23.1k	22.4k	-2.9%
Total Floor Area [note 1]		**m²**	**157.2m**	**160.2m**	**159.7m**	**159.5m**	**-0.1%**
	Freehold	m²	132.9m	130.8m	129.9m	132.7m	2.2%
	Leasehold	m²	10.6m	11.4m	11.6m	12.4m	7.0%
	PFI [note 10]	m²	8.7m	12.2m	12.3m	12.0m	-2.4%
	Other [note 12]	m²	4.9m	5.8m	6.1m	2.4m	[z]
Vacant Floor Area		**m²**	**697.5k**	**585.2k**	**635.5k**	**547.7k**	**-13.8%**
Surplus Floor Area [note 2]		**m²**	**0.0k**	**830.0k**	**662.0k**	**739.7k**	**11.7%**
Land Area		**ha**	**627.1k**	**626.4k**	**628.9k**	**628.4k**	**-0.1%**
Surplus Land Area [note 2]		**ha**	**719**	**719**	**261**	**387**	**48.3%**
Freehold value [note 3]		£	**177.3bn**	**177.8bn**	**181.3bn**	**191.5bn**	**5.6%**
Total Running Cost [note 4] [note 8]		£	**21.7m**	**22.8bn**	**23.7bn**	**25.6bn**	**8.0%**
	Annual Rent for Leaseholds [note 4]	£	2.8m	2.6bn	2.4bn	2.4bn	1.7%
	Annual Rates	£	[x]	[x]	1.2bn	1.3bn	6.8%
	Security Costs	£	[x]	[x]	451.9m	569.9m	26.1%
	Soft FM	£	[x]	[x]	6.4bn	7.0bn	9.4%
	Hard FM [note 5]	£	[x]	[x]	3.9bn	4.3bn	8.1%
	Other Costs	£	[x]	[x]	6.8bn	7.2bn	4.5%
	Academy Premises Costs [note 13]	£	[x]	2.3bn	2.5bn	2.9bn	[z]
Number of Buildings Requiring an EPC		**Number**	**5,735**	**5,715**	**6,209**	**6,048**	**-2.6%**
	Number of Buildings EPC A-C [note 12]	Number	2,315	2,504	2,728	21,385	[z]
New Acquisitions [note 6]		**Number**	**[x]**	**[x]**	**284**	**512**	**[z]**
Number of Disposals [note 7]		**Number**	**[x]**	**[x]**	**344**	**228**	**[z]**
Disposal Proceeds [note 7]		£	**[x]**	**[x]**	**1.2bn**	**449.9m**	**[z]**

Symbols used within this table: [z] = Not Applicable, [x] = Not available

Freehold Value

Figure 1: Change in Recorded Freehold Value, by Portfolio, 2023–24



The value of the estate increased by 5.6% to £191.5 billion in 2023–24.This rise reflects strategic investments, improved asset valuation and the estate's critical role in public service delivery. The Health, Schools and Prison portfolios drove this increase.

The freehold value of the Health portfolio increased by £6.4 billion (10.7%) in 2023–24. This was driven by the secondary care sector and NHSE in particular, which reported[11] the completion of several capital projects, including the construction of new buildings, blocks and extensions.

Rather than a material change in the estate, the changing value of the School portfolio represents a year-on-year increase in the number of schools that are classified as academies (only academies are considered in valuation and premises cost reporting). The Prison portfolio, following land value adjustments and facility investments, recorded a £0.5 billion increase in valuation.

11 Data for five NHS Trusts is reported as provisional. These trusts are: Barking, Havering and Redbridge University Hospitals NHS Trust, Birmingham Women's and Children's NHS Foundation Trust, Croydon Health Services NHS Trust, East London NHS Foundation Trust and Humber Teaching NHS Foundation Trust.

Built Assets

Figure 2: Key Built Asset Changes, 2023–24

Defence

Variance from 2022–23
-2,373 (-2.5%)

93,377 Built Assets 2023–24
52.0% Proportion of Total Estate Built Assets 2023–24

Health[12]

Variance from 2022–23
87 (1.2%)

7,378 Built Assets 2023–24
4.0% Proportion of Total Estate Built Assets 2023–24

Jobcentres

Variance from 2022–23
-64 (-7.8%)

761 Built Assets 2023–24
0.4% Proportion of Total Estate Built Assets 2023–24

The definition of built asset can vary between organisations, and therefore direct comparisons between portfolios should be made carefully.

In 2023–24, the number of built assets forming the government estate stood at 181,000, a decrease of 1.2% on 2022–23. This decrease reflects ongoing efforts to rationalise the estate and optimise its use, ensuring that every asset aligns with strategic and operational priorities. This is primarily a result of the Defence Estate Optimisation (DEO) portfolio, which is the single biggest estates change programme within Defence, investing £5.1 billion in modern, greener and more sustainable infrastructure. Built assets across the defence estate decreased by 2.5% to 93,377 assets (a reduction of 2,373 assets).

A contributing decrease was observed in the Jobcentre portfolio as a result of releasing the Rapid Estate Expansion Programme (REEP). These assets were onboarded by the Department for Work and Pensions (DWP) at the outset of the pandemic. The Office portfolio also saw a decrease overall. This can be partially attributed to asset reviews in 2023–24 by the Forestry Commission and NHS Property Services, which has resulted in changes to classified uses of assets, rather than representing a material change in the government estate.

Conversely, the Health portfolio experienced a growth in built assets to meet increasing demand, driven by expanded services across NHS Trusts across England. Additional office space was leased to accommodate administrative functions, while vacant spaces were repurposed for

12 The Health Portfolio excludes NHS Scotland, NHS Wales and NHS Northern Ireland.

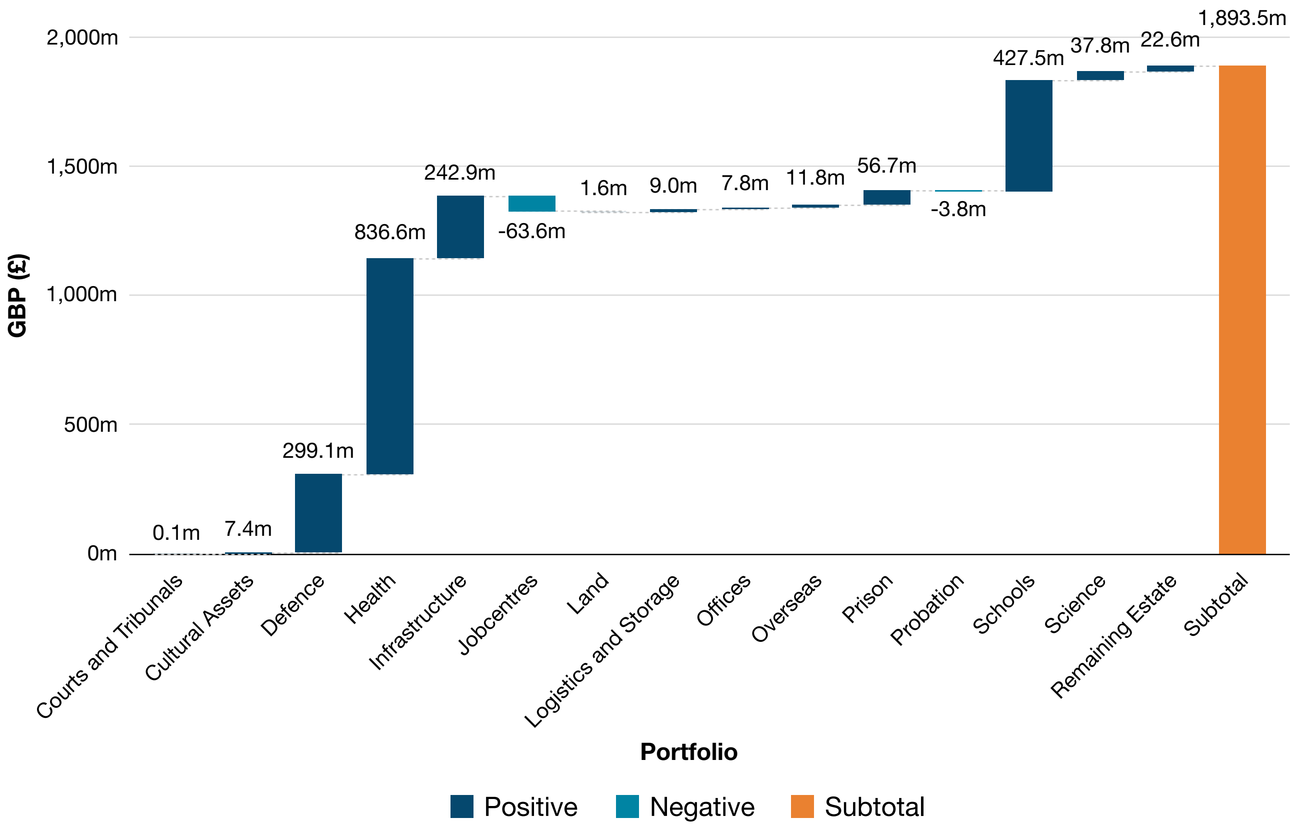
clinical and operational activities. These adjustments demonstrate the estate's adaptability in responding to evolving public service requirements.

Floor Area

In 2023–24, the total floor area of the government estate stood at 159.5 million m², a marginal reduction of 0.1% compared with the previous year. This stability reflects a careful balance between the release of surplus assets and the acquisition or repurposing of properties to meet operational demands. Some movement was observed between tenure types. This primarily relates to the Defence portfolio, where a substantial data reconciliation exercise was performed, which has resulted in improvements to floor area reporting. Changes in floor area also highlight the dynamic nature of the estate.

Running Costs

Figure 3: Change in Running Cost of the Government Estate, by Portfolio 2023–24



The running cost of the estate (£25.6 billion) increased by 8.0% in 2023–24. This was primarily a result of increases in the Health portfolio. Inflationary pressures were a key driver for the increase. Cost pressures have intensified due to numerous service contracts being linked to relevant inflation indices in hard and soft FM services. The NHS estate saw 9.8 million more attendances in 2023–24 compared with 2022–23 as well as a 1.3% growth in floor area. The combination of these two factors has contributed to the in-year increase in occupancy costs.

Increases in the running cost of the defence estate, which reflect a mix of increased investment, inflation and efficiency measures, also contributed to the overall increase across the estate.

Within the Jobcentre portfolio, running costs decreased by £63.6 million due to the release of assets previously onboarded by the REEP. These assets were utilised by the DWP at the outset of the pandemic.

Building Condition

Addressing building condition and maintenance needs remains important for the government as part of the commitment to transforming the estate to meet operational demands, improve the delivery of public services, and support financial and environmental goals. Concerted effort will be required on a coordinated cross-government basis to drive longer-term improvements to condition.

