



Llywodraeth Cymru
Welsh Government

State of the Estate

The efficiency and environmental performance of the Welsh Government administrative estate 2023-2024



Contents

1. Introduction	3	Appendix 1:	11
1.1 The Administrative Estate	4	Key data for the offices of the Administrative Estate as at 31 March 2024	
2. Estate Performance	5	Appendix 2:	12
2.1 Efficiency	5	Savings achieved from properties vacated 2016-2024	
2.2 Size and Running Costs	6		
3. Environmental Efficiency	7	Appendix 3:	14
3.1 Energy	7	Performance Summary 2019-2024	
3.2 Waste	8		
3.3 Water	8		
3.4 Environmental Performance	8		
3.5 Display Energy Certificates	9		
4. Looking Forward	10	Appendix 4:	16
		Performance Summary of Specialist Estate Properties	

1. Introduction

There remains a commitment to an office estate dispersed across Wales, supporting a stronger, fairer economy, and enabling staff to work closer to, or at home.

This report is restricted to reporting key benchmarks for cost and environmental performance.

The 10-year Future Workplace Strategy (2020-2030) sets out a framework of high-level principles to shape future plans to maximise the strategic alignment, quality performance and use of the Administrative Estate. This reflects the need to provide accommodation fit for new ways of flexible and collaborative working, and using our business space in a different way. Our aim for 50% of Welsh Government staff working remotely is in place and sets the standard for space planning at 5 workstations per 10 staff. This is complimented by an increasing need for collaborative working space and a drive towards a ‘one public estate’ characterised by collaborating with our public sector partners to co-locate.

A focus on supporting town centres, public and sustainable transport and sustainability of our buildings remain key drivers for shaping the future estate. Our environmental impact remains a priority, and we continue to invest in sustainable technologies to reduce our dependence upon fossil fuels, reduce waste and enhance biodiversity. Incorporating flexibility to accommodate policies and trends for more blended working patterns suggests a need for a different type of office space.

Financial constraints will nevertheless remain a key driver for decisions.

Options to review the location of offices will continue to include staff and Trade Unions in a detailed analysis of the costs and benefits, as opportunities arise.

This highlight report summarises the key efficiency and environmental performance data and compares these to corresponding figures for the previous strategy.

Key indicators are:

Size and running cost of the estate	Rent ¹ Business Rates Other costs
Workplace efficiency	£ per full time equivalent (FTE) post Square metres (sq m) per FTE
Energy performance as Display Energy Certificate (DEC)	
Environmental performance for CO ₂ emissions; waste generation and recycling and water consumption.	

The figures presented in this report provide a snapshot of the efficiency of the core operational offices held within the estate as at 31 March 2024. These offices are identified in Appendix 1.

Specialist properties are excluded from the cost efficiency figures reported in the main body of the report. Details of these specialist properties are shown at Appendix 4.

¹ Freehold offices are assigned a notional rent. Rents were reviewed as at 31 March 2020.

1.1 The Administrative Estate

The Estate provides 68,669 sq m of modern flexible working and meeting space for 5,736 full time equivalent staff, tenants and contractors, as at 31 March 2024.

The 15 core offices include the main hubs of Cathays Park Cardiff, Rhyd-y-Car Merthyr Tydfil, Rhodfa Padarn Aberystwyth and Sarn Mynach Llandudno Junction. Other offices and premises are located across Wales to ensure a dispersed presence and to ensure that services can be delivered to meet business needs (Figure 1).

Supporting data is set out in Appendices to the report:

- **Appendix 1:** Key data for the offices of the Administrative Estate as at 31 March 2024.
- **Appendix 2:** Savings achieved from properties vacated 2016-2024.
- **Appendix 3:** Performance Summary 2019-2024.
- **Appendix 4:** Performance Summary of Specialist Estate Properties.

Figure 1: Location of Administrative Estate Offices



2. Estate Performance

Most Staff continued to work remotely during 2023-2024. The evidence being that a higher proportion are doing so on a regular basis.

Performance figures are based on the assumption that all staff and contractors worked from their contractual base throughout the year.

2.1 Efficiency

Block C at Picton Terrace, Carmarthen remains vacant and surplus to requirements and is being actively marketed. Uncertainty about long-term working patterns have been a factor in this office space remaining vacant.

Overall, the size of the core Administrative Estate remained at 68,669 sq m, but more space has been let to public sector partners this year.

