

GOVERNMENT

Better Estate,
Better Services,
Better Government
July 2018

ESTATE

STRATEGY



Cabinet Office



Cabinet Office

GOVERNMENT ESTATE STRATEGY

**Better Estate,
Better Services,
Better Government**

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This report is also available at www.gov.uk/government/groups/office-of-government-property-ogp



MINISTERIAL FOREWORD

This strategy marks a new chapter in how we manage the government estate. Just as we see our home as something more than just a roof over our heads, our estate is at the heart of everything that we do – from the policies we create, to the public services we provide, to the type of economy we wish to build.

We are not starting from square one. The foundations for today's priorities were set by our last Estate Strategy in 2014. Its policies have already provided an estate that is cheaper and easier to run and allows more houses to be built on surplus government land. Creating a network of Government Hubs has also helped make it easier for public servants to work across the UK, within workplaces that promote Smarter Working and collaboration across traditional departmental boundaries.

In this strategy we make commitments over this Parliament designed to provide a government estate that works for everyone. We will support the aims of the Government's Industrial Strategy¹, strengthening the Union and driving growth and opportunity by locating government jobs in centres of expertise. We will house a Brilliant Civil Service in modern, flexible workspaces – ensuring that we are a more diverse workforce that better reflects all four nations of the UK. And we will release more surplus land to build homes, and deliver better public services that are closer and more accessible to the communities which they serve.

Delivering this transformation will require the expertise of our property, people, digital and security professionals across government. A co-ordinated approach will provide the infrastructure and technologies that we need to promote a more diverse, flexible and secure workforce. In this way we will equip and empower our people, not the office, and ensure our property solutions accord with strategic workforce plans and provide the best recruitment platform for talent and diversity.

We have a responsibility not only to deliver value for money, but also to contribute to a stronger, fairer economy, with the interests of the public at the heart of the decisions we make. If we get this right, this strategy can facilitate genuine transformational change and deliver a sustainable government estate that truly works for everyone – a Public Estate for Public Benefit.

¹ HM Government (2017) 'White Paper: Industrial Strategy, Building a Britain fit for the future'. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/664563/industrial-strategy-white-paper-web-ready-version.pdf



CHIEF EXECUTIVE FOREWORD

This strategy will transform how we use land and property – away from the opportunistic realisation of savings, to a more proactive approach that considers property as a platform for the delivery of government’s wider objectives.

Over the next five years, the key element of estate planning will be flexibility. The digital and information revolution has shown that the future is hard to predict. Overall Civil Service numbers have fallen in recent years, but changes do not just happen in a single direction. As part of our preparations for leaving the European Union we will be repatriating jobs from Brussels, and creating new jobs here in the UK. We therefore need to ensure we manage the overall asset portfolio efficiently, but also flexibly to enable us to contract or expand the supply of property as demand changes.

One of the ways we are learning to match supply and demand better is to share space between a wide variety of organisations – single occupancy is fast becoming a thing of the past. The creation of the Government Property Agency means that we can build on these ambitions with a more commercial and professional approach than ever before, providing new financial tools and a more proactive approach to risk and opportunity. This in turn will provide a property model that allows for the relocation of civil servants to well-connected Government Hubs both in London and beyond, to deliver our longer term ambition of accommodating those that need to remain in Whitehall to no more than 20 core buildings that operate as a single campus.

In parallel, we will continue to strengthen property expertise across government, providing more opportunities to recruit the best talent from across the UK and more ways in which to build on our existing property skills and experience.

Our targets are more ambitious than ever, but this strategy provides the tools to deliver.

OUR VISION: A PUBLIC ESTATE FOR PUBLIC BENEFIT

Our estate is at the heart of everything we do. We are transforming the way we operate and collaborate to improve efficiency, deliver the best possible public services, release surplus land for housing, and boost growth across the UK.

We are working against a backdrop of unprecedented change – digital technologies are revolutionising how we work and are increasing people’s expectations of the speed and convenience of public services. This strategy will ensure our policies deliver an estate that can adapt and respond to this change – one that is leaner and more agile, and equipped with better ways of working, mobile technology and workplace design.

The new Government Property Agency (GPA) will deliver a more commercial approach to property – reducing operating costs, increasing disposals and driving greater value across departments.

The creation of major multi-departmental Government Hubs – beacons of workplace excellence – will provide cutting-edge, innovative working environments across all four nations of the UK. This will help recruit the best talent, improve productivity and deliver a more diverse, brilliant Civil Service that can work in a smarter, more flexible way than ever before.

The Government Property Function, overseen by the Office of Government Property (OGP), will deliver public services that are more accessible and responsive to citizens’ needs and bring together property and socio-economic data to co-locate these services where they are most needed. This aligns with the aims of the Government’s Industrial Strategy to have prosperous communities throughout the UK by supporting the creation of jobs, the regeneration of our towns and cities, and the release of surplus land for new homes.

And we will improve opportunity outside of London, increasing the presence of government and major cultural bodies across the whole of the United Kingdom.

In this way we can look beyond the bricks and mortar of our buildings, and deliver an estate that helps us achieve our wider social and economic goals.

RECENT PROGRESS

The 2014 Government Estate Strategy promised that by 2020 we would reform how the state uses its property, by:

- removing artificial boundaries between departments, local authorities and other public bodies;
- working in ways that minimise our need for office space;
- using what we have more efficiently; and
- disposing of surplus to maximise receipts, boost growth and create new homes.

We have made good progress. Since 2014 we have:

Achieved More Value from Our Assets

- we have raised £2 billion in sales and saved £300 million per annum in running costs through the disposal of over 1000 properties;
- worked with 90% of English councils, in partnership with central government and wider public sector partners, to deliver better integrated, customer-focused services, securing £70 million in capital receipts, £20 million savings in running costs, 5,700 jobs and releasing land for 1,300 homes; and
- reduced the vacant space within our central estate to only 1.5% (the private sector average is 7.5%), with an average property cost of £493 per sq m (£40 per sq m less than the average for the private sector).

Delivered a More Modern, Sustainable Central Civil Estate

- we have supported our wider environmental commitments, from improving our recycling so that only 13% of our waste goes to landfill, to reducing our carbon emissions by 33% and our paper consumption by 50%; and
- delivered our 2020 emissions and paper reduction targets three years early.

Developed a More Capable Property Profession

- we have established professional standards and competency frameworks to set expectations for the performance of property professionals across government;
- created an online portal – Government Property Online – to allow property professionals to share priorities, training opportunities and best practice; and
- developed, with the private sector, surveying and facilities management apprenticeships to attract a diverse pool of talent to meet future needs.

A NEW STRATEGY FOR A NEW ERA

This strategy sets out how we will use the estate as an enabler to deliver better outcomes for the public during this Parliament, across all four nations of the UK, driving our activities through the following pillars:

Driving Growth and Opportunity

Excellent Public Services. We will be more joined-up and customer-focused. We will harness new technologies and shared ways of working to deliver more accessible public services that are more responsive to citizens' needs.

More Land for Housing. We will use the power of our estate to energise the housing market, create supportive infrastructure and release surplus land for house building and support development, including on brownfield land.

Rebalancing the Economy. We will promote regional growth and create clusters of government jobs and expertise in cities across the UK.

Supporting a Brilliant Civil Service

Strengthened Expertise. We will build our capability with market-leading skills and experience, and strengthen links between property specialists and other professions.

Great Places to Work. We will create great places to work and enable smarter ways of working, with a flexible, inclusive ethos and the latest technology as a key part of our people offer.

Enhancing the Heart of London. We will do more to enhance the experience of those who visit the iconic Whitehall area. We will make the heart of London more welcoming, more secure and more accessible for the benefit of all.

Delivering Value

Better Asset Management. We will adopt a more commercial approach to asset management, with the financial and strategic tools to deliver property projects that can drive efficiencies and deliver transformational change.

Improved Data and Sustainability. We will join together public sector property, land and other data into one place to provide for a sustainable and efficient estate.

Driving Growth and Opportunity

Excellent Public Services

We have a responsibility to provide the best possible public services that deliver value for money. But efficiency goes beyond simply making savings; it encompasses the whole process of how government funds, designs and delivers services. A good example is the current £1 billion court reform programme that will transform services – with more straightforward services being managed online, cases being handled by case officers rather than judges, and video hearings.

Improving efficiency is key to a smarter state, and using property differently has a major part to play. For example, central and local government are working together on the One Public Estate (OPE) programme to bring frontline services under one roof, such as Jobcentre Plus offices and local authority benefits services. We will expand the remit of this programme by bringing together property and socio-economic data to co-locate more front-line services where they are most needed. This will drive better collaboration and support the delivery of £615 million capital receipts, £158 million running cost savings, land for 25,000 homes, and 44,000 jobs by 2020.