Condition information metrics currently exclude built assets of around 69,000 buildings within the Schools portfolio[13] and the NHSE Secondary Care estate[14] (which both collect condition related information in a different way while migrating to the definitions set out in the Government Property Data Standard).

The Office of Government Property has done a lot of work collectively over recent years to improve the collective understanding of the condition of the estate. This includes the development of guidance and tools to provide a common definition of building condition information and the relationship with critical investment planning and the cost of backlog maintenance.

Unsatisfactory or poor condition ratings were associated with a range of common contributing factors, including older and heritage buildings which require continued investment to comply with statutory and environmental standards.

Vacant and Surplus Space

The government estate continues to demonstrate progress in managing surplus and vacant spaces, ensuring a more efficient and operationally aligned estate. In 2023–24, surplus floor area increased by 11.7% to 739,700 m², while surplus land rose by 48.3% to 387 hectares. The Defence portfolio contributed significantly to surplus space, reflecting ongoing estate optimisation, while the Office portfolio maintained surplus areas due to reclassification and reduced requirements.

Vacant floor area decreased by 13.8% to 547,700 m², showcasing improvements in repurposing and reallocating underutilised spaces. The Health portfolio recorded the largest reduction, with a 43.3% decline, driven by increased demand for clinical and operational capacity. The Jobcentre portfolio, overseen by the DWP, also reduced vacant spaces as temporary pandemic-related expansions were scaled back.

Certain portfolios reported higher levels of surplus and vacant spaces. The Cultural Assets portfolio saw new assets integrated into its portfolio, while older properties remained surplus or vacant. Similarly, the Infrastructure portfolio, including assets managed by the Nuclear Decommissioning Authority, contributed to surplus areas due to operational adjustments within its specialised facilities.

These results reflect the dynamic nature of the government estate, with departments and organisations working to balance operational demands and efficiency in the use of government assets. The reduction in vacant spaces, alongside managed surplus levels, highlights the estate's adaptability to evolving public service needs over the reporting year.

13 Data on the condition of school buildings is collected through the CDC programme. CDC1 visited around 64,000 buildings, collecting detailed condition data on individual components. CDC1 did not collect an overall building condition grade alongside this more detailed information; therefore, an overall building grade is not presented in this report. However, summary findings from the programme on all government-funded school buildings in England can be found in the CDC1 key findings report on GOV.UK (Condition Data Collection).

14 Although the NHS secondary care sector does not collect building conditions identified in the Government Property Data Standard, at a Trust level it does assess building conditions through a range of tools and methodologies, including: the Six-Facet Survey, the Premises Assurance Model (PAM), Building Information Modelling (BIM), regular inspections, backlog maintenance analysis, data collection via the ERIC system and third-party audits, to ensure that facilities are safe, functional and fit for purpose.

Chapter 2: Government Property Strategy

The Government Property Strategy (GPS) is set to deliver across three core themes; transform places and services; smaller, better and greener; and managed in a professional and increasingly commercial way, informed by high-quality property data and insight. The Office of Government Property has worked with central government departments to establish appropriate utilisation and key performance indicators (KPIs) for their portfolio assets. These efforts aim to create a more accurate and consistent assessment of estate performance, ensuring effective decision-making and portfolio management.

Further details on the estate's size, value, and cost indicators can now be found in Appendix H, which provides a breakdown of key property metrics.

Transforming Places and Services

The location, design and configuration of public assets can play a crucial role in driving economic growth and regeneration. Across government and the wider public sector, services are delivering real improvements through more imaginative and integrated estate design, and through encouraging co-location and more efficient use of space.

By 2030, government property will have significantly contributed to economic growth and supported improving the quality of public services, while at the same time helping to transform places and communities.

To support the mission of transformation, the Office of Government Property is improving the way public services are delivered, including through greater co-location, increased flexibility and right sizing. The following case study is an example of a property investment decision which has been used to improve the wider place in which it is situated.

Case Study:
Increasing the Availability and Quality of Healthcare on the High Street

To meet growing demand for GP services, NHS Property Services (NHS PS), in partnership with NHS Buckinghamshire, Oxfordshire, and Berkshire West Integrated Care Board (ICB), repurposed 500m^2 of vacant space at Chalfont and Gerrards Cross Health Clinic, expanding local healthcare capacity without acquiring new property.

- Unlocking potential: NHS PS identified surplus space and led a cost-efficient refurbishment.
- Securing investment: The ICB provided £1.4 million, with an additional £0.9 million, including £0.6 million from NHS PS.
- Delivering impact: Completed in July 2023, The Hall Practice signed a 25-year lease, allowing The Allan Practice to expand.

Now serving 10,000+ patients, the upgraded facility provides phlebotomy and community health services, optimising NHS assets while reducing costs. This project showcases a scalable model, proving that strategic estate management can enhance healthcare delivery and maximise value.

The Government Property Agency leads on the Whitehall Campus Programme, an initiative to drive efficiencies and transform the central London office estate. The programme will consolidate the estate into an interoperable campus of no more than 20 buildings, providing energy-efficient, sustainable and digitally connected offices to support modern ways of working. The following case study shows how the refurbished hub at 22 Whitehall is offering shared facilities and services within an interoperable estate.

Case Study:

New Government Hub at 22 Whitehall

In June 2024, the Government Property Agency (GPA) opened the refurbished hub at 22 Whitehall, now home to the Department for Science, Innovation and Technology (DSIT). Originally known as Kirkland House, this 1920s Whitehall landmark has been transformed into a modern, high-quality workspace for 500 civil servants.

Part of the Whitehall Campus Programme, the refurbishment enhances energy efficiency, sustainability, and digital connectivity, supporting modern working practices. The move consolidates office space, saving £30 million annually following the closure of 1 Victoria Street.

The new workplace includes interoperable technology such as GovWifi, GovPrint, and GovPass, alongside fully accessible furniture and diverse work settings, from meeting pods to soft seating. Staff feedback has been overwhelmingly positive.

Located near Old Admiralty Building (DBT HQ) and 55 Whitehall (DESNZ HQ), 22 Whitehall represents a smarter, more efficient government estate.

Additionally, the Office of Government Property contributes to place-making and regeneration, through its efforts in infrastructure and regeneration projects. The following case study provides an example of the benefit to citizens of regeneration investments that are tailored to the location.

Case Study:
Liverpool City Region One Public Estate Board: Former Allerton Police & Fire Station – 'Station Mews' Development

The Station Mews redevelopment has transformed the former Allerton Police and Fire Station into 47 homes for shared ownership and affordable rent. The availability of affordable and shared ownership homes remains a significant issue in Liverpool with approximately 15,500 households on the housing waiting list and just 11% of the homes built in Liverpool in the past five years being affordable. Demand for shared ownership and affordable rent homes in the Allerton area of south Liverpool, where the fire station is located is high, whilst availability is low. The building was no longer fit for purpose but was an iconic local landmark featured in The Beatles track 'Penny Lane'.

The OPE project brought together the ambitions of finding a new lease of life for this important local building which retained the architectural character whilst bolstering the local stock of affordable homes. One Public Estate provided £35,000 funding to enable the pre-construction, feasibility, survey, and design advice in relation to the site.

This derisked the site which was then able to attract an £8 million investment, mainly from Housing Association Torus Group, with £1.7 million grant funding from Homes England. The scheme has provided four 3-bedroom and three 4-bedroom shared ownership townhouses in the old fire station together with 40 sheltered housing apartments for over 55s, which were available at an affordable rent.

The sale of the buildings generated a capital receipt of £2million and reduced running costs of £1.4million over the 10 year project timeline, enabling more funding for front line policing. The development was completed in February 2024.

Smaller, Better, Greener

The GPS sets out that a shift is needed to a higher-quality, fit-for-purpose, shared, more efficient, productive and sustainable estate. The ambition is that by 2030 the estate is rightsized, reflecting the requirements of the Civil Service and modern public services; more flexible and adaptable to meet changing demands and needs for property; planned through improved asset management; managed with an enhanced focus on the customer experience; and contributing towards achieving the commitment to reach net-zero emissions by 2050.

In 2021-22, the Government Property Strategy identified and baselined Key Performance Indicators (KPIs) to monitor progress on the 'smaller, better, greener' mission. These indicators included the size, capital value, running costs and utilisation of the estate, disposals, and the advancement of exiting central London offices through the Whitehall Campus Programme. Further KPI details can be found in Appendix H.

Size

In 2021-22, the Government estate comprised a floor area of 159.8 million m2. From this baseline a decrease of 0.4% has been observed. As noted in chapter 1 of this report the Defence Estate Optimisation Portfolio change programme and the release of Rapid Estate Expansion Programme assets under the Jobcentre portfolio were key contributors to this decrease.The Office portfolio also saw a decrease in floor area, which relates to rationalisation efforts made by the Government Property Agency through exercising lease breaks/exits on expiry. Additionally, in 2023–24 asset reviews by the Forestry Commission and NHS PS resulted in changes to classified uses of assets – rather than representing a material change in the portfolio.

HM Prison and Probation Service completed its Probation Reform Programme during the period which delivered a four-year estate strategy to begin to transform the probation estate. Efforts were made within probation to align more closely with the GPS by replacing older freehold properties with newer, more efficient and sustainable leasehold properties.

Floor area across the Health and Overseas portfolios increased over the period. NHS England (NHSE) contributed to this increase, where Trusts increased their estate to meet demand, reflecting the addition of new hospitals and community clinics. The Overseas portfolio saw an expansion in leasehold space driven by expansions in diplomatic missions and trade offices managed by the Foreign, Commonwealth and Development Office (FCDO).

Running Costs

Inflationary pressures have been felt across the estate and have been a contributing factor in estate running costs increasing by 12.3% between 2021–22 and 2023–24. Key contributing factors include the increased cost of energy across the estate. Within the Health portfolio (which accounts for over half of running costs across the estate), cost pressures have intensified due to numerous service contracts being linked to relevant inflation indices in hard and soft FM services. The Health portfolio has also seen year-on-year increases in the number of patients passing through the NHS estate.

Reductions in running costs were seen across the Courts and Tribunals, Jobcentre and Office portfolios, where the release of assets and a rationalisation of the office estate have contributed to savings.

Freehold value

A value of £177.8bn was recorded against the 2021-22 baseline. In 2022-23 the value of the estate had increased by 7.7% to £191.5bn. The Defence, Health, Schools and Prison portfolios drove this increase. Increases across Defence primarily related to inflationary and market changes. The Office portfolio was the singular portfolio to observe a drop in freehold value reflecting market and economic uncertainty over the period. Further detail can be found in chapter 1 of this report.