The need for staff to be dispersed across Wales constrains opportunities for further office closures, however options to 'right size' is actively considered through development of business cases, investment appraisals and consultation with Staff and Trade Unions as opportunities, such as break clauses or lease terminations, arise. Such was the case with the office at Grosvenor Road, Wrexham, which we vacated following its lease termination in January 2024,

re-locating staff into a smaller, single unit also in Wrexham. As remote working practices become more embedded it is anticipated that the nature of the office estate will change further and more opportunities for efficiencies will arise.

Opportunities to co-locate, either by letting surplus space or relocating Welsh Government operations within other public buildings continue to be actively explored. Interest from potential occupiers in our main hubs increased during 2023-2024.

Planned rationalisation has been maintained at a ratio of 5 FTE to 10 workstations and 8 sq m per workstation.

The key performance figures for the estate as a whole are set out below. An analysis by building can be found at Appendix 1.

2.2 Size and Running Costs

	31 March 2021	31 March 2022	31 March 2023	31 March 2024	Change 31 March 2023-2024
State of the Estate					
Total Area of Estate sq m	69,850	68,669	68,669	68,669	0%
Number of Properties	15	15	15	15	0%
Cost of Estate (million)	£18.413	£18.80	£18.95	£24.50	29%

	31 March 2021	31 March 2022	31 March 2023	31 March 2024	Change 31 March 2023-2024
Efficiency					
Cost per FTE	3,337	3,329	3,304	4,272	29%
Cost per sq m	263.31	273.90	275.98	358.06	30%
Sq m per FTE	12.6	12.2	12	11	-8%

3. Environmental Efficiency

The change in working patterns brought on by the pandemic continues to have an effect on pre-covid utility consumption and waste produced, including that available for recycling. The amount of waste to energy has increased, whilst the amount sent to landfill has reduced. Carbon produced and gas consumption reduced across the estate. Also, renewable electricity generated from solar PV at Cathays Park is now being monitored, which has helped reduce electricity consumption overall. This will be extended across the estate next year.

3.1 Energy

- Reduction in gross percentage tCO₂e emissions by **21%** over the previous year².
- Decrease in Electricity consumption by **27%** over previous year.
- Decrease in gas consumption by **21%** over previous year.
- **92,000 kwh** of renewable electricity was generated at Cathays Park from solar PV.
- Energy saving measures, initiated in November 2022, continue to deliver energy savings with **505 Mwh** saved between November 2023 to March 2024, compared to the same period before measures were introduced.
- Despite energy costs increasing by around 151% compared to last year, a cost offset of **£139k** was achieved compared to same period before measures were introduced.

Welsh Government continued to follow industry guidance on the safe operation of its building systems which included full fresh air ventilation and no recirculation of stale air, until February 2024 when it reverted to recirculated air. This is expected to deliver further energy savings.

² In 2023-2024 we were permitted to deduct that percentage of our total utilities consumption and carbon emissions used by our tenants, as they must record their own totals separately. These emissions total represent Scope 1 gas plus Scope 2 electricity emissions.

3.2 Waste

- Waste increased by 190% from 74 tonnes in 2022-2023 to 215 tonnes during 2023-2024. This was due to a rationalisation of office space across the estate, but especially in Cathays Park, where staff disposed of unwanted items. This exercise allowed space to be devoted to public sector tenants, to share office space.
- Waste sent to landfill reduced by 20% from 0.5% the previous year to 0.4% of total in 2023-2024.
- 86% of total waste was recycled, an increase from 81% the previous year.

3.3 Water

There was a decrease in water consumption to 2.1 m³ per person.