By the end of this Parliament, we will:

- increase capital funding for OPE projects by working with the private sector to deliver at a greater scale with a wider range of partners. This will be supported by a pool of government-funded property experts to bring independent, cost-effective expertise to local partnerships, allowing the programme to reduce lengthy local procurement activity, and ensure better learning;
- increase co-locations between departments, councils and other partners. We have already exceeded our aim to deliver 45 co-locations by 2020. Our new targets are 200 by 2020 and 250 by 2022. Many of these will become anchors for large regeneration projects. And we will work with public sector partners to assess competing ideas for surplus sites. This includes a new framework to ensure that the vision for development of sites fits the needs of government and communities; and
- bring together, for the first time, local and national property and socio-economic data in one place to create a Digital National Asset Register that allows public services to be delivered where they are most needed, and in a way that best serves the public.

2

More Government Land for Housing

For decades the country has not been building enough homes. We need to do more to increase supply – particularly in areas of high housing need, and releasing government land can help.

We are already taking steps to do just this. We are continuing to make our property more efficient in support of our ambitions to release land for at least 160,000 homes² and help deliver £5 billion of receipts by 2020³. We are also helping to unlock local authority owned land to release over 7,000 new homes through a new £45 million Land Release Fund⁴, administered by the Ministry of Housing, Communities & Local Government (MHCLG). And we are also working with the MHCLG and Homes England to support the delivery of the overall target of 1 million homes by 2020 and 1.5 million by 2022⁵.

We are also taking steps to enhance transparency around land ownership, so everyone knows if government is holding a site that could be better used, and by publishing details of receipts from government property sales each year. The first such report was published in February 2018⁶, which showed that we raised £1.67 billion from the sale of property in 2015/16 and 2016/17.

By the end of this Parliament, we will:

- establish a new high-level property panel, comprising property delivery bodies across government to share expertise, explore common standards and help deliver key priorities including the release of land for housing;
- engage with local authorities earlier in the process when departments plan property sales. We will publish guidance on how and when this engagement should happen, giving councils early sight of disposal plans;
- make it easier for industry to see sites coming to market, for example by enhancing the Government Property Finder website⁷ (our online guide to surplus government property for rent or sale); and
- support departments to better assess the comparative benefits of sales and wider economic, social and regenerative opportunities when disposing of property.

² DCLG (2017) 'Fixing our Broken Housing market', page 25, section 1.26. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/590463/Fixing_our_broken_housing_market_-_accessible_version.pdf

³ PAC (2015) 'Disposal of public land for new homes', section 2, point 25. Available at: <https://publications.parliament.uk/pa/cm201516/cmselect/cmpublic/289/28907.htm>

⁴ MHCLG (2018) 'Press Release: £45 million funding boost to support councils unlock land for thousands of homes'. Available at: <https://www.gov.uk/government/news/45-million-funding-boost-to-support-councils-unlock-land-for-thousands-of-homes>

⁵ The Conservative Party (2017) 'Manifesto: Forward Together, Our Plan for a Stronger Britain and a Prosperous Future', page 70. Available at: <https://s3.eu-west-2.amazonaws.com/conservative-party-manifestos/Forward+Together+-+Our+Plan+for+a+Stronger+Britain+and+a+More+Prosperous....pdf>

⁶ CO (2018) 'Transparency Report: Government's land and property disposals in 2015-16 and 2016-17'. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/697773/Transparency_report_Government_s_land_and_property_disposals_2015-16_and_2016-17__1_.pdf

⁷ Website: <https://www.epims.ogc.gov.uk/government-property-finder/Home.aspx>



Rebalancing the Economy

We are at a significant moment. Exiting the European Union (EU) is placing greater demands on the Civil Service, but it is also providing opportunities for us to develop place-based and workforce strategies that recognise and embrace these changes, led by departments and the wider family of public bodies that they sponsor. This supports the government's Industrial Strategy and can help drive economic growth across the UK and strengthen the Union.

To deliver this step-change we need to embed location into departments' own business plans so that our estate creates a platform for ensuring government institutions and jobs are located in all parts of the UK. We want this investment to act as an anchor to develop specialist clusters that in turn builds a critical mass to attract more investment – from both the public and private sector.

Together with the Government Hubs Programme this will support regeneration, and encourage the attraction, development and retention of talent so that the Civil Service better reflects the communities we serve. In this way, more balanced growth across the country can facilitate higher growth for the UK overall. This catalyst for investment will drive productivity in areas with lower wage costs, cheaper property and less congested infrastructure.

By the end of this Parliament, we will:

- use our estate and the location of our Civil Service to help boost local growth. We will create the foundations to locate up to a thousand public sector jobs out of London and the surrounding area as a first step of a major, long-term programme which will move many organisations and thousands of jobs, including a full range of professions and senior grades, over the next twelve years.
- use public sector jobs to support the development of at least three new specialist clusters, in cities with great transport and academic links, leading to a critical mass of expertise, activity and support services that in turn attracts further public and private sector investment. This will be underpinned by a robust financial and economic model to ensure that these clusters provide value for money and maximise regional growth potential; and
- ensure the technology and working environments are in place to enable better career paths for public servants outside London, so that talent, rather than location becomes the main determinant of success.



Supporting a Brilliant Civil Service

Strengthened Expertise

Around 5,000 people work in government property, 2,000 of whom are property professionals. They play a major role in policies that impact greatly on the delivery of government priorities, from major infrastructure programmes to local service provision.

We want to ensure that the property function is able to identify, attract and retain people with the skills and capability to deliver this Strategy. A highly-skilled, dynamic and commercially focused workforce will enable us to meet the changing needs of customers, and deliver departmental strategies that incorporate strategic workforce plans and changing business delivery models that facilitate transformational change.

By the end of this Parliament, we will deliver:

- clear career pathways across the property profession, including facilities management and surveying;
- 250 new property apprenticeships and 100 property graduate/Fast Stream roles;
- a secondment programme, and a property leadership development programme and qualification;
- diversity and inclusion policies that match the best in the industry, adhering to the RICS Inclusive Employer Quality Mark and contributing to the Civil Service ambition to become the most inclusive employer in the UK;
- a dedicated property resource hub and a deployable pool of property experts to provide additional capacity across government at times of peak demand; and
- new partnerships with professional and higher education bodies to provide training, qualifications and opportunities such as work shadowing for students.

These commitments will be underpinned by clear standards, a technical competence framework, professional levels linked to external qualifications, a learning and development curriculum, and an online portal providing members with access to job training, networking, mentoring and development opportunities.



Great Places to Work

Our workforce and place-based strategies will be supported by housing our people in a network of Government Hubs – modern, innovative shared workspaces situated close to excellent transport links. Our people will work flexibly, equipped with the latest mobile technology – great places to work and great ways of working.

Smarter Working increases productivity, reduces estate costs, opens up the workplace to a more diverse workforce, and improves wellbeing and engagement. Framed by shared space, shared services and modern workplace design, these working environments will provide the platform for the skills, ethos and technology to help deliver the Workforce Plan and enable a Brilliant Civil Service.

By transforming how and where we work, this strategy sits within the wider context of bringing lasting and profound change to the Civil Service, and aligns with our existing commitments to transform the relationship between the citizen and state, as set out in the 2017 Government Transformation Strategy⁸.

With 11 locations for future Government Hubs already identified across the UK, including Belfast, Cardiff and Edinburgh, we are already demonstrating our potential to strengthen the Union and deliver value, to spread wealth and opportunity and to make a more efficient use of the estate.

By the end of this Parliament we will:

- establish a total of around 20 Government Hubs, supported by a network of local mini hubs around the country which work to a new ambition of 6 sq m per FTE within these buildings – facilitated by Smarter Working;
- ensure Government Hubs help make our office estate greener. As we replace or refurbish our older buildings, our new stock will have to meet tough sustainability standards and meet the top 25% of energy performance for their building type⁹;
- continue to manage our Whitehall Estate in a way that facilitates our longer term ambition of a Whitehall Campus. This will consist of no more than 20 efficient, fit-for purpose buildings, operating as a single entity with flexible space, shared services, and – where the work is not security sensitive – integrated security systems, including a common access pass; and
- ensure all departments and executive agencies to work in line with the British Standards Institute (BSI) Smart Working Code of Practice (PAS 3000)¹⁰. 70% of these organisations will achieve this by 2020, and all of them by 2022. To help deliver this change, we will establish a centre of excellence and develop common tools across all sectors to support implementation.

⁸ CO (2017) 'Government Transformation Strategy'. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/590199/Government_Transformation_Strategy.pdf

⁹ CO (2012) 'Government Construction: Common Minimum Standards for procurement of the built environments in the public sector'. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/60904/CMS-for-publication-v1-2.pdf

¹⁰ BSI (2015) 'PAS 3000:2015 Smart Working – Code of Practice'

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Enhancing the Heart of London

In 2016, over 19 million visitors came to London¹¹, making a major contribution to the economy. The area between Buckingham Palace, Trafalgar Square and Parliament Square is of particular national and international importance, yet the signposting, heavy traffic, aesthetics and amenities do not reflect its significance or potential. Through smart technology, better connections, and the development of underused spaces into public places, the conditions to allow people to stay, engage with and celebrate the area's landmarks and institutions could be improved for the benefit of all.