Disposals

The Government Property Strategy (GPS) commits to develop a pipeline of disposals, aiming to generate gross capital receipts of £500m per annum (£1.5bn over the three years to March 2025), to fund investment in the estate we need to keep. In 2023-24 there were 228 disposals from 10 departments. The total gross disposal receipts from confirmed unconditional sales amounted to £449.9m.

Table 3: Disposal Receipts by Portfolio, 2023–24

Portfolio	Disposal Receipts (£)	Total Number of Sold Sites	Total Site Area (ha) for Sold Sites
Total Disposals	**449,907,074**	**228**	**513**
Defence	221,788,775	51	363
Health	35,081,803	30	29
Infrastructure	43,157,055	5	5
Land	104,098,032	98	106
Overseas	12,258,770	14	0
Prison	7,187,000	3	1
Probation	3,208,451	4	1
Remaining Estate	7,135,860	17	3
Logistics and Storage	7,050,000	1	3
Offices	8,941,328	5	2

Disposals made under the Defence and Land portfolios were key contributors to this total. Disposals made by the Ministry of Defence raised £221.8m. These disposals will help fund defence estate transformation and modernisation.

Ninety eight UK land disposals were made by five government organisations. These disposals raised £104.1m. The majority of these land disposals were made by Homes England, who sold thirty eight land assets, accounting for approximately 86 ha. The land sold by Homes England is primarily used to unlock development opportunities for housing construction and to facilitate regeneration projects in our towns and cities.

Five infrastructure disposals were made in the reporting period raising £43.1m. These disposals were primarily made by Network Rail, and accounted for approximately 4.7ha.

£35.1m was received from the sale of surplus health care facilities that will help fund the reprovision of modern facilities. All of the primary care and community disposals were delivered by NHS Property Services, with 17 sites sold that raised £24.7m. Other health and social care community disposals raised £5.7m, these were also delivered by NHS Property Services. In addition, NHS Trusts/Foundation Trusts and NHS Property Services together disposed of 8 secondary health care sites which raised an additional £4.6m.

Table 4: Government Property Strategy KPIs, 2023–24: Capital Receipts

Period	Disposal Receipts
2022–23	1,157,973,769
2023–24	449,907,074
Cumulative Receipts 2022–23 & 2023–24	1,607,880,843
Cumulative Disposal Receipts Target by 2024–25	1,500,000,000

Running Cost Efficiency Savings

In 2023-24, departments reported £194.8 million in property running cost efficiency savings, with an additional £105.8 million retrospectively reported for the 2022-23 period, totalling £300.6 million in efficiencies. NHS Trusts and NHS Foundation Trusts reported additional estate-related savings of £117.4 million in 2022-23 and £246.2 million in 2023-24 as part of the NHS Estates Productivity & Efficiency programme. Differences in the methodology and scope of that programme means those savings are not directly comparable or reportable as property running cost efficiency savings, and as such do not appear in the table below.

The Government Property Strategy aims to deliver £500 million in property operating cost efficiencies over three years to 2024-25, contributing to the 5% savings required from departmental operational budgets. To track progress, the Office of Government Property began collecting preliminary data in 2022-23. In 2023-24, a revised definition, 'total property running cost efficiency savings', was introduced to align with the Government Efficiency Framework (GEF), published by the Treasury in July 2023.

OGP has assisted departmental property and finance teams to develop their response to this new question as they align themselves to the parameters of the GEF reporting methodology, and as it is progressively expanded to cover ALB activity. As such, it is likely that future reports will see an increasing number of efficiency savings being reported as the maturity and coverage of reporting increases.

Table 5: Government Property Strategy KPIs, 2023–24: Property Running Cost Efficiency Savings

Period	Property Running Cost Efficiency Savings
2022–23	105,790,299
2023–24	194,818,890
Total Property Running Cost Efficiency Savings 2022–23 & 2023–24	300,609,190
Additional NHS Trust estates savings 2022–23 & 2023–24	363,600,000
Total Operating Cost Efficiency Savings Target by 2024–25	500,000,000

Table 6: Property Running Cost Efficiency Savings by portfolio, 2022–23 & 2023–24

Portfolio	Property Running Cost Efficiency Savings (£) 2022–23	Property Running Cost Efficiency Savings (£) 2023–24
Total Property Running Cost Efficiency Savings	105,790,299	194,818,890
Courts and Tribunals	0	0
Cultural Assets	1,326,725	1,005,773
Defence	0	0
Health	28,463,622	47,661,087
Infrastructure	62,035	108,082
Jobcentres	10,167,264	59,303,378
Land	219,961	34,690
Logistics and Storage	3,247,246	398,277
Offices	61,759,294	85,723,630
Overseas	0	50,000
Prison	0	47,000
Probation	0	0
Schools	0	0
Science	300,000	427,520
Remaining Estate	244,152	59,453

Efficiency savings have been delivered through a wide range of estates productivity and efficiency measures including co-locating government organisations and the move to cross government hubs; releasing surplus operational property back to the market; smarter leasing, FM, and utility contracting; challenging landlord costs and charges; and undertaking proactive maintenance programmes.

Total Property Running Cost Efficiency Savings do not necessarily equate to the difference in Total Property Running Costs between one year and the next (specifically 2022-23 and 2023-24 for this report). Efficiency savings occur when less money is spent to achieve the same or greater output, or when higher outputs are achieved while maintaining the same expenditure. Efficiency savings should not push costs elsewhere in the public sector, and nor should they have adverse impacts on outputs or outcomes. They must be net of costs. This is distinct from the use of the term 'saving' which could include a reduction in outputs and outcomes for a lesser spend.

It is possible to achieve efficiency savings even if overall running costs increase, as observed in the 2023-24 reporting year. For example, an organisation may experience an increase in service demand that requires more property to be acquired, which in turn drives up their overall running costs bill. But at the same time the organisation might deploy a smarter utility purchasing strategy that allows them to enter the market when conditions are favourable and hedge against future energy increases – and so deliver property running cost efficiency savings.

Government Property Utilisation

Utilisation targets are defined and set using metrics relevant to each portfolio. The metrics apply to the overall portfolio, recognising that the characteristics of individual properties within the portfolio will give rise to significant deviation (e.g. due to listed building constraints).

Table 7: Government Property Strategy Utilisation Metrics, 2023–24

Portfolio	Utilisation Metric	Baseline	2023–24	Change from Baseline	Target
Offices**	m^2 per FTE	8.9m^2** (March 2020*)	6.8m^2	-17.1%	6m^2 by 2030
Courts and Tribunals	The number of sessions used as a percentage of the number of sessions available for use	77.5% (2022-23)	(81% utilisation) 199,282 (number of sessions used)	3.5%	
Probation	Probation staff no.	17,785	20,412	3%	18% increase in staff
	Property holdings	664 (December 2021)	494	-1%	3% reduction in holdings
Prisons	% utilisation of operational capacity	81,822 (2022-23)	(98.75% utilisation) 87,129 (population)	6.5%	
Health	Primary care – % reduction in void space NHS PS	124,963m^2	110,362.50m^2	-2%	Over 20% reduction
	Primary care – % reduction in void space Community Health Partnerships	33,104m^2 (March 2021)	23,571m^2	-16%	
	Secondary Care – Non-clinical space (%) – including retail	44.1% (2014-15)	32.8%	0.61%	No more than 35% of their estate as non-clinical space
Jobcentres	Jobcentre Plus m^2/ Individual on Universal Credit	0.227 (March 2020)	0.132	-19%	N/A
	Jobcentre Plus m^2/ Individual Work-Related on Universal Credit	0.385 (March 2020)	0.302	-16%	N/A

*2019–20 has been used as a baseline, as 2020–21 represented the first year of the COVID-19 pandemic, when there were short-term changes to some organisational operating models. This allows changes in utilisation to be compared with a pre-pandemic baseline.

**Baseline source: State of the Estate 2019–20

*only Crown Court utilisation included; data is not yet available for magistrates' courts

The utilisation metrics across various government portfolios highlight progress made in aligning property usage with the strategic goals set out under the pillars of the GPS.[15]

Office portfolio:
The average floor area per full-time employee (FTE) reduced from 8.9m² (baseline, March 2020) to 6.8m² in 2023–24, representing a 17.1% decrease. This aligns with the long-term target of achieving 6m² per FTE by 2030 as set out in the GPS.

Courts and Tribunals:
Utilisation for Courts & Tribunals[16] is based on the number of sessions used (199,282) as a percentage of the number of sessions available for use (246,153): 81%. This is an increase compared with 22/23's figure of 77.5%.

Probation portfolio:
The Probation portfolio recorded an 18% increase in staffing since December 2021, supporting growing operational demands. Property holdings decreased by 1%, progressing towards the target of a 3% reduction. These changes reflect efforts to balance the expansion of frontline services with estate rationalisation, ensuring efficient utilisation and cost-effectiveness.

Prison portfolio:
The Prison portfolio reported a 98.75% operational capacity utilisation, reflecting near-full use of available spaces. Operational capacity refers to the number of usable prison spaces available to accommodate the prison population safely and effectively, considering staffing, infrastructure and security requirements. This high utilisation underscores the ongoing challenge of managing increasing demand within the prison system.

Health portfolio:
The Health portfolio comprises assets managed by NHS PS, Community Health Partnerships (CHP) and NHSE. NHS PS and CHP oversee primary care facilities, achieving a 2% and 16% reduction in void space from its March 2021 baseline, respectively, by optimising underutilised assets. NHSE manages non-clinical space in secondary care facilities, where 32.8% of the estate is non-clinical space, within the 35% target.

Jobcentres portfolio:
Space usage per Universal Credit claimant significantly improved. Space per individual reduced by 19%, from 0.227m² (March 2020) to 0.132m², while space per individual work-related claimant dropped by 16%, demonstrating enhanced operational efficiency in service delivery.

Remaining portfolios:
For some portfolios – for example, schools and Cultural Assets, utilisation targets are not the most appropriate metric to understand the efficiency of asset use. In these instances, targets are established and measured using other operational data, which will be reported in future updates as they become available.

Other Portfolios:
For the purpose of this report, the Schools Portfolio includes state-funded educational establishments providing nursery, primary, and secondary education, along with some further education institutions. Unlike other government property portfolios, direct utilisation measures—such as space per occupant—are not always appropriate for educational settings, as space allocation is driven by demographic trends, educational policy, and local governance structures.

15 Government Property Strategy

16 Only Crown Court utilisation included; data is not yet available for magistrates' courts

Whitehall Campus

The GPA's Whitehall Campus Programme is consolidating the government's Central London Office portfolio, to meet the commitment of 'no more than 20 core buildings',[17] with a current target of 17 buildings, to accommodate a maximum of 40,000 civil servants by 2030. The programme supports the Places for Growth initiative to increase the numbers of civil servants in key regional locations in part by reducing the numbers in London.