3.4 Environmental Performance

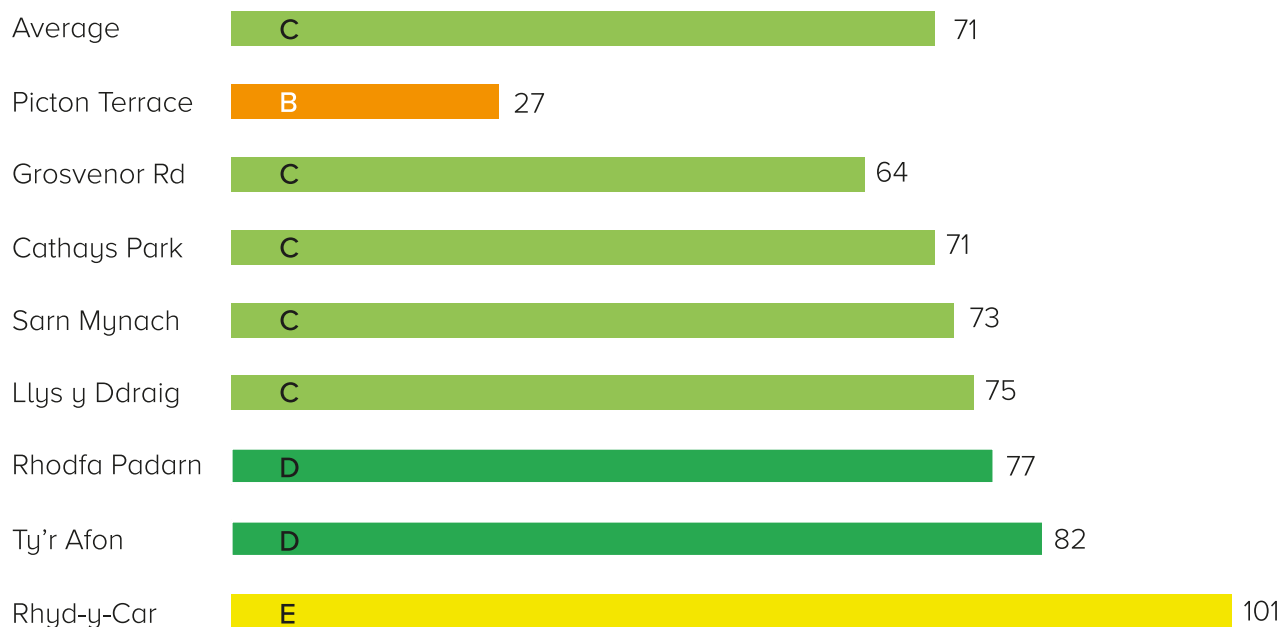
Details of greenhouse gas emissions, waste produced and water consumption on the Administrative Estate are shown below:

Environmental Performance	31 March 2018	31 March 2019	31 March 2020	31 March 2021	31 March 2022	31 March 2023	31 March 2024	Change 2022-23
Total Emissions (t CO ₂ e)	5376	4236	3713	3,500	3,000	2,890	2,275	-21%
Electricity (t CO ₂ e)	4259	3193	2647	1,896	1,500	1,542	1,210	-22%
Gas (t CO ₂ e)	1117	1043	1066	1,604	1,400	1,348	1,065	-21%
Total waste arising (tonnes)	350	372	284	50	72	74	215	190%
Landfill (% of total)	12	1	1	2	2	0.5	0.4	-20%
Recycling (% of total)	88	88	82	69	66	81	86	6%
Waste to Energy (% of total)	-	11	17	29	14	17.5	13.6	-22%
Water (CU.M/person/yr)	6.3	6.2	5.6	2.1	2.5	2.9	2.1	-28%

3.5 Display Energy Certificates – top 8 sites

The average measure remained at Band C, with an average of 71.

Site DEC Performance 2023-2024



Environmental Performance

The estate performance average has increased by 7.5% since previous report. This was due to the continued use of covid measures in respect of ventilation, where full fresh air and no recirculation increased the energy use. Measures for optimising energy performance have since been put in place.

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4. Looking Forward

This 2023-2024 State of the Estate report looks back on a year where our offices remained underoccupied as staff continued to work remotely. This is being addressed by an ongoing increase in the amount of spaces now allocated to public sector tenants. More of our spaces are being used as public sector hubs while Welsh Government staff adopt a hybrid model of working.

An increase in number of staff attending offices resulted in an increase in the figures for some areas of environmental performance, however overall key indicators, such as carbon emissions improved over the year. The increase in tenant areas allows us to deduct percentages for those areas in terms of emissions reported. Percentage of waste sent to landfill reduced, largely due to an increase sent for power production and despite a massive increase in overall waste generated.

There continues to be underutilised amounts of office accommodation across the public estate as a consequence of hybrid and homeworking since the pandemic. Whilst the efficiency of the Welsh Government Administrative Estate has improved significantly since 2015, the challenge in coming years will be to ensure optimum utilisation of Welsh Government offices for staff and tenants.

Given the commitment to a dispersed estate, opportunities to make further efficiency improvements in the future will be largely dependent upon increasing the utilisation of retained buildings through letting to public sector partners.