By the end of this Parliament we will take the first steps towards building a collaborative long-term vision that builds upon the unique identity of this area, working with stakeholders to implement long term improvements to make the heart of London more welcoming, secure and accessible. This will include:

- providing permanent security solutions that blend into the environment to create safe and easily navigable spaces which reflect the important status of the area as a focus for our nation's constitutional heritage; and
- aligning existing public realm projects in the area, including support to the UK Holocaust Memorial Foundation to erect a Holocaust Memorial and Learning Centre beside Parliament. It will stand as a permanent reminder and as a lasting tribute to those who died and to those who survived.

¹¹ ONS (2017) 'Travel trends: 2016', page 9. Available at: <https://www.ons.gov.uk/peoplepopulationandcommunity/leisureandtourism/articles/traveltrends/2016/pdf>

13 St James's Park –
Improved connections
through the park

1 Buckingham Palace

2 Clarence House



12 Victoria Gardens –
A new Holocaust Memorial
and Learning Centre

11 Parliament Square –
Creating a safe place to
gather and celebrate the
seat of Parliament

10 Westminster – Discrete,
innovative security measures
that blend into the surrounding
architecture



3 The Mall – London’s processional route

4 Waterloo Place – Improved links from St James’s to Constitutional London

5 Horse Guards Parade – Improved seating and signage to enhance wayfinding and visitor experience

6 Admiralty Arch – World class hotel, opening up this landmark to the public

9 Whitehall – Reimagined as a series of spaces and places, with timed traffic management

8 Horse Guards Avenue – Linking parkland to the river

7 River Bank – New facilities, amenities and social spaces



Delivering Value

Better Asset Management

Each year government departments produce Single Departmental Plans¹² setting out how they will deliver public services and other core objectives. They also produce supporting Strategic Asset Management Plans (SAMPs)¹³ which set out how they will deliver the Government Estate Strategy. From 2018, summaries of SAMPs will be published, giving the public a better understanding of how the government is managing its estate and helping continue to manage our central estate in a way that has seen reductions in annual running costs in real terms by over £1.3 billion since 2010.

As part of new property standards and controls, we will establish a framework for departments to take a more consistent approach to whole-life property management. This will set an expectation on public sector property owners to take decisions to procure, manage and refurbish their buildings based on whole life cost to deliver value for taxpayers.

Departments currently own and/or manage their own administrative estate – around 800 offices around the country. This fragmented ownership is inefficient and leads to silo working. The new GPA will manage the office estate as part of a wider asset portfolio, with Government Hubs housing a number of departments under one roof. This will enable the Civil Service to work more effectively together. Establishing the GPA is expected to deliver £3.6 billion of savings over 20 years. Out of this, £2.5 billion is expected to be delivered by the Government Hubs programme.

By the end of this Parliament, we will:

- embed a new model through the GPA's Government Hubs and Smarter Working Programmes for managing the office estate. This will seek to reduce the office buildings in which central government operates, from 800 to around 200;
- publish a new science estate strategy, setting out opportunities to develop science clusters to encourage innovation and co-location, better attract and retain talent, and improve delivery;
- promote wider mobile infrastructure including the rollout of 5G. We want government to be seen as a provider of choice, and we will work with industry to make it easier to host infrastructure on government and public sector sites; and
- support major estate transformation programmes, from digitising justice services to implementing the findings of the independent report by Sir Robert Naylor (Naylor review)¹⁴ to transform the NHS England Estate.

¹²For a collection of Single Departmental Plans see: CO (2017) 'Collection: Building a country that works for everyone', 'Single departmental plans'. Available at: <https://www.gov.uk/government/collections/a-country-that-works-for-everyone-the-governments-plan>

¹³CO (2018) 'Policy Paper: Departmental strategic asset management plan summaries'. Available at: <https://www.gov.uk/government/publications/departmental-strategic-asset-management-plan-summaries>

¹⁴DHSC (2017) 'Independent report: NHS property and estates [Naylor review]'. Available at: <https://www.gov.uk/government/publications/nhs-property-and-estates-naylor-review>



Improved Data and Sustainability

The public sector estate is vast – with over 260,000 properties and annual running costs of over £20 billion¹⁵. Currently, the data we hold on our land and property is held in different places and in different ways, using different standards. To support our ambitions to improve performance of a much wider estate portfolio, we need to request, record and utilise this data in a way that allows us to better collaborate on emerging policies and make decisions underpinned by robust analysis.

The annual State of the Estate report (SOFTE)¹⁶ assesses the property performance of the central government estate against key metrics. It has helped to achieve significant reductions in the cost and size of the office estate since 2010.

We need to ensure the way we report on our performance adequately reflects how our estate promotes stronger operational business delivery. This includes a greater commitment to ensuring our estate plays its full part in reducing the government's environmental impact as required by the Climate Change Act¹⁷ and drives a more sustainable approach to how we use, manage and operate our properties.

By the end of the parliament, we will:

- join up local and national public property and land data in a common, accessible Digital National Asset Register (DNAR) that will provide a strategic view of all public estate and data to inform policy. Through the register, we will bring together this information with socio-economic data so that the future civil service and the public services we deliver are provided where they are most needed;
- drive efficiency through reporting key performance metrics on an expanded coverage of the central government estate within the SOFTE report. For the first time, this will include laboratories, job centres, courts and storage buildings. We will also capture qualitative performance data to measure operational effectiveness; and
- enhance our reporting on estate sustainability. This will include making it mandatory for all government buildings procured or leased since 2008 to:
 - report their actual energy performance through Energy Performance and Display Energy Certificates;
 - review performance against the Greening Government Commitments (GGCs)¹⁸;
 - challenge new buildings that become part of the civil estate that are not within the top quartile of energy performance; and
 - monitor our buildings to ensure they meet the minimum energy efficiency standards.

¹⁵ CO (2013) 'Governments Estate Strategy: Delivering a Modern Estate'. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/209484/Government_s_Estate_Strategy_-_June_2013_v1.pdf

¹⁶ CO (2018) 'State of the Estate report: 2016 to 2017'. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/694950/WEB_CCS118_CCS1117337724-1_State_of_the_estate_for_web_Accessible__1__1_.pdf

¹⁷ Climate Change Act 2008. Available at: https://www.legislation.gov.uk/ukpga/2008/27/pdfs/ukpga_20080027_en.pdf

¹⁸ CO and Defra (2016) 'Policy paper: Greening Government Commitments 2016 to 2020'. Available at: <https://www.gov.uk/government/publications/greening-government-commitments-2016-to-2020>

BRINGING IT ALL TOGETHER

To achieve our ambitions we will need strong leadership from the centre – to coordinate and align the many activities that sit under the strategy’s pillars, to report on progress and to ensure property considerations play a full part in the strategic and operational decisions made by government and the wider public sector.

As custodians for this strategy, the OGP in the Cabinet Office will work with departments and their arms-length body (ALB) families and other Cabinet Office functions to ensure their plans dovetail with this strategy. It will be a single point of contact on all property issues, assigning business partners to work with departments and Territorial Offices, drawing in expertise to provide the tools they need, without the bureaucracy that frustrates delivery. This will be achieved through the following:

Single Departmental Plans – these plans show how departments will deliver public services and other core departmental objectives. OGP will work with departments to ensure property considerations are incorporated as critical enablers of delivery.

The Property Function Plan – this shows how property supports departments to deliver public services and a Brilliant Civil Service through improved leadership, training and great places to work. Alongside the Function Plan will be the Government Standard for Property, a universal standard that sets expectations, accountabilities and assurance processes for all departments.

Strategic Asset Management Plans – SAMPs show how each department will deliver this Strategy, including details of any major property transformation programmes, and assurance that they have the right skills and capacity to meet their ambitions. From 2018, their Executive Summaries¹⁹ will be published, providing a better understanding of how government is managing its estate.

The State of the Estate Report – each SOFTE will drive property efficiencies by reporting on performance and sustainability. Published before Parliament each year, future reports will be expanded to include a snapshot of progress on this strategy and cover more assets and organisations than ever before.

National Property Controls (NPCs) – which show how individual property solutions meet the requirements of the Estate Strategy, Property Function Plan and Government Standard, and help deliver the SAMP for each government organisation.

This strategy is built on the premise that government works best when we work together. It is our responsibility to deliver an estate that supports this ambition.