Table 8: Government Property Strategy KPIs, 2023–24: Whitehall Campus

Smaller				
KPI	**Baseline [2018-19]**	**2023–24**	**Change from Baseline**	**Target**
Progress in exiting from central London offices through the Whitehall Campus Programme – buildings	79	38	41	Reduction to 17 to 20 buildings by 2030
Progress in exiting from central London offices through the Whitehall Campus Programme – accommodation	Accommodation for 92,000 civil servants	Accommodation for 66,000 civil servants	Accommodation for 26,000 fewer civil servants	Accommodation for 40,000 civil servants by 2030
Central London offices floor area	614,000m^2	371,000m^2	243,000m^2	243,000m^2

17 2018 Government Estate Strategy

Greener

The estate must support UK efforts to achieve the legally binding 2050 Net Zero target and support interim Nationally Determined Contributions under the Paris Agreement by reducing greenhouse gas emissions. Direct emissions are site derived, mainly from fossil fuelled heating systems, whereas overall emissions include those arising from the generation of electricity consumed onsite. The estate must also achieve greater resource efficiency, consuming less water and generating less waste as well as improving energy efficiency. The Government Property Strategy 'Greener' KPIs are based on progress against the Greening Government Commitments and the percentage of property acquisitions falling in the top quartile of national energy performance.

Table 9: Government Property Strategy KPIs, 2023–24: GGCs

Greener		
KPI: Progress against the GGCs*	**2022–23**	**2023–24**
Reduction in direct emissions from central government buildings compared with the 2017–18 baseline	12.4% reduction	14.7% reduction
Reduction in central government overall emissions, including from grid electricity consumption, compared with the 2017–18 baseline	38.4% reduction	40.9% reduction
Reduction in central government overall waste compared with the 2017-18 financial year baseline	20.5% reduction	18.4% reduction
Reduction in central government water consumption compared with the 2017–18 baseline	4.9% reduction	0.6% reduction
Percentage of new acquisitions in the top quartile of energy performance	44.0% (22) Upper quartile range: [0-46]	34.5% (29) Upper quartile range: [0-43]

* The data in the first four lines of this table (along with the data reported in the Greener Government Estate Chapter of this report) are collected by Defra to the scope of Greening Government Commitments. This is distinct from the scope of reporting across the rest of this report. For example hospitals and schools are not included in GGC reporting, as such the data cannot be used to assess public sector estate performance on the whole.

Professional Excellence and Insight

The GPS for 2022–30 emphasises the importance of professional excellence in managing the government estate. A comprehensive approach to data management is fundamental to achieving professional excellence in property management, enabling informed decision-making and strategic planning.

Property Workforce Capability

Strong early talent pipelines, bringing new, diverse property professionals in government, are established and maturing. The 2025 Government Property Strategy targets have now been achieved a year early, with 302 property apprentices and 61 graduates having started work in more than 15 departments. The cornerstone of our graduate offer is the Property Fast Stream, which leads to industry-leading accreditation with key property professional bodies, giving us a talent pipeline for the future.

Good progress has also been made in specialising the skills of the current senior property workforce. The profession is on track to achieve the Gov Property Strategy Target of 90% senior practitioners and leaders holding or working towards professional accreditation by 2030. 67% currently hold or are working towards accreditation, which represents a 4 percentage point increase from prior year (as at 1 Jan 2024). Increasing professional accreditation rates aims to equip civil servants with the technical skills they need to advise and make decisions, increasing staff retention and engagement, and reducing the need for external consultants.

A comprehensive profession programme, including the Gov Property Leadership Development programme; senior talent management; resourcing and attraction; engagement and EDI, help to ensure that the increase in skills translates into high quality service delivery and transformation of the estate.

Enhanced Data Quality and Analytics

The introduction of the Government Property Data Standard[18] in February 2023 marks a pivotal advance in ensuring consistent, high-quality data across all government properties. This standard mandates a comprehensive framework for data collection, verification and governance, ensuring that property data is accurate, complete and up-to-date.

The standard facilitates improved data interoperability and integration, enabling more effective collaboration across government departments. By formalising data definitions and reporting practices, it ensures that information is comparable and actionable, thereby enhancing transparency and accountability in property management.

Central to the collection of government property data is the development of a digital property asset register, known as ‘InSite’. This register will serve as a modern-day ‘Domesday Book’, providing a detailed inventory of government property assets. InSite is designed to improve data quality and analytics capabilities, allowing departments to access real-time data and insights about their properties. This digital transformation will facilitate asset management and operational efficiency across the government estate.

By leveraging data analytics, the government aims to identify trends, assess performance and uncover opportunities for efficiency improvements across the estate. Moreover, the integration of high-quality data and insights into strategic asset management will enable departments to identify surplus assets, optimise use of space, and make informed investment decisions.

18 Government Property Data Standard

The Government Property Data Standard is related to the Government Functional Standard GovS 004: Property[19] which sets expectations for the management of all government property assets held by or on behalf of government departments and their arm's-length bodies. The functional standard is part of a suite of management standards that promotes consistent and coherent ways of working across government, providing a stable basis for assurance, risk management and capability improvement. GovS 004 requires that each government organisation 'record and maintain accurate and up-to-date records of each of its property assets'.

Collaboration and Knowledge Sharing

The strategy also emphasises collaboration across government departments to standardise practices and share best practices in property management. By fostering a culture of knowledge sharing, the Office of Government Property aims to drive innovation and continuous improvement in the management of the government estate.

The focus on data and insight within the GPS underscores a commitment to leveraging technology and analytics to enhance the management and efficiency of the government estate. Through improved data quality, strategic asset management and collaboration, the government aims to achieve a more efficient, effective and sustainable estate.

19 Government Functional Standard GovS 004

Case Study:

DIO Apprenticeship Academy

The Defence Infrastructure Organisation (DIO) is proactively addressing capability gaps and resourcing challenges through strategic workforce planning. This effort is centred around establishing external entry talent routes in various fields such as Surveying, Project Management, Facilities Management, Digital, Data and Technology, Security, Engineering, and Sustainability. Furthermore, the organisation aims to provide enhanced opportunities for existing employees to acquire new skills and knowledge while simultaneously working towards improving the apprentice experience and achieving the 5% Civil Service apprenticeship target.

Currently, the DIO employs 156 apprentices. In the 2023/24 period, there was a significant recruitment effort, resulting in the addition of 89 new apprentices, up from 56 the previous year. This recruitment targeted specialisms with identified skill shortages, including Quantity Surveyors and Software Developers, to help bridge the existing capability gaps and support the professionalisation of DIO.

The necessity for apprenticeships within DIO is underscored by the demographic of the current workforce, with 55% aged 50 or over, posing a risk of losing crucial specialist skills. The challenging labour market further exacerbates recruitment of necessary specialist skills. Apprenticeships provide an opportunity to develop talent internally, ensuring investment in the future workforce, while also promoting diversity, inclusion, and social mobility.

The DIO Apprenticeship Academy has made several commendable achievements. It has established a dedicated Entry Talent Team to support apprentices and their line managers and has developed customised apprenticeships tailored to meet customer and specialist skill requirements. Recruitment campaigns have been thoughtfully targeted, with local Sixth Forms and Colleges engaged to attract talent within a 20-mile radius of recruitment areas. Collaboration with TMP Worldwide has extended promotion across various platforms, enhancing reach and visibility.

Community-building among apprentices has been a key focus, with tailored learning and networking events set up across the training estate. Additionally, events facilitated with suppliers have enriched the learning experiences.

Looking ahead, the DIO Apprenticeship Academy plans further procurement of essential skills to address critical capability gaps. The Academy is set to expand its scope by 2025/26 to include DIO property graduates and intends to offer apprenticeship opportunities within the Devolved Nations. These forward-looking initiatives underscore DIO's commitment to cultivating a skilled, diverse, and well-supported workforce equipped to meet the evolving needs of the Civil Service.

Chapter 3:
A Greener Government Estate

Introduction

The government is committed to accelerating progress towards the UK's legally binding requirement to achieve Net Zero by 2050, as well as restoring and enhancing nature, and transitioning to a zero waste economy. The government estate has a significant role to play in this process, and as custodians we are duty-bound to deliver a more efficient, lower-carbon, biodiverse, nature-enhancing, resilient and ultimately sustainable estate, to enable more secure, cost-effective and coordinated delivery of public services.

During financial year 2022–23, the Government Property Sustainability Strategy (GPSS) was published,[26] providing departments with direction to create a greener government estate. The GPSS sets out sustainability objectives across four key themes: net-zero emissions, climate adaptation, natural capital and resource efficiency. The sustainability strategy will help us achieve our target to reduce direct emissions from public sector buildings by at least 50% by 2032, develop a more resilient estate and contribute to the objectives of the government's Environmental Improvement Plan.[27] The strategy sets out a consistent approach across the Government Property Function to enable delivery of the Greening Government Commitments and facilitate achievement of these targets.

26 Government Property Sustainability Strategy

27 25 Year Environment Plan

Delivering the Greening Government Commitments

Figure 4: Greening Government Commitments, 2023–24 summary

A: Mitigating climate change: Working towards net zero by 2050

Headline target

Reduce the overall greenhouse gas emissions from a 2017–18 baseline and also reduce direct greenhouse gas emissions from estate and operations from a 2017–18 baseline.

By 2023–24 central government's overall greenhouse gas emissions had **reduced by 40.9%** compared with the 2017–18 baseline. Approximately 1.7 million tonnes of carbon dioxide equivalent emissions (tCO_2e) were produced in 2023-24 compared to 1.8 million tCO_2e in 2022 to 2023 and 2.9 million tCO_2e in the 2017-18 baseline.

In 2023-24, direct greenhouse gas emissions from central government buildings **reduced by 14.7%** compared with the 2017-18 baseline. Approximately 836,000 tCO_2e of direct greenhouse gas emissions were produced in 2023-34 compared to 860,000 in 2022-23 and 980,000 tCO_2e in the 2017-18 baseline.

Total energy consumption was 16.6% lower in 2023-24 than in the 2017-18 baseline, saving the government an estimated **£298 million**.

B: Minimising waste and promoting resource efficiency

Headline target

Reduce the overall amount of waste generated by 15% from the 2017–18 baseline.

In 2023-24 central government **reduced overall waste by** 18.4% from the 2017–18 baseline.

In 2023-24 **17 of 20 reporting departments** reduced their waste by 15% or more from the 2017-18 baseline.

Sub-targets:

- Reduce the amount of waste going to landfill to less than 5% of overall waste.
- Increase the proportion of waste which is recycled to at least 70% of overall waste.

In 2023-24 **4.1%** of central government waste was sent to landfill.

in 2023-24 **53.0%** of central government waste was recycled.

C: Reducing our water use

Headline target

Reduce water consumption by at least 8% from the 2017–18 baseline.