¹⁹CO (2018) ‘Policy Paper: Departmental strategic asset management plan summaries’. Available at: <https://www.gov.uk/government/publications/departmental-strategic-asset-management-plan-summaries>

THE PROGRAMMES TO DRIVE DELIVERY

This table shows how various delivery programmes contribute to these missions:

MISSIONS

PROGRAMMES

		Driving Growth and Opportunity			Building a Brilliant Civil Service			Delivering Value	
		1	2	3	4	5	6	7	8
		Excellent Public Services	More Land for Housing	Rebalancing the Economy	Strengthened Expertise	Great Places to Work	Enhancing the Heart of London	Better Asset Management	Improved Data and Sustainability
A	One Public Estate	●	●	●	●			●	●
B	Asset Efficiency & Land for Housing		●	●				●	●
C	Places for Growth	●		●		●		●	
D	Property Profession	●	●	●	●	●	●	●	●
E	Government Hubs	●		●	●	●		●	●
F	Whitehall Campus			●		●	●	●	●
G	Smarter Working	●		●	●	●			
H	Enhancing the Heart of London	●				●	●		
I	Government Property Agency	●	●	●	●	●	●	●	●
J	Standards of Excellence				●			●	●
K	Digital National Asset Register and Estate reporting	●	●	●	●			●	●

More detail about each of the programmes is set out in the following pages.

A

One Public Estate

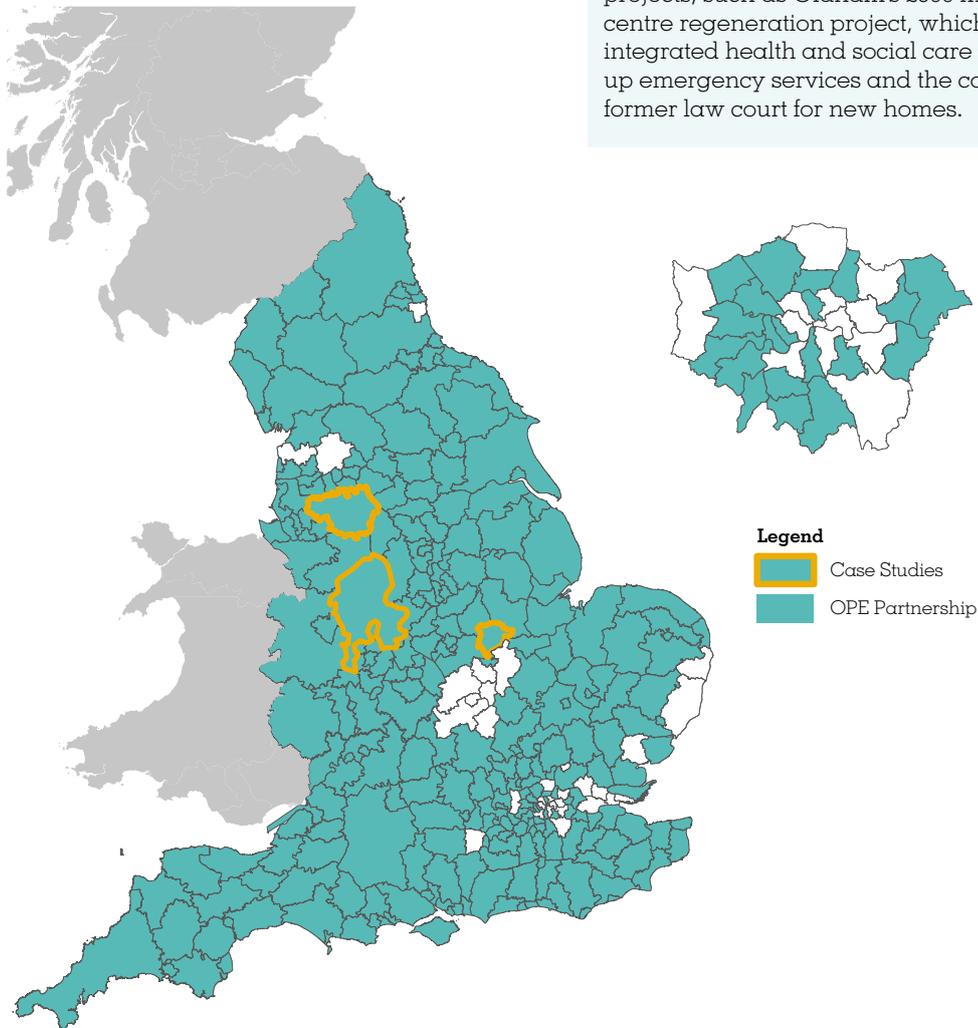
OPE, delivered in partnership by the OGP and the Local Government Association (LGA), has shown the value of collaboration, with councils, health bodies, emergency services and government departments all working together with the private sector to share best practice and deliver more services from shared locations. By 2022, we will have 250 service co-locations, making it easier for people to access local services, while unlocking land for housing, improving efficiency and driving jobs and economic growth.

OPE currently supports 319 councils (90%) in England to collaborate with central government and wider public sector partners in 76 partnerships. By 2020, these partnerships are set to create 44,000 new jobs, release land for 25,000 homes, raise £615 million in receipts from sales, and cut running costs by £158 million²⁰.

Greater Manchester Combined Authority (GMCA) – Stockport Town Centre

OPE funded the GMCA to investigate ways of revitalising Stockport town centre and localities. The initiative focused on co-locating and integrating health and social care services, redeveloping several public sector buildings into town centre housing, and establishing community hubs to improve access to local services. The project has already delivered £7.7 million in capital receipts, saved £1 million per annum in running costs, and released land for 625 homes.

Building on this success, the GMCA is now looking to create strong, vibrant district centres across the remaining nine partner authorities, and OPE is supporting strategic Neighbourhood Asset Reviews to ensure consistency across the individual localities. The Partnership is also incorporating lessons from Stockport into new projects, such as Oldham's £300 million town centre regeneration project, which includes an integrated health and social care complex, joined up emergency services and the conversion of a former law court for new homes.



²⁰LGA (2017) 'One Public Estate DCLG Land Release Fund: Invitation to Apply', page 2. Available at: <https://www.local.gov.uk/sites/default/files/documents/OPE%20-%20DCLG%20Land%20Release%20Fund%20invitation%20to%20apply%201%20August%202017.pdf>

South Staffordshire Council

South Staffordshire Council – part of the wider Staffordshire OPE partnership – is embarking on an ambitious OPE project to increase the scale and range of public services operating from its Community Hub. The Hub will integrate a GP surgery, pharmacy, NHS Clinic, private businesses and voluntary organisations alongside existing library and Council offices. This state-of-the-art development will commence with the arrival of the police force in early 2018 and aims to transform local residents' experiences of public services.

OPE has funded the crucial business case development stage of this ambitious project. This will allow the partnership to continue with the momentum gained so far, and secure the confidence of their co-location partners. Staffordshire Council recognise that they need to work closely with partners to develop creative solutions to integrating existing and new services at the campus. The dedicated OPE regional team are providing support to the partnership by sharing expertise of nearby OPE partnerships.

This consolidation of services will allow closure of inefficient, disparate sites including the existing GP surgery and police stations, subsequently releasing land for 50 homes and generating around £3m in capital receipts. The relocation to a more modern and efficient workspace is also forecast to reduce ongoing operating costs by around £1.2m and increase productivity for the public bodies involved.

Rutland: North Luffenham – St George's Barracks

With OPE support, Rutland County Council and the Ministry of Defence (MoD) are exploring options for the future use of St George's Barracks. The MoD intends to release this large site covering 300 hectares (over 700 acres) in 2021.

The Council has high ambitions for the site, including a garden village with up to 3,000 new homes and an enterprise park that would create 4,700 jobs, mainly in the construction and commerce sectors. As well as generating new homes and jobs, the project would produce substantial capital receipts. OPE is supporting the early master-planning stages of the project, facilitating discussion between partners, and helping to coordinate bids for capital funding from across Government to accelerate these development proposals.



B

Asset Efficiency and Unlocking Land for Housing

We will work across government to support effective estate management and transformation and identify opportunities to release surplus land, including for new homes – supporting our ambitions to raise £5 billion from the release of land for 160,000 homes by 2020.

We will partner with Homes England to take a place-based approach to investing in and supporting new homes in local areas – particularly those with high housing need. This will maximise the impact of housing and growth deals, with further support and funding provided for housing from OPE, the Housing Infrastructure Fund, the Local Authority Land Release Fund, and other sources of investment, such as the National Infrastructure Delivery Plan 2016 - 2021²¹. This sets out plans to invest over £100 billion in the next five years in our infrastructure to support large-scale housing and regeneration projects.

Whole Life Costs

Significant parts of the government estate are in poor condition with high backlog maintenance costs. We will introduce a new framework for assessing the whole life cost of property – informing more effective decision-making through the whole life of our assets – from planning and design through to construction, operation and decommission.

Being a Good Partner to Industry

We are looking to partner with forward-thinking industry players to redevelop surplus government land. Part of giving industry better insight into surplus land coming to market will be relaunching the Government Property Finder website where anyone can find details of the government estate and land for sale. We will also work with telecommunications providers towards our ambition to be a landlord of choice for telecoms masts, supporting greater mobile coverage across the UK.

Transforming Infrastructure Performance

The Transforming Infrastructure Performance Report²², published by the Infrastructure and Projects Authority (IPA) within the Cabinet Office, recognised that focusing solely on either the upfront capital costs of delivering an asset, or the utilisation of the asset in operation and not how to deliver best value over its whole operational lifetime, can lead to missed opportunities to deliver better value for money and benefits to consumers and society.

In recognition of this, the OGP will work hand in hand with the IPA to explore how whole life performance of assets can be assessed through better strategic asset management planning of the public sector estate.

In doing so, this will improve overall value for money – by considering the whole life performance of assets, and through focusing on the potential benefits of connecting different assets and networks across the public sector estate.

Objectives		Measures
Productivity, growth low carbon, Industrial Strategy & NIC objectives	System	UK GVA, jobs & apprentices, SME proportion, carbon intensity
High performing networks – capacity, resilience, availability, interconnected	Network	Customer satisfaction, network performance, availability & resilience
Asset performance, benefit delivery, availability, sustainability, resilience, technology enabled	Asset	Whole life cost & carbon, benefit delivery, availability, resilience, user satisfaction
Safe, on-time, on-budget, low carbon, digitally enabled delivery	Project	Cost, schedule, quality, health & safety, skills, supplier performance, carbon

²¹ IPA (2016) 'National Infrastructure Delivery Plan 2016–2021'. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/520086/2904569_nidp_deliveryplan.pdf

²² IPA (2017) 'Transforming Infrastructure Performance'. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/664920/transforming_infrastructure_performance_web.pdf

This builds on a number of large transformation programmes that are already underway across the following sectors to achieve our ambitions in this area:

Science. UK Research and Innovation has begun work to develop a research and innovation infrastructure roadmap. This will contribute to the government's ambition of 2.4% UK GDP investment in R&D by 2027. It will also inform a new cross-government Specialist Science Estate programme, setting out opportunities to develop science clusters to encourage innovation, better attract and retain talent, and improve delivery.

Defence. The Ministry of Defence (MoD) is currently executing the Better Defence Estate Strategy²³ to reduce the built estate by 30% by 2040. As the government's largest landowner, the MoD has a target of releasing land for 55,000 homes by 2020.

Health. The Department of Health & Social Care (DHSC) is working with health bodies to implement the findings of the Naylor review into transforming the health estate. This recognises the scale of estate transformation needed to deliver the NHS 5 Year Forward View.

Justice. The Ministry of Justice (MoJ) is also transforming the prison estate, building up to 10,000 modern prison places which will provide the conditions to enable governors to achieve better educational, training and rehabilitation outcomes. As part of the Prison Estate Transformation Programme, following its closure, the department has marketed Holloway Prison in London for a residential led development.

DWP. New arrangements will replace the expiring PRIME PFI contract with an innovative and cost-effective approach that will provide a much more flexible estate, and deliver savings of more than £1.3 billion over the next 10 years. Key to this new approach has been the appointment of an independent 'Integrator', who will manage the DWP's supply chain. This 'Integrator' will provide day-to-day monitoring and performance management of the supply chain, provide the means to access those services, and ensure transparency in both cost and performance management information across all areas of delivery. These steps will see DWP co-locate into 37 new sites, reducing its estate by over 160 buildings and the amount of unoccupied space by over 160,000 sq m (20%) by 2021.

Transport. Network Rail has established a commercial property division to focus on releasing surplus land. This has already identified opportunities to unlock land for at least 9,000 new homes by 2020.

²³ MoD (2016) 'A Better Defence Estate'. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/576401/Better_Defence_Estate_Dec16_Amends_Web.pdf



Places for Growth

As a key part of the Government's Industrial Strategy, we plan to help boost local growth and use our estate as a driver to ensure that the Civil Service better reflects and connects with the people and communities that it serves. To do this we will:

- engage with councils and cities to ensure departments plan and locate their workforce in optimum locations. This will require honest conversations between departments on what activities need to be based in Whitehall, and which do not;
- create the platform for more sustainable, varied career paths, using our links and interchange opportunities with local delivery frameworks, such as Local Enterprise Partnerships and combined authorities; and

- focus on how the Civil Service will work in future, with the skills, ethos and technology to raise productivity, and with employee performance assessed on outcomes, not location.

As the first steps of a wider programme, we will use public sector jobs to support the development of at least three specialist clusters in cities across the UK by the end of this Parliament. These will set out to build on stronger functional leadership, supported where relevant by the infrastructure provided by Government Hubs, and a focus on achieving synergies across departments to deliver activities such as analysis, communications and business support.



CASE STUDY

High Speed Two (HS2)

HS2 already employ around 1,000 people at their national HQ in Birmingham, with recruitment set to ramp up significantly with the start of construction over the next few years. Additionally, the new High Speed Rail Skills College (which has sites in Birmingham and Doncaster) opened in 2017 and will play a key role in generating the workforce of the future who will design and build the UK's new high-speed rail network and future infrastructure projects including HS2. Highways England HQ is also located in Birmingham, with around 800 employees including the CEO and his senior team based in the city.

As organisations with a huge procurement reach, their presence will act as a magnet for the supply chain, professional services and other transport organisations. And of course HS2 related jobs will grow rapidly as the project progresses and Curzon Street Station will have huge regenerative impacts in one of the most deprived areas of the city. This is a great example of these organisations and central government, working closely with the Mayor, boosting jobs, skills, economic growth and regeneration across a city, and the whole country.



The Government Property Profession

A strategy is only as good as the people delivering it. The Government Property Profession (GPP) promotes professionalism and ensures property expertise informs policy and decision making at the most senior levels in government. A wide range of disciplines operate within the property function, from facilities management to planning and development, which all play a part in property decisions, so strong links across the profession are critical.

All members of the property profession will work hand in hand with other professional groups to deliver this strategy. A perfect example of this is construction – a complex activity that requires a variety of skills from project delivery, commercial, digital, and property functions. The Government Construction Strategy 2016-20²⁴ targets capital efficiency savings of £1.7 billion over the period by improving our capability as a client. By sharing best practice and improving our understanding of efficient project delivery such as collaborative contracting, digital construction through Building Information Modelling and moving to a presumption in favour of offsite manufacturing by 2019, we will be able to make more informed choices that benefit the whole life of assets and facilitate better value for money.

and its aim to become the most inclusive employer in the UK. We will increase the diversity of people coming into the profession and build our own talent by implementing development programmes that support departments’ workforce needs.

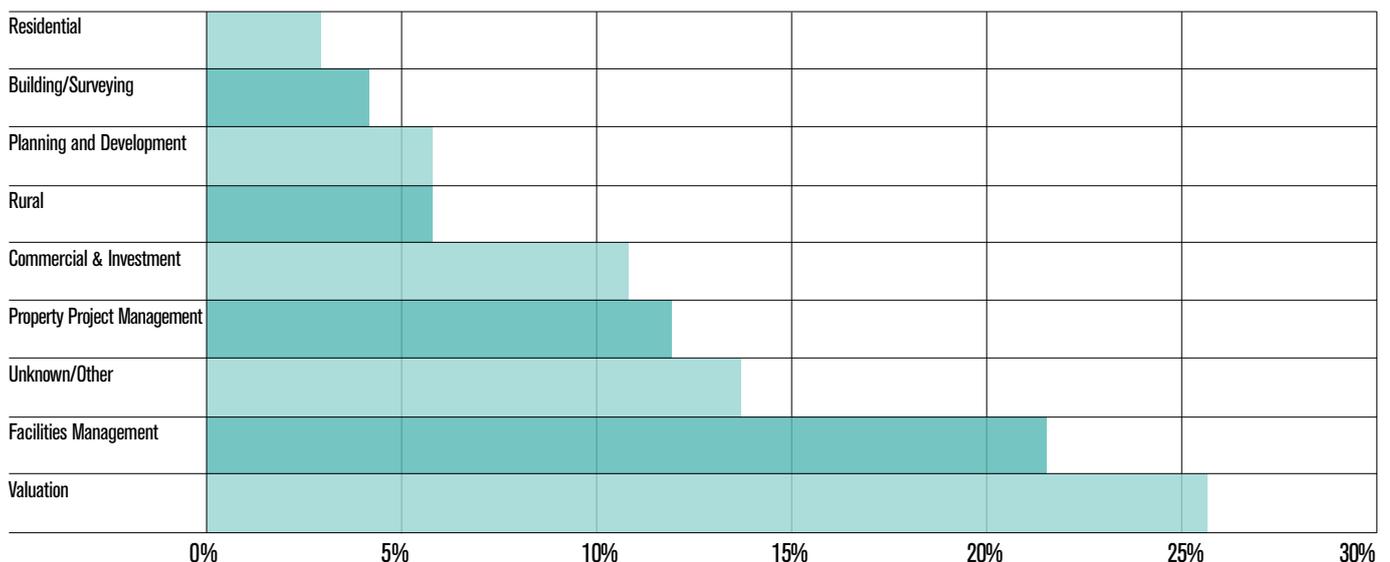
In addition to adopting diversity best practice, the profession has a practical need to ensure that we are recruiting from the widest possible pool of talent. Feedback from departments shows that they are experiencing difficulties recruiting and retaining people with the right professional qualifications and skills. Moreover, demographic information held by the Royal Institution of Chartered Surveyors (RICS) and British Institute of Facilities Management (BIFM), suggests that there will be a wave of property specialists retiring in the next 5-10 years.