In 2023-24 central government's water consumption reduced by **0.6%** compared to the 2017-18 baseline.

In 2023-24 17 of 21 reporting departments **reduced their water consumption by 8%** or more compared to the 2017-18 baseline.

In 2023-24 reductions in water consumption **saved the government an estimated £480,000** compared with the 2017-18 baseline.

Delivering a Sustainable Estate

The Office of Government Property is working to help deliver a more sustainable public estate. Efforts to drive forward this change are critical to ensuring long-term viability and resilience in national infrastructure and will underpin the effective delivery of public services. By adopting a holistic approach, which integrates elements of sustainability within the broader approach to managing national built environment assets, the government can address interconnected challenges relating to climate change, resource efficiency, building operation and maintenance, service delivery, productivity and social value in a cohesive and impactful way.

Construction Standards – Building Greener

Industry-recognised certification frameworks provide a broad and coordinated approach that enables construction projects to build-in a high standard of performance across a range of sustainability metrics. Under the Government Buying Standards, new-build construction and retrofit projects are mandated to achieve high certification levels under industry-recognised certification frameworks. All new-build projects must target BREEAM Excellent, while retrofit projects are to achieve BREEAM Very Good.

Case Study:
Darlington Economic Campus

The Darlington Economic Campus (DEC) was established in August 2021 with the first temporary workspace on the top floor of Bishopsgate House, as part of proposals to move 22,000 Civil Service jobs out of London and the South East under the Places for Growth initiative. From that foothold in Bishopsgate House, the GPA acquired the lease of Feethams House, owned by Darlington Borough Council, a modern office building, and swiftly furbished this into modern government office space for a workforce of 600 FTE. Feethams House opened its doors in June 2022 to five economic facing departments as the second phase in establishing the Economic Campus.

Several departments currently operate from the campus, including HM Treasury, the Department for Business and Trade, the Ministry of Housing, Communities and Local Government, the Department for Education, the Office for National Statistics, the Department for Science, Innovation and Technology, the Department for Digital, Culture, Media and Sport, the Competition and Markets Authority, and the Department for Energy Security and Net Zero.

The campus currently accommodates c.900 staff, mostly in roles moved from London and the South East to Darlington, in line with the then Chancellor of the Exchequer's announcement in March 2021. The campus will eventually support up to 1,565 FTE staff, plus visitors across the sites.

The campus currently consists of two buildings, Feethams House and Bishopsgate House.

Feethams House was always intended to be a short-term interim office for civil servants while a purpose-built permanent hub was constructed in the town centre at Brunswick Street. The GPA has acquired land and had planning permission approved for a new building which will support up to 1,450 FTE.

The GPA achieved a BREEAM rating of Excellent following the fit-out of Feethams House, completed in June 2022, reflecting its status as a low-energy, high-performing and sustainable building. The expectation is that the Brunswick Street building will achieve BREEAM Excellent and Nabers 5* certification once built, continuing GPA's commitment to a smaller, better and greener estate.

Following client feedback, the GPA carried out a phased restack of Feethams House in March 2024. After the successful recruitment of over 700 roles at the DEC, changes to the workspace were required to accommodate the department's ways of working.

The 42,000ft^2 office spanning five storeys now features additional telephone booths, desktop equipment and breakout spaces to create high-quality, shared workspaces that enable smarter working.

Case Study:
HMP Fosse Way

HMP Fosse Way, at Oadby and Wigston, Leicester, is the second in a series of projects delivering up to six new prisons and marks the latest development in the government's plans to expand the prison estate with modern facilities that major on rehabilitation and reducing reoffending.

The build has been delivered using Modern Methods of Construction (MMC). This included utilising the 'Design for Manufacture and Assembly' (DfMA) approach. This enabled approximately 80% of the design to be standardised, meaning that, in contrast to traditional in situ construction techniques, pre-made components can be slotted together on site, on the range of prison expansion projects, resulting in better-baselined design, faster delivery and improved health and safety. This approach significantly reduces design costs in the future and ultimately delivers long-term savings for the Exchequer.

The use of MMC enabled the project to be built over 20% faster than by using traditional methods, exceeding environmental targets. It has been designed to BREEAM Excellent standard and will generate up to 292,500kWh of renewable energy per annum via Solar PV panels.

The new design supports better outcomes by housing men in smaller communities, with a majority in a single-person cell. Prison workshops and education facilities mean that prisoners will always have purposeful activity. The visiting hall is a family-orientated environment to allow prisoners to better maintain their relationships with family and friends while in prison.

Infrastructure – Laying the Groundwork for Sustainable Evolution

Future-proofing infrastructure embeds the adaptability needed to meet evolving needs and to harness emerging technologies which can form part of new approaches to building operation. This can reduce the risk of stranded assets, continued dependence on fossil fuels, costly and inefficient retrofit, and missed opportunities for whole-building approaches to maintenance and operation. Upgrading the grid connection of sites and buildings can facilitate future low-carbon heating such as ground- or air-source heat pumps as well as increasing the energy capacity of sites to reduce reliance on additional or back-up energy systems.

Case Study:

Royal Museums Greenwich – National Maritime Museum Electrical Capacity

Electrical capacity was analysed at the National Maritime Museum using 2018–19 as a reference due to the pandemic. The study showed that there was not sufficient capacity within the site to meet future demand. The scope of the project was to develop a design and undertake replacement of the high-voltage (HV) infrastructure serving the National Maritime Museum estate. This would include upgrading the supply, replacing the transformers for newer models that met modern energy government standards, refurbishing the current electrical intake room and installing a new dedicated power supply for large events.

Planning and Approach

ETA Projects were commissioned through the Perfect Circle framework to provide technical consultancy and undertake a feasibility study for the upgrade. The study outcome identified that the Museum buildings and operations were utilising 1034kVA of energy, out of a maximum capacity of 1200kVA. Furthermore, it was found that the current infrastructure was rated for a maximum of 1000kVA. In addition, the loss of a transformer would result in the site operating at half the current capacity, which would not sustain Museum operations. Following a development period, the Museum chose to use ETA's design to upgrade the size of each transformer to a maximum of 1250kVA. This retained redundancy within the system, allowing it to run on one transformer, with the option of increasing capacity, and the main energy income of the site, in the event of increased power usage in the future.

FES Ltd was procured under the Crown Commercial Service (CCS) framework for the project, with its specialism in HV infrastructure seen as a unique selling point. The main construction phase lasted 170 days, from March 2023 to September 2023. A compound was erected in front of the Museum entrance, allowing the contractor easy access to the main work area; minimising the impact on the main entrance was an important factor, as it allowed the Museum to remain open for visitors. The project required a large excavation to be undertaken in front of the Museum to install the cabling and supporting infrastructure. The associated groundworks proved to be more extensive than initially planned, which caused a four-week delay to the project. However, this did not have a significant impact on the programme, with the final commissioning and handover moving into late August.

Challenges and Solutions

- Cabling Routes – As the project progressed, the routes of the cables needed to be replanned around the new intake room. This required a change in route for the new event power supply, which increased the amount of groundworks required. This caused a time delay, but as the route utilised existing voids, it allowed for a simpler route with less need to core into the foundation of the building.
- Electrical Protection Rating – Due to the upgrade in the power capacity, a review was undertaken across the National Maritime Museum, Queen's House and Park Row Wing on the level of protection currently installed, and it was found that further work is required. Therefore, a variation was undertaken on the main project to upgrade the moulded case circuit breakers to protect the estate from overcurrents, short circuits and faults in line with the new capacity added as part of the main transformer replacement project programme.

Sustainability Benefits

- Future-proofing the estate against higher power demands, paving the way for decarbonisation projects, including an aspiration to install ASHPs.
- Providing a dedicated power supply for larger events. As a result of not using diesel generators for the ice rink, there was a 70% reduction in operational carbon emissions.

Decarbonising Heat – Reducing Emissions and Fossil Fuel Dependence

Decarbonising heat is a critical step in achieving national climate goals and reducing greenhouse gas emissions. Heating accounts for a significant portion of energy use in public sector buildings, and much of that heat remains carbon intensive. By transitioning from fossil fuel-based systems, such as gas boilers, to low-carbon technologies like heat pumps and district heating, the government estate can significantly reduce its carbon footprint. This transition also aligns with wider decarbonisation strategies and commitments to achieving net-zero targets, ensuring the public sector leads by example in fostering sustainable practices.

In addition to environmental benefits, decarbonising heat can result in long-term financial savings and improved energy security. Renewable heating systems are often more efficient and less vulnerable to the volatility of global fossil fuel markets. Furthermore, modern low-carbon heating systems can improve the operational efficiency and comfort of public buildings, creating healthier environments for employees and service users. As public buildings are highly visible and widely used, the shift to decarbonised heat also promotes awareness and confidence in renewable technologies, encouraging their adoption across other sectors of the economy. The Public Sector Decarbonisation Scheme has continued to provide grants for public sector bodies to fund heat decarbonisation and energy efficiency measures.

Case Study:

Decarbonising Heat at the Home Office – Festival Court and Eaton House

In 2022–23, the Home Office secured £1 million of grant funding through the Public Sector Decarbonisation 3B Scheme (PSDS3B) to decarbonise heating systems at its properties at Festival Court, Glasgow, and Eaton House, Hounslow.

Both properties had ageing and inefficient gas-fired heating systems which were high CO_2 emitters and needed to be replaced to help the Home Office meet its Greening Government Commitments through reducing its direct carbon emissions.

Using a whole-building approach, feasibility studies were completed to understand what carbon reduction interventions would deliver emissions savings in a cost-effective manner and provide the best value for money. The two projects, valued at £1.24 million, were identified to replace the existing heating systems with low-carbon/high-efficiency ASHPs, install loft insulation and draught proofing as well as upgrades to building management systems. The projects were delivered through existing CCS Hard FM framework contracts supported by low-carbon specialists and design engineers.

The projects, which removed the need for gas altogether from both properties, also made improvements to the building fabric and heat distribution systems to reduce heat loss. The new heating systems are delivering annual emissions savings of 310tCO_2 and £44,000 in reduced energy costs.

Adapting to the Impacts of Climate Change

The impacts of climate change, including extreme weather events, flooding and heatwaves, require proactive measures to adapt public estates. Improved building envelopes, flood defences, and cooling systems can safeguard public services from disruptions. Building resilience reduces the long-term risks and costs associated with climate-related damage, ensuring continuity in public service delivery.

Case Study:
Resilient Schools Project

The Department for Education (DfE) Resilient Schools Project is a low-cost, high-impact retrofit programme at four primary schools in Bradford. Funded and managed by the DfE, this is a pilot to test and improve resilience in the school estate.