We believe that the profile of property experts in government is similar. This volume of people leaving the profession will create huge skills gaps across the industry. If we are to attract the best talent available we will need to create a compelling employer brand which positions the Government Property Function as a place where everyone can give their best whatever their background. To do that the function will support departments in their work to attract, recruit and retain a diverse and inclusive workforce.

A Brilliant Civil Service: Becoming the UK’s Most Inclusive Employer

The GPP is committed to all aspects of the Civil Service Diversity and Inclusion strategy²⁵

Disciplines of Government Property Professionals (%)



²⁴ IPA (2016) ‘Government Construction Strategy 2016-20’. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/510354/Government_Construction_Strategy_2016-20.pdf

²⁵ Civil Service (2017) ‘A Brilliant Civil Service: becoming the UK’s most inclusive employer’. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/658488/Strategy_v10_FINAL_WEB6_TEST_021117.pdf



Government Hubs

The Government Hubs programme draws together departments' strategic plans and the overall workforce strategy for the Civil Service. We want to create a modern, flexible estate, comparable with the best in the private sector, which will act as a catalyst for our workforce plans. Government Hubs will be shared spaces, showcasing best practice in Smarter Working, mobile technology, workplace design, and space utilisation, working to an ambitious 6 sq m per FTE. By delivering modern, fit-for-purpose accommodation across the whole of the UK, we will ensure that a similar standard is provided for office space across the country, while delivering £2.5 billion in savings over 20 years.

The programme will create workplaces that enable collaborative and flexible working, driving engagement and enhancing staff productivity. Following in the footsteps of HM Revenue & Customs' (HMRC) 'Building our Future' Programme²⁶ (which plans by 2027 to rationalise the 600 offices it owned in 2005 to just 13 centres), the Government Hubs programme will support the attraction and retention of top talent by establishing attractive working environments. It will replace departmental silos with collaboration across government to deliver better outcomes to the public. The 'Cities and Local Growth Unit' run by the Department for Business, Energy & Industrial Strategy (BEIS) and MHCLG is a good example of this – a shared service that liaises on economic policy with local areas. Another example of best practice is the creation of Commuter Hubs by the MoJ:

Commuter Hubs

The MoJ has set up 46 Commuter Hubs across England, spending under £100,000 to fit out the locations in doing so. These are now used 2,600 times a month by staff, equating to desk space costing over £1 million in central London. This has helped MoJ drive down costs and to operate with just six desks for every ten FTEs across the country.

As well as excellent staff feedback, these Commuter Hubs have also received numerous awards, including the European Facility Management Network (EuroFM) and Top Employers for Working Families. Other bodies such as the Crown Prosecution Service (CPS), Government Legal Department (GLD), Maritime and Coastguard Agency (MCA) and the Food Standards Agency (FSA) have now also joined the scheme.

It is important that security standards are built into the estate and used as an enabler to modern working practices. Government Hubs, as with all the commitments contained within this strategy, will therefore align with the Transforming Government Security (TGS) Programme. This is transforming the way that government delivers security via the requirement for all departments to report against minimum security standards from June 2018 and the creation of four Cluster Security Units that will develop and deliver a full range of security services (vetting, physical and cyber security) to departments by April 2020.

Strengthening the Union

We are already investing in new Government Hubs across the UK, helping to enhance regional career paths, boost jobs and economic growth, while demonstrating our continued commitment to strengthening the Union.

The Government Hubs that will be located in the capital cities of Belfast, Cardiff, Edinburgh and London are translating these ambitions into reality. They will provide great places to work for our people – they will be flexible, modern and connected encourage innovation, excellence and collaboration, and help to attract and retain high calibre staff who will be able to grow their careers locally.

And we are not only transforming our UK estate. Co-location with third countries is also changing the profile of our properties overseas. At present the Foreign & Commonwealth Office (FCO) is co-located with nine countries and the European External Action Service (EEAS) in 24 different locations. Examples include two new co-locations in Minneapolis, USA, and Monterrey, Mexico, where Canada acts as host and a similar arrangement with the Netherlands, Germany and the EEAS in Dar Es Salaam.

²⁶ HMRC (2015) 'Building our Future: Transforming the way HMRC serves the UK'. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/450017/BoF_-_Transforming_the_way_HMRC_serves_the_UK_-_2015.pdf



Erskine House, Belfast

The UK Government has also signed an agreement to lease a building at the Erskine House development within Belfast for 25 years. This will ensure we remain one of the largest employers in the city, adding value to the local economy and forming strong relationships with the community. This forms part of transformation plans to create a UK Government estate fit for the future, investing in our people by creating career development opportunities, while creating stronger relationships with the local community.



Central Square, Cardiff

The UK Government has agreed to lease 265,000 sq ft in the brand new, Cardiff city-centre development, which will accommodate over 4,000 public servants from several different UK Government departments. HMRC will be the majority occupier of Central Square. The office will be ready by 2020 for civil servants to occupy.



New Waverley, Edinburgh

New Waverley will be a flagship office for the UK Government in Scotland, bringing together around 2900 UK Government civil servants who work in Scotland, and consolidating the UK government estate into a modern office space with ministerial and press facilities.



Canary Wharf, London

The GPA completed the biggest commercial transaction in London in 2016 when they signed a lease within Canary Wharf for the relocation of over 6,000 civil servants by 2018 from expensive central London properties to cheaper modern offices. The location of the East London Office at Canary Wharf has been chosen due to its exceptional public transport connections to the rest of London and the UK, which will further be enhanced by the opening of Crossrail in 2018.



Whitehall Campus

Around 20% of civil servants (78,000) are based in London, but their space accounts for 45% of the government's total estate costs²⁷. Accommodating a civil servant in London costs over three times as much as a regional counterpart, even before higher London salaries are taken into account. At the same time our efficient use of technology, coupled with agile working policies, removes the need for many of these civil servants to be in London on a daily basis. We therefore want to create a smaller and more efficient central London estate, concentrated around a single campus of buildings in Whitehall.

We are already succeeding in our ambitions to reduce the number of properties we own in Whitehall. From 180 properties in central London in 2010, only 68 remain. We will continue to manage our estate so that we can deliver our longer term ambition for only 20 efficient, fit-for-purpose buildings to remain within Whitehall, with flexible space, shared services and, where the work is not security sensitive, integrated security systems – including a common access pass. This will enable civil servants to work flexibly across the campus in a variety of locations, as well as on the periphery of the capital or further afield.

CASE STUDY

Windsor House

In January 2018, the GPA acquired Windsor House in Westminster, to meet a requirement for short term office space from departments and other public organisations.

With the building owner able to work with and negotiate directly with GPA (rather than with several departments), the GPA was able to apply its market knowledge to identify an opportunity to accommodate this demand in Windsor House and secure the best possible deal for government. Windsor House will provide modern, flexible office space over eight floors for around 1,550 staff, including space for departments that only require accommodation either for a set period of time or for a small number of staff. This flexibility is possible because GPA, acting as the landlord, can sub-let and reduce the risk to departments of carrying empty space.

Within three weeks of acquisition, including some adaptation to meet occupiers' needs, departments began moving in. This is our agile estates strategy in action, able to respond to changing demands quickly and source a cost-effective solution - in total taking just four months from identification of the asset, securing occupiers commitments and completion of acquisition.



²⁷ CO (2018) 'State of the Estate report: 2016 to 2017'. Available at: http://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/694950/WEB_CCS118_CCS1117337724-1_State_of_the_estate_for_web_Accessible__1__1_.pdf



Smarter Working

Smarter Working is about combining benefits to the business – improved productivity, better engagement and reduced estate costs – with benefits to our people. It is about providing the working and workplace arrangements to help our people make intelligent choices about where and when they work, improving productivity, creating a better work-life balance and providing an environment equipped for rapid change.

The government’s ambition is to become a global leader of Smarter Working practice; establishing a leadership role not just for the Civil Service, but one which also influences the wider public and private sector. In order to deliver this we will implement a Smarter Working programme across all our functions and activities that embraces:

- **Leadership.** Committed and engaged leadership is an essential prerequisite for Smarter Working. We will work with permanent secretaries and Functional Leads across government to ensure buy-in at the most senior levels.
- **Technology.** We will move to a digital workplace that provides cutting-edge collaboration, document sharing and communication tools, with full mobility and rapid access to data and information, anywhere, anytime.
- **People.** We will continue to move away from presenteeism towards a results-driven culture that values trust, diversity, autonomy and responsibility.
- **Workspace design.** We will move to flexible, activity-based offices, where people want to go, with consideration for the natural environment, where ‘the office’ is increasingly seen as a meeting place to share ideas across organisational boundaries.