The project has undertaken appraisals of retrofit interventions and will test the effectiveness of these through the delivery of a four-school programme. This project will identify the optimum improvements for four main building types within the existing education estate, to deliver low-cost, high-impact scalable solutions that adapt to climate change and increase resilience.

The project will focus on four main intervention types:

- Improved ventilation
- On-site energy generation
- Increased site resilience
- Upgraded and integrated, net-zero-focused ICT

A post-occupancy evaluation will build evidence to support future investment in creating a resilient estate.

Increasing Natural Capital

Integrating green infrastructure into the built environment enhances natural capital but also confers numerous benefits on buildings and their users. This can be seen in improved air quality, better management of stormwater, better cooling, and provision of recreational spaces benefiting both ecosystems and communities. Increased natural capital contributes to public health and wellbeing, aligns with sustainability goals and enhances the government estate's long-term value.

Case study:
St Mary's Biophilic School

St Mary's Catholic Voluntary Academy in Derby the world's first purpose-built biophilic school, adapting design principles to connect buildings and users to nature. The project was initiated, developed, funded and managed by the Department for Education as a pilot for future standards.

The school was designed using the philosophy of an 'active choice of timber'. It is constructed using timber structurally insulated panels and clad in western red cedar.

The school utilises permeable paving and sustainable drainage systems (SuDs) which irrigate the rich external landscape; over a hundred trees, season bulb planting and wildflower meadow, creating an expansive woodland adventure area for pupils to explore, play and learn.

Inside the building, children experience an innovative SMART natural ventilation system, which utilises the plume of warm air in each classroom as a beneficial resource, blending with incoming fresh air to minimise drafts and create a managed and comfortable learning environment.

Energy Performance Certificates and New Acquisitions

The legislative requirement for an energy performance certificate (EPC) applies to the sale, rent or construction of buildings (other than dwellings) with a floor area greater than 500m^2 that contain fixed services that condition the interior environment. An EPC is not required in certain limited circumstances; further details can be found in Appendix C.

This year, the MOD has captured the EPC details of almost 19,000 buildings on its infrastructure management system. The vast majority of MOD built assets are exempt from EPCs as a result of their age; EPC data relates to new-builds and leases.

The UK government has made a commitment that any newly acquired buildings coming onto the central government estate will target a top-quartile EPC rating; this objective was incorporated into the 2022 Government Property Strategy (GPS), which requires departments to challenge acquisition of new buildings that are not within the top quartile. The Government Functional Standard for Property recommends that "decision-makers should decline a proposal for a building to become part of their estate that is not within the top quartile of energy performance or that would adversely affect their organisation's energy efficiency performance".

The top-quartile threshold is updated each year, based on national data from EPC ratings issued; as improvements are seen in the energy efficiency of the UK non-domestic building stock, the threshold for achieving top-quartile performance becomes more stringent. For financial year 2023-24, an EPC rating of 0-43 meets the top quartile of energy performance; a rating greater than 43 means the building falls outside of the upper quartile.

In total, there were 512 new acquisitions (all tenure types) across the central government estate during 2023–24. Of the newly acquired buildings in scope for an EPC, 25 (29%) were rated as being within the top quartile for energy performance. Appendix D provides further information on the new acquisitions outside of the upper quartile of energy performance.

Sustainability – The Foundation for a Public Estate That Delivers

Combining the approaches highlighted above helps to ensure that the public estate is more viable, resilient and cost-effective, facilitating the continued delivery of essential services. High-performing buildings reduce operational expenses and enhance productivity and wellbeing, while improved infrastructure ensures adaptability to future needs. Enhanced environmental and social outcomes further position public institutions as leaders in sustainability, fostering trust and setting benchmarks that can be emulated. Overall, these measures provide a robust foundation for a government estate that meets the demands of the present and future.

Appendices

Appendix A: Climate Change Act 2008 (extract)

Section 86 Report on the Civil Estate

1. It is the duty of the Minister for the Cabinet Office to lay before Parliament in respect of each year, beginning with the year 2008, a report containing an assessment of the progress made in the year towards improving the efficiency and contribution to sustainability of buildings that are part of the civil estate.[26]

2. The report must, in particular, include an assessment of the progress made in the year to which it relates towards:

    a. reducing the size of the civil estate, and

    b. ensuring that buildings that become part of the civil estate fall within the top quartile of energy performance.

3. If a building that does not fall within the top quartile of energy performance becomes part of the civil estate in the year to which the report relates, the report must state the reasons why the building has nevertheless become part of the civil estate.

4. A report under this section must be laid before Parliament not later than 1st June in the year following the year to which it relates.[27]

5. In this section 'building' means a building that uses energy for heating or cooling the whole or any part of its interior.

6. For the purposes of this section, a building is part of the civil estate if it is:

    a. used for the purposes of central government administration, and

    b. of a description of buildings for which, at the passing of this Act, the Minister for the Cabinet Office has responsibilities in relation to efficiency and sustainability.

7. The Minister for the Cabinet Office may by order provide for buildings of a specified description to be treated as being, or as not being, part of the civil estate for the purposes of this section.

8. Any such order is subject to affirmative resolution procedure.

26 Since the introduction of the Climate Change Act 2008, this report has been developed to report on government portfolios beyond the Central Civil Estate. Where previously the focus of reporting was the administrative estate, primarily offices, this has been expanded to include the wide-ranging central government managed property throughout the United Kingdom and overseas. Estates managed by the Devolved Administrations are out of scope.

27 The date in the Act relates to when the SoftE report was produced for the calendar year rather than the financial year. It is now being produced during the following financial year.

Appendix B: Data Collection and Analysis Methodology

Data collection on the composition, size and running of the estate is commissioned by the Office of Government Property (OGP) at an aggregated portfolio level on the government estate. Data is commissioned from central government departments, executive agencies, executive non-departmental public bodies and government companies. Further information on the collection, assurance and analysis of this information can be found within the **Government Portfolio Data Collection and Analysis Methodology** section of the **Government Estate: Annual Data Publication, 2023–24** on GOV.UK.[28]

28 Government Estate: Annual Data Publication, 2022–23

Appendix C: EPC Certification Exemptions

Under the following circumstances, EPC certificates are not required:

- Buildings due to be demolished, provided the seller or landlord can demonstrate that:
  - the building is to be sold or rented out with vacant possession
  - the building is suitable for demolition
  - the resulting site is suitable for redevelopment
  - all relevant planning permissions, listed building consents and conservation area consents exist in relation to the demolition, and
  - they believe, on reasonable grounds, that a prospective buyer or tenant intends to demolish the building (e.g. on evidence of an application for planning permission)
- Buildings used as places of worship and for religious activities
- Temporary buildings with a planned time of use of two years or less, industrial sites, workshops and residential agricultural buildings with low energy demand and residential agricultural buildings which are in use by a sector covered by a national sectoral agreement on energy performance. Buildings that are industrial sites and workshops with low energy demand include buildings, or parts of buildings designed to be used separately, whose purpose is to accommodate industrial activities in spaces where the air is not conditioned. Activities that would be covered include foundries, forging and other hot processes, chemical processes, food and drinks packaging, heavy engineering, and storage and warehouses where, in each case, the air in the space is not fully heated or cooled. While not fully heated or cooled, these cases may have some local conditioning appliances such as plaque or air heaters or air conditioners to serve people at workstations or refuges dispersed among and not separated from the industrial activities.
- Stand-alone buildings with a total useful floor area of less than $50m^2$
- Buildings protected as part of a designated environment or because of their special architectural or historical merit are exempt from the requirements to have an EPC insofar as compliance with minimum energy performance requirements would unacceptably alter their character or appearance.

Appendix D: New Acquisitions Outside the Upper Quartile

Rating Number: Each EPC letter rating band spans an associated numerical range – for example, a score in the range of 0-25 is an A rating for non-domestic buildings.

Department	Building Name	EPC Rating	Rating Number	Reason for Acquisition
DBT – Competition and Markets Authority	Thanet House	B	46	Requirement of an operational support office next to the Royal Court of Justice for CMA's Litigation Unit, as the MOTO for the former office at Finlaison House ended.
DBT – Land Registry	Ballard House	C	73	This is disaster recovery space.
DCMS – Arts Council England	2 St James Gate	C	71	Reduction in floor space required.
DCMS – National Lottery Community Fund	Society Building	C	74	
Defra – Defra Group	Custom House	C	67	Our space in Customs House is a short-term arrangement for the next two to three years, reflecting the increase in our work to implement the Windsor Framework.
DESNZ – Nuclear Decommissioning Authority	Seph Way	D	90	Operational support
DESNZ – Coal Authority	60 Elder Street	E	46	Mine gas incident
DfT – British Transport Police	Sunderland Technology Park	E	115	To replace existing premises
DfT – British Transport Police	Stratford International Rm2.38	C	73	To replace existing premises
DfT – Driver and Vehicle Standards Agency	High Wycombe DTC	E	104	Operational requirements
DfT – Driver and Vehicle Standards Agency	Scarborough DTC	D	86	Operational requirements
DfT – High Speed 2	415 Hale Road	D	60	Statutory blight
DfT – High Speed 2	Cotsworthy	D	65	Need to sell
DfT – High Speed 2	2 Yew Tree Court	D	65	Need to sell
DfT – High Speed 2	Hillsbro	E	46	Statutory blight
DfT – High Speed 2	Mount Pleasant Cottage	C	70	Statutory blight

Department	Building Name	EPC Rating	Rating Number	Reason for Acquisition
DfT – High Speed 2	Rose Cottage (Village Close)	D	56	RSZ
DfT – High Speed 2	Mountain Ash	E	44	Statutory blight
DfT – High Speed 2	Church Farm	D	64	Statutory blight
DfT – High Speed 2	Apartment 14, 35 Chapeltown Street	B	82	Statutory blight
DfT – High Speed 2	Hadley Gate Fields Farmhouse	E	49	Statutory blight
DfT – High Speed 2	Oak Croft Cottage	D	56	Statutory blight
DfT – High Speed 2	Honeysuckle Cottage	C	69	Statutory blight
DfT – High Speed 2	Orchard House (Ashley)	D	68	RSZ
DfT – High Speed 2	26 Sherbourne Avenue	C	73	Statutory blight
DfT – High Speed 2	Willow Building	D	97	Commercial agreement
DfT – High Speed 2	Maple Building	D	77	Commercial agreement
DfT – High Speed 2	Oak Building	C	68	Commercial agreement
DfT – High Speed 2	Elm Building	D	92	Commercial agreement
DfT – High Speed 2	71 Newbery Avenue	D	67	Statutory blight
DfT – High Speed 2	Pembrey House	D	61	Statutory blight
DfT – High Speed 2	482 Hale Road	C	71	Statutory blight
DfT – High Speed 2	489 Manchester Road	C	70	Statutory blight
DfT – High Speed 2	Cedar Grange	C	69	Need to sell
DfT – High Speed 2	Stanthorne Hall			Need to sell
DfT – High Speed 2	Boothbank Cottage	E	49	Statutory blight
DfT – National Highways	Tanner Row	D	79	Omitted from 2022–23 submission in error.
DfT – National Highways	Amesbury			One site was acquired as part of A303 Stonehenge scheme. Site acquired to store materials, as more cost-effective than third-party supplier storing these.
DfT – Network Rail	Crewe Mannin House	D	85	Whole business park was purchased for a Network Rail project.
DHSC – NHS Blood and Transplant	444 Brixton Road	C	74	Part of the Futureproofing Blood Programme.
DHSC – NHS Blood and Transplant	Concept House	B	45	Necessitated by the presence of reinforced autoclaved aerated concrete (RAAC) in existing Southampton BC.
DHSC – NHS Blood and Transplant	One Gloucester Place	B	48	Part of the Futureproofing Blood Programme.

Department	Building Name	EPC Rating	Rating Number	Reason for Acquisition
DHSC – NHS Property Services	New Mill Street Surgery, Ground and Pt First Floor			New Mill Street – The assignment of Headlease's actual date was 31 March 2023, so just falls short of FY 23–24. Reason for acquisition: GP went into emergency measures, caretaking practice stepped in NHS South East London – Integrated Care Board and requested NHSPS take an assignment of the head lease. No EPC/DEC. I checked with Compliance 365 and from the system and the GOV.UK website – there isn't an EPC/ DEC registered to the postcode.
DHSC – NHS Property Services	Kent SARC	E	52	Acquired to support an NHSE Health and Justice programme.
DHSC – NHS Property Services	Castle Quarter – Unit UU01	D	84	An emergency intervention at the request of the Norfolk and Waveney ICB, as services had occupied the building, but the provider Trust pulled out from signing the head lease with the landlord, leaving the service in occupation without a lease.
DHSC – NHS Property Services	100 Temple Street	D	94	We acquired Temple Street because the lease was up at the end of March 2024 at our previous Bristol city centre site (360 Bristol) and we needed to move our tenants elsewhere.
DHSC – NHS Property Services	Pavilion A1 County Hall	C	52	Part of the National Office Programme Strategy Review. The relocation to County Hall is expected to deliver a significantly reduced footprint, better utilisation of public estate and significant cost savings. As per the Strategy Review, the savings over a three-year period are expected to be in the region of £157,000.
DHSC – NHS Property Services	Harwood Road	D	82	This is our new PS office / hard FM hub, floor space data available shortly.
DHSC – NHS Property Services	Barking CDC			This is a new-build – EPC and floor data are yet to be recorded.

Department	Building Name	EPC Rating	Rating Number	Reason for Acquisition
DHSC – Supply Chain Coordination Limited	Don Valley House	B	50	They are not ‘new’ but they did assign to SCCL on 1 May from our service partners when we insourced the Category Towers. It’s our intention to extend these leases until December 2024, by which time we will have implemented our Estates Strategy, which will see a change in our office locations.
DHSC – Supply Chain Coordination Limited	The Brew House I	B	47	They are not ‘new’ but they did assign to SCCL on 1 May from our service partners when we insourced the Category Towers. It’s our intention to extend these leases until December 2024, by which time we will have implemented our Estates Strategy, which will see a change in our office locations.
DLUHC – Planning Inspectorate	Engine Shed	C	72	Temporary serviced office for occupancy during refurbishment being completed by GPA of our only office. Please note: we do not own the building and we are not responsible for the head lease.
DSIT – Information Commissioner’s Office	Causeway Towers	C	58	Bigger more flexible office space is required in Belfast.
DWP Core	Marylebone: JCP	C	55	Forced relocation due to landlord development plans.
DWP – The Pensions Regulator	Telecom House (2nd floor and 3rd part floor only)	D	96	Multi-tenant leasehold property, no acquisition.
HMRC – Valuation Office Agency	Unit J, Yale Business Park	C	69	To improve the energy efficiency of the estate.
MOD – Ministry of Defence	EMPRESS STATE MOTO	D	99	Serviced office accommodation
MOD – Ministry of Defence	DRAKE BUILDING	C	53	Offices on Plymouth Science Park
MOD – Ministry of Defence	DIANA HQ OFFICES	C	58	Serviced office accommodation
MoJ – Ministry of Justice	MARTIN EVANS HOUSE	C	75	Essential replacement to maintain operations – for a property being acquired by the council to allow installation of flood-defences.
MoJ – Ministry of Justice	ST MICHAEL’S COURT	C	75	Essential replacement to maintain operations – for a property being acquired by the council to allow installation of flood-defences.
MoJ – Ministry of Justice	UNIT 3	C	66	Essential replacement to maintain operations – for a property being acquired by the council to allow installation of flood-defences.

Department	Building Name	EPC Rating	Rating Number	Reason for Acquisition
MoJ – Ministry of Justice	UNIT 11D	C	74	Essential replacement to maintain operations – for a property being acquired by the council to allow installation of flood-defences.
MoJ – Ministry of Justice	DENCORA COURT	C	66	Essential replacement to maintain operations – for a property being acquired by the council to allow installation of flood-defences.

Appendix E: GPA Whitehall Campus Programme Office Closures 2023–24

Stewart House, WC1B 5DN

Globe House, SW1V 1PN

Finlaison House, EC4A 1AB

1 Victoria Street, SW1H 0ET

120 Holborn, EC1N 2TD

Appendix F: Notes on Data Tables

Note Number	Text
note 1	Floor area measurements are presented according to the portfolio they belong to: Office and Jobcentre portfolios, measurements are in square metres (m^2), Net Internal Area; Defence portfolio: in m^2, Gross External Area; All other portfolios: in m^2, Gross Internal Area.
note 2	Surplus area is collected from 2021–22.
note 3	Freehold value includes values that have been recorded for freehold properties and virtual freeholds which have been acquired through an upfront capital payment and where only a minimal peppercorn rent / ground rent / service charge is paid.
note 4	The previous years' running costs, and its individual components, have been adjusted for inflation in line with services producer price inflation deflators as at March each year [note 11]
note 5	Where costs cannot be easily separated into hard and soft FM, FM costs are reported under Hard FM.
note 6	The number of new acquisitions is collected from 2022–23.
note 7	Disposal information from 2022–23 is collected through the Efficiency and Disposal programme in OGP. These reflect gross capital receipts from the sale of land and property at the point where the sale is considered unconditional. A wider definition for recording receipts from disposals was used in 2021 and 2022, when the disposals programme was not active. This wider definition permitted exits from leasehold properties, and as such the data on government disposals is not directly comparable between 2022–23 and the previous two years. Previous years' data are therefore not presented.
note 8	The DfE is not the custodian of the school estate and does not collect a full dataset on land ownership for all schools. Responsibility for the school estate is sits with RBs, which usually have legal responsibility for the land and buildings, and also have responsibilities to the freeholder of the land. The identity of the RB will depend on the type of school, but in the majority of cases will be the local authority, academy trust or governing body. Data held on premises costs is held with respect to academies only and excludes other types of schools. While data with respect to total running costs is collected from academies, it is not gathered in the sub-categories of annual rent for leaseholds, rates, hard FM, soft FM, security and other costs. No data is collected from local authority schools. The sum of the respective elements in this table is not therefore representative of the total running costs of the school estate.
note 9	Year-on-year changes are not displayed where comparisons are not like for like – for example, due to improvements in data quality or reporting.
note 10	Changes in PFI are not displayed. Within the Health portfolio, data for sites including those which are part-PFI cannot be broken down. Increases in part-PFI sites suggest changes occurring in relation to non-PFI buildings on the site, as no new PFI schemes have gone live.
note 11	Link to ONS services producer price index
note 12	The MoD, as part of a data reconciliation exercise, captured the EPC details of almost 19,000 buildings on its Infrastructure Management System in 2022-23. The vast majority of MOD built assets are exempt from EPCs as a result of their age of construction. As part of the reconciliation improvements to floor area reporting have been captured across the defence estate.
note 13	The premises costs relate to academies only and are reported on an academic year basis. The previous years' costs have been adjusted for inflation in line with services producer price inflation deflators as at March each year [Note 11]. There has been a year-on-year increase in the number of schools classified as academies. Academy valuation data and premises costs are therefore not directly comparable over time due to year-on-year increases in the number of schools included.

Appendix G: Definitions

Term	Report Definition
Building Condition	A – Good: Operating efficiently as intended, elements sufficiently maintained (to date). B – Satisfactory: Operationally safe, minor deterioration to some elements that require attention. C – Unsatisfactory: Elements showing major defects that require attention to prevent a risk of reduced operational life. D – Poor: Requires urgent attention, elements carrying a risk of imminent breakdown and a loss of business services if action not taken to address.
Building Research Establishment Environmental Assessment Method (BREEAM)	Provides industry-recognised certification levels and standards to ensure projects are delivered to high-performing and sustainable standards, while creating positive environmental and social impact. These standards include sustainable building methods such as utilising natural air flow, building orientation and shading to naturally regulate temperatures and air quality, as well as installation of building management systems (BMS) to intelligently control building conditions based on space utilisation.
Built asset	The definition of a built asset can vary between reporting organisations. A built asset might refer to a building or a group of buildings (but not to infrastructure or land with no buildings). In one portfolio, the number of built assets might represent the number of buildings, but in another the approach might be different: for example, a prison may comprise one building or multiple buildings, whereas defence establishments have enumerated individual buildings. With the introduction of the Government Property Data Standard, work continues to improve reporting and bring greater consistency.
Disposals data collection	Disposal information from 2022–23 onwards has been collected by the OGP, within the Cabinet Office through the Efficiency & Disposals programme. This reflects gross capital receipts from the sale of land and property at the point where the sale is considered unconditional. An unconditional sale receipt is one received at the point of exchange of an unconditional contract, or at the date when all conditions in a conditional contract have been met – for example, the grant of planning permission. This method aligns with that used for the previous Disposals and Public Sector Land Programme, which ran between 2015 and 2020. A wider definition for recording receipts from disposals was used in 2021 and 2022, when the Disposals programme was not active. This wider definition included exits from leasehold properties, and as such the data on government disposals is not directly comparable between 2022–23 onwards and the previous two years. Previous years' data are therefore not presented in this report.
DRC	The current cost of replacing an asset with its modern equivalent asset less deductions for physical deterioration and all relevant forms of obsolescence and optimisation.
Energy Performance Certificate (EPC)	Required as part of the Energy Performance of Buildings Directive (EPBD), EPCs are required for domestic and non-domestic buildings with over $50m_2$ of floor space when constructed, sold or rented. There are exemptions (e.g. an industrial site, workshop or non-residential agricultural building that doesn't use much energy). EPCs are valid for 10 years. The EPC records energy efficiency of a property using an A-G rating scale (A most efficient, G least efficient).