By taking an evidence-based approach, as set out in the PAS 3000, we will adopt a strategic rather than a reactive approach to workplace flexibility. Instead of making decisions about working patterns on a case-by-case basis in response to individual employee requests, we will embed flexibility as the norm in the way work is organised.

CASE STUDY

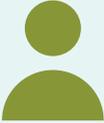
Home Office

Senior leaders in the Home Office have incorporated Smarter Working into their day-to-day work and in turn have helped make the relocation of large parts of its operational headquarters from 2 Marsham Street (in Westminster) to Croydon a success.

Facilitated by a significant expansion of video conferencing capability throughout the department, ministers, permanent secretaries and directors general now possess the facilities to set a precedent to all staff by embracing this technology to ensure that they and the department continue to collaborate effectively. This includes a new Video Conference Unit for the Home Secretary in the House of Commons so that ministers can keep in touch face-to-face with officials across the UK at any time.

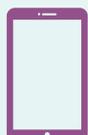
SMARTER WORKING

People



- Changing assumptions about how, where and when work is done.
- Flexibility as a default rather than an exception.
- Better practical support for different ways of working and people with particular requirements.

Technology



- Modernising our IT and communications to help people work better.
- Collaboration tools enabling people to connect with team remotely.
- Wider access to laptops and mobile devices.

Workspace



- More choices in where and how people work.
- Modern space designs supporting collaboration and flexible use.
- Efficient and sustainable workspaces meeting business needs.

H

Enhancing the Heart of London

Working with partners we are bringing together existing, disparate schemes for public realm improvements to make the area between Buckingham Palace, Trafalgar Square and Parliament Square – the ceremonial and constitutional heart of London – more welcoming, more secure and more accessible. This vision is framed upon the following elements:

- **Movement.** The heritage of this area is extensively photographed, and viewed throughout the world, but the experience on the ground is one of noise, fumes and heavy traffic. Altering pedestrian flows and adjusting traffic flow would not only transform the experience of those visiting, living and working in the area, but also reduce the need for protection from vehicle-borne threats.
- **Democracy.** As the seat of democracy, people are welcomed to civic, constitutional and public events that take place on a daily basis throughout the area. These events occur in, around and between nationally and internationally significant institutions which deserve enhanced celebration, clear way-finding and improved connections.
- **Nature.** The area has nature at its centre, with St James's Park offering an oasis of rest and recuperation to workers and visitors. The Thames, though close by, hides from view. We will work with stakeholders to create improved connections to the river and increased greening where possible, to better blend nature with the urban environment.
- **Security.** Our priority is to keep people safe. We need to rethink and replace the many temporary security and crowd control measures currently in place, with permanent solutions that align with the area's heritage and public realm, while creating successful, safe and easily navigable places and spaces.

CASE STUDY

Westminster Ceremonial Streetscape Project (WCSP)

This is a protective security scheme which aims to replace temporary vehicle security barriers within the Westminster Ceremonial Footprint with permanent contingency Hostile Vehicle Mitigation measures that blend into the environmental, architectural and historical context of Westminster. With funding provided by a number of government departments and other stakeholders, the permanent measures will consist of a suite of aesthetically-pleasing products that blend into the environment.



The Government Property Agency

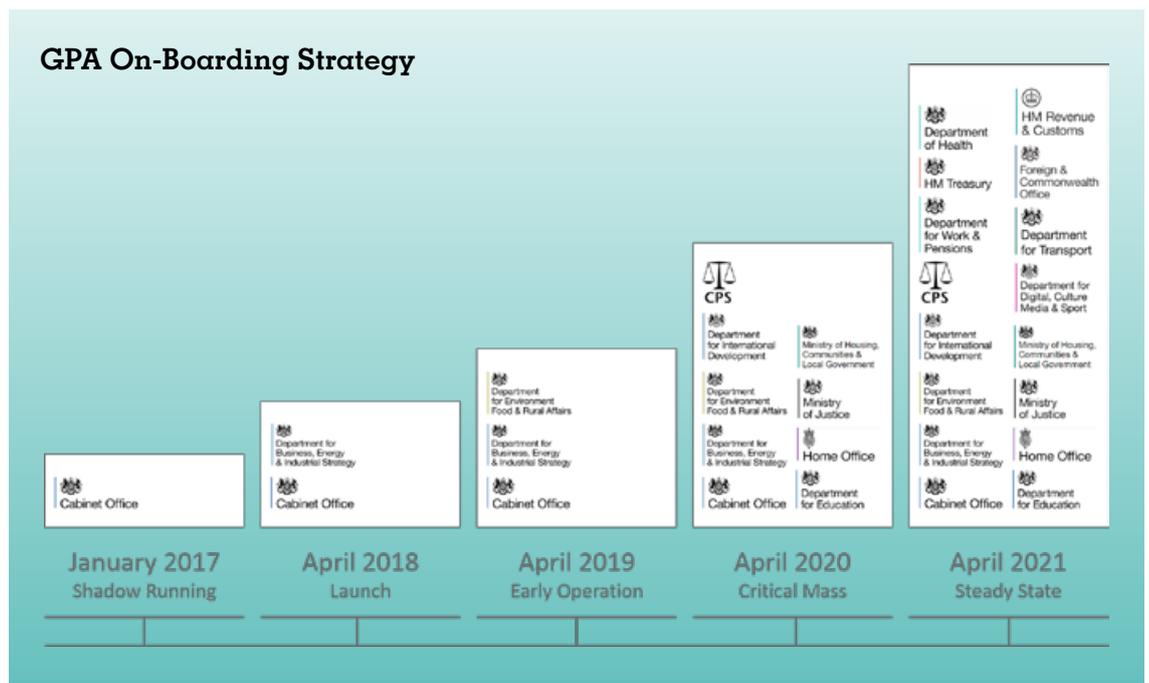
We need to ensure that the right expertise is available across our delivery programmes – supporting workforce change, the digitisation of delivery, and our exit from the EU. Adapting to these and other changes will require a modern, sustainable estate, centrally managed and underpinned by innovation, flexibility and the very best commercial expertise. The GPA was established in April 2018 as an executive agency of the Cabinet Office to enable the step change in the operations needed to meet these challenges.

Its mission is to deliver best in class property and workplace solutions across government. By doing so, GPA will become an enabler for the delivery of Civil Service transformation, local growth and the government’s vision to strengthen the UK. Cabinet Office and BEIS are GPA’s foundation clients, with the Department for Environment, Food & Rural Affairs (Defra) scheduled to on-board in April 2019, and all departments in the next five years. GPA will manage property across departmental boundaries to unlock new benefits and exploit the full scale of government’s investments in land and property. There are four key enablers:

- **Balance Sheet Strength** – owning a greater portfolio of assets will give GPA the scale and influence needed to realise benefits that departments cannot achieve on their own. Its initial portfolio of 80 properties in 2018 will grow to over 1,000 as more departments join GPA.

- **Financial Tools** – providing innovative and flexible property solutions to support business change and workforce transformation. This will include charging departments rent based on the property’s market value, rather than the cost of running each building in proportion to the space occupants occupy.
- **Professional Expertise and Enhanced Skills** – working with the Government Commercial Organisation (GCO) to create a pool of deep property, commercial and transformation expertise.
- **Technology and Data Quality** – engaging with departments to agree their property and portfolio strategies, using its business intelligence to deliver innovative estate solutions that improves transparency, drives productivity and supports business change.

We recognise that the distinctive nature of some portfolios require tailored strategies. These include the MoD, NHS, Department for Education (DfE) and overseas assets. They will therefore be excluded from GPA’s remit – with separate strategies being pursued, coordinated by the Cabinet Office. Specialist and operational assets, key to departmental strategy, will also remain with departments, with discretionary expert advisory services available from the GPA.



*Subject to ongoing discussion and agreement



Setting Standards of Excellence Across Government

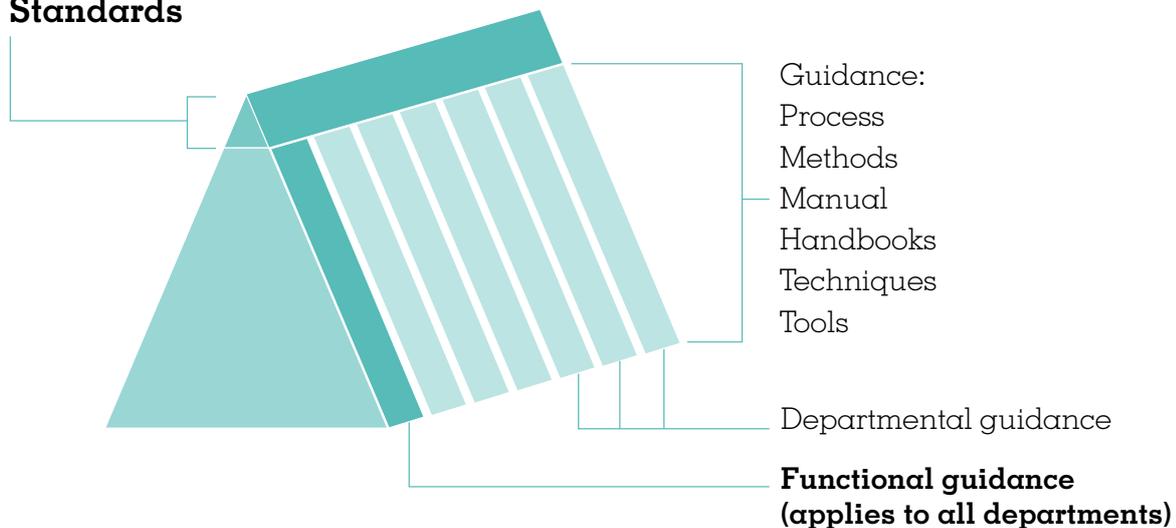
Functional standards are being introduced across government to ensure that corporate activity is managed to bring the best results. The Government Standard for Property, linked to the Property Function Plan, will set out the requirements and advisory messages that should apply to estate management in all government organisations. These standards will ensure that sustainable approaches to property ownership and building management, occupation and use are in place and support our asset strategy.

The GPA has invested in a systems platform to deliver accounting and property management. It is anticipated that other government departments may be able to take advantage of this platform to fulfil their own systems requirements and so share common standards in reporting and information management. Following joint work between HM Treasury (HMT) and OGP, the source of property cost information will be revised so that future reporting will be more consistent across government.

Future Strategic Asset Management Plans will set an expectation for timely decision-making on how to procure, manage and refurbish government buildings, based on whole life cost. We will also review our use of the NPCs to ensure it is used where it adds value, including the delivery of this strategy. This will help us improve the enabling effect of property, and ensure efficient use and best value for taxpayers and a quality service for users.



Government Functional Standards





Digital National Asset Register and Enhanced Performance Reporting

Quality data underpins good government and the provision of public services that respond to citizens' needs. OGP has been collecting performance metrics on the office estate since 2008, and this has helped reduce the size of the central government estate by 26% and its cost by 28% since 2010.

But less than half of the total central estate is part of the current reporting process and our ambition is to develop key performance metrics for non-office asset types, to increase transparency, reporting and understanding of performance to 70% of the central estate. Asset types would include laboratories, job centres, warehouses and courts, and the results will be published in an expanded SOFTE report. We also aim to work with local authorities on collecting data for their office estate. We will establish a building performance scorecard to assess the impact our decisions are having, and link together with data on building age and condition, in order to reflect how well the building is performing for its occupants.

Digital National Asset Register

It has long been our ambition to create a 'digital estate' – a complete and secure public data record of our property assets that is open and transparent and can be used to promote stronger, more strategic decision-making. By the end of this Parliament, this will now be made possible through the DNAR, which will join public sector property and land data in one place and bring it together with socio economic data. To align with the roll-out of the DNAR, OGP will support HMLR to achieve the aim of bringing forward registration of all publicly owned land by 2025,

to 2022. Data that is useful to the public and private sector will be identified and released under the Open Government License, in line with the UK Government Licensing Framework (UKGLF), with specific exemptions applying to secure sensitive information and/ or where consent of data owners is required.

This ambitious project will join up data from hundreds of public sector entities under one strategic geospatial umbrella. The information produced will be used to inform strategic asset management, improve cross public sector collaboration, make it easier to find land for development, and assess cost, utilisation and environmental performance of a wider portfolio across more organisations.

Geospatial analytics and place-based decision-making is key to maximising the value from our Estate data. Our ambition strongly aligns with the work of the Geospatial Commission, to put geography at the heart of 'Big Data', and to use this data more productively to create jobs and growth. We will work closely with MHCLG's Digital Land Unit, the Cabinet Office Geospatial Commission and partner organisations, such as Ordnance Survey (OS) and HM Land Registry, to achieve this mission.

Underpinning these developments will be strong data governance, processes and data standards. We will lead on setting those with departments to ensure quality information models are created which align with the requirements of Building Information Modelling (BIM) and Government Soft Landings.

CASE STUDY

Ministry of Justice (MoJ) – Building Information Modelling

Building Information Modelling (BIM) is a collaborative way of working that facilitates early supply chain involvement, underpinned by the digital technologies to unlock more efficient methods of designing, creating and maintaining our built assets. BIM is not for asset construction alone, it is about creating a 'digital twin' of an asset that is continually updated. BIM provides a digital representation of the physical and functional characteristics of an asset to support reliable decision making and management of information during its entire life.

At its core BIM uses structured, trusted data and a common data environment to access and share information efficiently across the supply chain and so boost the efficiency of activities around asset delivery, operation and asset or facilities management.

The MoJ applies Digital Construction and BIM methodology through schemes such as the Prison Estate Transformation Programme, using modern methods of manufacturing and real estate applications within the MoJ Digital Estate Programme. This innovative approach is central to the development of new rail projects like Crossrail and HS2 where it is confirming the UK's leading role in the development of digital technologies for infrastructure and construction.

Creating a Sustainable Estate

The Climate Change Act 2008 placed a legal duty on government to reduce our carbon footprint by 80%. Property has a big part to play in achieving this reduction, with 40% of the UK's energy consumption and carbon emissions coming from our buildings.

GGCs signal the UK government's ambitions to improve the environmental performance of its estate and operations to help reduce this footprint. They set targets for reducing the government's greenhouse gas emissions, domestic flights, waste, paper and water. Improved data on the government estate will be key to understanding areas that can drive change in order to have the biggest impact on environmental performance.

We will continue to promote estate policies that reduce the use of consumer single-use plastics²⁸, landfill and water consumption across the government estate, as well as improving electricity usage by exploring modern technology such as smart meters. Going forward, OGP will work alongside Defra in setting a property related target in the 2020-2025 GGCs.

The Government Hubs Programme will play a major part in making our office estate greener. The new Government Hubs will typically be a 'Grade A' office space which meets the Building Research Establishment Environmental Assessment Method (BREEAM) 'Excellent' (best practice) standard and provides a healthy and productive environment. By doing so, we will marry best practice in design, construction and operation to harness the built environment as a vehicle to support health and well-being.

Sustainability reporting will also be improved, with the mandatory inclusion requirement of Energy Performance Certificates and Display Energy Certificates. This will give better data transparency and information on the energy ratings of buildings across the government estate. Any new buildings coming onto the estate will meet targets for the top quartile rating for energy use, and we will monitor the energy performance of all buildings to assess progress against the minimum energy efficiency standards. The Minimum Energy Efficiency Standard (MEES) that came into force in April 2018 will provide further improvement in the energy efficiency of our occupied estate by placing a restriction on the granting and continuation of existing tenancies where the property has an Energy Performance Certificate Rating of F and G.

In Focus: Foreign Office Goes #BeyondPlastic

In February 2018 the Foreign Secretary announced²⁹ that the FCO would be the first UK government department to eliminate avoidable single-use plastics (SUPs) from its UK operations by the end of the year, and from its global operations by 2020.

To achieve this the FCO created the first working definition of avoidable single-use plastics for use in government: "products that are made wholly or partly of plastic and are typically used once or for a short period of time before being disposed and are technically, environmentally and economically practicable to avoid" as well as a baseline of its single-use plastics waste (3.45 million items a year – around 200 items for each member of staff).

Within two months of the Foreign Secretary's announcement, the FCO had taken the following steps to reduce its use of single-use catering plastic in the UK by 40%:

- switched plastic cutlery and food containers to biodegradable alternatives;
- switched single-use condiment sachets to refillable ones;
- switched plastic cups to glass/paper;
- ended provision of plastic straws; and
- introduced china coffee cups, and a 50p latte levy (25p discount for using reusable mug, 25p surplus for use of disposable mug). This drove usage of reusable coffee cups from 3% to 46% within the first fortnight.

OGP are part of the cross Whitehall sustainability group committing to reduce the use of consumer single-use plastic by 2020, and will look to incorporate this example of best practice across the government estate.

²⁸ DFID (2018) 'A Green Future: Our 25 Year Plan to Improve the Environment', page 88. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/693158/25-year-environment-plan.pdf

²⁹ FCO (2018) 'Press Release: Foreign Secretary orders plastic to be binned from Britain's diplomatic network'. Available at: <https://www.gov.uk/government/news/foreign-secretary-orders-plastic-to-be-binned-from-britains-diplomatic-network>



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