Term	Report Definition
EUV	The estimated amount for which a property should exchange on the valuation date between a willing buyer and a willing seller in an arm's-length transaction after proper marketing and where the parties had acted knowledgeably, prudently and without compulsion, assuming that the buyer is granted vacant possession of all parts of the asset required by the business, and disregarding potential alternative uses and any other characteristics of the asset that would cause its market value to differ from that needed to replace the remaining service potential at least cost.
Freehold	The freeholder of a property owns it outright, including the land it's built on.
Government Hubs	A regional network of government offices offering shared facilities and services within an interoperable estate, which are acting as a catalyst to transform the Civil Service and create great places to work.
Government Property portfolio	A collection of property assets in the same or similar use held by the government in connection with delivery of public services.
Greening Government Commitments	Set out high-level targets for central government and its agencies to improve the environmental impact of government operations and its estate, while promoting greater efficiency and best use of taxpayer money. The current framework spans the period from 2021 to 2025; the government aims to have met, or exceeded, the GGCs by the end of the financial year 2024–25.
Hard FM	These costs are fixed in service contracts and would include internal repair and maintenance cost, M&E repair and maintenance cost, and external and structural repair costs.
Land	Land that is either not developed or if previously developed is no longer substantially occupied by buildings. Land assets vary from land for development to agricultural land, woodland, nature conservation, sand dunes, lakes and flood mitigation. The Land portfolio excludes defence training land which is reported under the Defence portfolio.
Leasehold	A temporary ownership linked to a length of time (e.g. 99 years), but still giving 'exclusive possession' to a tenant for that period.
Leesman+	A globally recognised certification that is awarded to top-tier workplaces following rigorous surveying, analysis and testing. To date, only 171 buildings have successfully achieved the certification to this level, out of c.7,500 surveyed. Leesman+ certified buildings create an elevated benchmark, and provide valuable insights into the quality of features, services and infrastructure that matter the most to the people who use the building.
Market value	The estimated amount for which an asset or liability should exchange on the valuation date between a willing buyer and a willing seller in an arm's-length transaction, after proper marketing and where the parties had each acted knowledgeably, prudently and without compulsion.
One Public Estate	One Public Estate is a national programme jointly run by the Cabinet Office Government Property Unit and the Local Government Association (LGA). It supports joint working across central and local government to release land and property and boost economic growth, regeneration and integrated public services. It encourages public sector partners to share buildings, transform services, reduce running costs, and release surplus and under-used land for development.
Other costs	These are other service provision costs such as utilities, service charges, waste management etc. which do not form part of FM costs and security costs.
Places for Growth	A programme working to deliver a Civil Service that is representative of the communities we serve, with more government roles, including senior leaders, being based outside London, joining the many dedicated frontline staff already based in towns and cities across the UK. We work closely with government departments in three key areas, helping them to: relocate roles; build Civil Service communities; and rightsize the London estate.

Term	Report Definition
Private Finance Initiative	A Private Finance Initiative (PFI) is a long-term contract between a private party and a government entity where the private sector designs, builds, finances and operates a public asset and related services. In a PFI contract the private party bears the risks associated with construction and maintenance and management responsibility, and remuneration is linked to performance.
Property	Real estate in a known ownership, with legal title. In this report 'a property' is a unit of real estate identifiable by boundaries and a geographical location.
(Total) Property Running Cost Efficiency Savings	These can be, but are not necessarily, the difference in Total Property Running Costs between the baseline year 2022–23 and the reporting year 2023–24. All savings recorded should be net of costs and aligned to HM Treasury's Government Efficiency Framework. Efficiency savings are made when less is spent to achieve the same or greater output, or higher outputs are made while spending the same amount. An efficiency saving should not push costs elsewhere in the public sector and not have adverse impacts on outputs or outcomes. This is distinct from the use of the term 'saving', which could include a reduction in outputs and outcomes for a lesser spend.
Rates	The annual payment for Business Rates also known as Non-Domestic Rates in the UK or other annual payment to a local or regional authority. Environmental taxes and charges such as parking should be included, while any business and sales taxes that are levied on business profits and sales as distinct from the occupation of the building should be excluded.
Rating number	Each EPC letter rating band spans an associated numerical range – for example, a score in the range of 0-25 is an A rating for non-domestic buildings.
Rent for leaseholds	The total annual monetary amount paid by the tenant to the landlord, as defined within the terms of the lease or occupancy agreement.
Security costs	Annual cost of securing the premises. Includes: costs of security contractors and employed staff, as well as the regular costs associated with the maintenance of security systems (usually in the form of a maintenance contract).
Smarter working	An approach to organising work that aims for efficiency and effectiveness in achieving desired outcomes through a combination of flexibility, autonomy and collaboration, optimising tools and working environments for employees.
Soft FM	This covers all non-maintenance costs, such as cleaning, reception, grounds maintenance, catering and reprographics, and may include utilities (electricity, gas, water and sewage) and waste management costs.
Surplus space	Areas which are no longer required by the organisation and are considered surplus and available for disposal.
Government Property Strategy 2022-2030 (GPS)	The GPS sets out how we will transform the public estate, delivering savings and achieving better value for money.
Top-quartile commitment	A commitment to procure buildings in the upper quartile of energy performance. Originally announced in the Energy Efficiency Action Plan 2004, it is now a requirement of the Climate Change Act 2008.
Total annual operating cost	The total net cost of operating property per year. Income from subletting and charged use of facilities is subtracted from the total expenditure to give the total annual operating cost. Includes occupation costs, building operation costs, business support costs, property management costs, utilities and capital charges.
Vacant space	Space within a property that is not currently required by the occupying organisation.

Term	Report Definition
Value	In this report, this refers to the value of the freehold estate excluding any leasehold (except where an asset is a virtual freehold and has been acquired through an upfront capital payment and where only a minimal peppercorn rent/ ground rent/service charge is paid). Freehold property assets are valued on different bases.

Appendix H: Key Performance Indicators[29]

The size, running cost and value of each portfolio is monitored here in support of the Government Property Strategy.

Appendix H Table 1: Government Property Strategy KPIs 2023-24: Floor Area

Symbols used within this table: [z] = Not Applicable

Portfolio	2021–22 Baseline	2023–24	Change
Courts and Tribunals	1.7m	1.8m	4.2%
Cultural Assets	1.6m	1.7m	2.1%
Defence (Floor Area m²)	35.7m	31.3m	-12.1%
Defence (Land Area ha)	0.3m	0.3m	-0.5%
Health	29.2m	30.0m	2.7%
Infrastructure	0.3m	3.0m	[z]
Jobcentres	1.0m	0.9m	-8.6%
Land (ha)	0.3m	0.3m	1.3%
Logistics and Storage	0.7m	0.7m	-0.8%
Offices	3.0m	2.7m	-8.9%
Overseas	1.6m	1.9m	19.2%
Prison	4.0m	4.1m	0.5%
Probation	0.3m	0.3m	-6.4%
Schools	78.7m	78.7m	[z]
Science	1.3m	1.3m	3.5%
Remaining Estate	1.0m	1.1m	7.6%

29 Data on the number of built assets and total floor area of state-funded schools is drawn from the Condition Data Collection (CDC). The CDC is a five-yearly programme and data sourced from the CDC is updated at that frequency, with the most recent update in 2021 and based on information collected in the period 2017–19.

Appendix H Table 2: Government Property Strategy KPIs 2023-24: Running Cost

Symbols used within this table: [z] = Not Applicable

Portfolio	2021–22 Baseline	2023–24	Change
Courts and Tribunals	464.5m	389.6m	-16.1%
Cultural Assets	132.4m	167.4m	26.5%
Defence	2,887.0m	3,289.5m	13.9%
Health	12,743.1m	14,278.4m	12.0%
Infrastructure	37.5m	276.5m	[z]
Jobcentres	504.6m	458.4m	-9.2%
Land	8.1m	28.7m	254.8%
Logistics and Storage	62.6m	70.4m	12.6%
Offices	1,646.4m	1,509.2m	-8.3%
Overseas	383.8m	397.0m	3.4%
Prison	1,074.8m	1,146.3m	6.6%
Probation	113.3m	127.8m	12.8%
Schools*	2,327.6m	2,915.7m	[z]
Science	208.0m	256.0m	23.0%
Remaining Estate	165.4m	244.4m	47.8%

* Valuation and premises costs data relate to academies only. This data is reported on an academic year basis (1 September–31 August) and not by financial year. The most recent update relates to data for the academic year to 31 August 2023.

Appendix H Table 3: Government Property Strategy KPIs 2023-24: Reported Freehold Value

Portfolio	2021–22 Baseline	2023–24	Change
Courts and Tribunals	3.4bn	3.5bn	4.0%
Cultural Assets	5.7bn	6.2bn	8.6%
Defence	32.1bn	33.4bn	4.3%
Health	59.7bn	66.4bn	11.3%
Infrastructure	0.4bn	0.5bn	21.1%
Jobcentres	[No freehold assets]		
Land	4.6bn	4.8bn	3.0%
Logistics and Storage	0.1bn	0.1bn	15.1%
Offices	2.2bn	1.7bn	-22.5%
Overseas	2.5bn	2.9bn	16.9%
Prison	7.9bn	8.4bn	6.4%
Probation	0.2bn	0.2bn	8.3%
Schools*	56.1bn	59.8bn	[z]
Science	2.3bn	2.7bn	17.2%
Remaining Estate	0.8bn	0.9bn	12.1%

* Valuation and premises costs data relate to academies only. This data is reported on an academic year basis (1 September–31 August) and not by financial year. The most recent update relates to data for the academic year to 31 August 2023.

Appendix I: Recommendations From The National Audit Office review Maintaining Public Service Facilities (January 2025)

The National Audit Office review Maintaining Public Service Facilities (January 2025) has recommended the following key areas for further development:

- Government Property will standardise the definition of maintenance backlog so a consistent condition and backlog position across government can be calculated and that information will be included in the State of the Estate reporting from 2026-2027 onward.
- Strategic Asset Management Plans are required to include a longer-term property plan, which sets out the capital needs of the service over ten or more years, and a plan to reduce any maintenance backlogs.
- All organisations within the Government Property scope are to undertake a full risk assessment of the impact of condition on their service delivery using the risk impact guidance, assessment tools and and update their departmental risk registers.
- Government Property is to work to ensure that property workforce plans are in place and that workforce data is used to address any property related capability or capacity gaps across portfolios.
- Work to continue with departments to develop a strategic plan for Government Property to contain and then reduce the maintenance backlog, backed up by a longer-term cross-government programme.