Appendix 1: Key data for the offices of the Administrative Estate as at 31 March 2024

Address	WG Total Ownership NIA	NIA sq m	Snowdrop Staff 2024 (inc contractors using WG space)	Snowdrop sq m. per staff	Desk Ratio	Tenure	Annual O/G Ex Rent & Rates	Rates Paid 2024	Rent inc VAT
CP1 and CP2 Cathays Park, Cardiff	37,696	37,696	3,139.6	12	0.89	○	£7,313,720	£1,299,836	£3,430,000
Part Second/Part 5th Floor, Ty Hywel, Cardiff Bay	1792	1,792	146.7	12	1.19	■	£2,707	£0	£0
Ty'r Afon, Bedwas Road, Bedwas, Caerphilly	2,907	2,486	204.9	12	1.01	■	£525,765	£117,739	£438,000
Rhyd-y-Car, Merthyr Tydfil	6,097	6,097	593.3	10	0.98	○	£1,699,247	£221,480	£825,000
Crown Building, Picton Terrace, Carmarthen	3,791	2,920	283.9	10	0.55	○	£380,519	£136,693	£202,100
Havenshead BP, Milford Haven		155	24.8	6	0.73	■	£62,404	£6,955	£17,100
Llys-y-Ddraig, Penllergaer Business Park, Swansea	1,792	1,792	301.8	6	0.66	○	£513,631	£46,277	£148,180
Rhodfa Padarn, Aberystwyth, SY23 3UR	6,262	5,764	288.5	20	1.07	○	£1,536,595	£283,550	£544,325
Powys County Hall, Spa Road East, Llandrindod Wells		886	108.8	8	0.64	■	£175,918.00	£20,638	£57,500
Ladywell House, Newtown		1,166	72.5	16	0.80	■	£233,543	£37,300	£150,237
Timekeepers Office, Holyhead		55	6.0	9	1.33	■	£30,110	£3,637	£10,962
Sarn Mynach, Llandudno Junction	7105	6129	412.5	15	1.04	○	£1,654,513	£376,571	£541,497
1 Grosvenor Lodge, Grosvenor Road, Wrexham, LL11 1DB		318	20.2	16	1.04	■	£71,900	£14,127	£40,800
Suites 5, 7 & 8 Block A, Victoria Dock, Caernarfon		738	91.3	8	0.83	■	£143,245	-£7,445	£76,200
Ground floor, Unit 2 Oak House, Celtic Springs Business Park, Newport		448	41.5	11	0.82	■	£45,478	£26,658	£66,000

○ Freehold

■ Leasehold

Appendix 2: Savings achieved from properties vacated 2016-2024

	Date Vacated	Total Estimated Savings 2016-17	Total Estimated Savings 2017-18	Total Estimated Savings 2018-19	Total Estimated Savings 2019-20	Total Estimated Savings 2020-21	Total Estimated Savings 2021-22	Total Estimated Savings 2022-23	Total Estimated Savings 2023-24	8 Year Total
Wynchway House, Haverfordwest	01/02/2016	£131,168	£131,168	£131,168	£131,168	£131,168	£131,168	£131,168	£131,168	£1,049,344
Arran Road, Dolgellau	31/03/2016	£7,073	£7,073	£7,073	£7,073	£7,073	£7,073	£7,073	£7,073	£56,584
National Park, Penrhyndeudraeth	31/03/2016	£29,094	£29,094	£29,094	£29,094	£29,094	£29,094	£29,094	£29,094	£232,752
Brecon House, Caerphilly	31/05/2017	-	£106,280	£127,606	£127,606	£127,606	£127,606	£127,606	£127,606	£871,916
Tyr Llyn, Swansea	23/06/2017	-	£371,811	£481,245	£481,245	£481,245	£481,245	£481,245	£481,245	£3,259,281
Old Vicarage, Holyhead	12/01/2018	-	£7,110	£33,271	£33,271	£33,271	£33,271	£33,271	£33,271	£208,536
Hill House, Picton Terrace, Carmarthen	01/04/2018	-	-	£139,078	£139,078	£139,078	£139,078	£139,078	£139,078	£834,468
Bocam Park, Bridgend	22/06/2018	-	-	£92,863	£119,770	£119,770	£119,770	£119,770	£119,770	£691,713
Crown Buildings, North Penrallt, Caernarfon	27/07/2018	-	-	£242,337	£356,666	£356,666	£356,666	£356,666	£356,666	£2,025,667
Clarence House, Newport	30/05/2019	-	-	-	£79,381	£94,999	£94,999	£94,999	£94,999	£459,377
Southgate House, Cardiff	19/09/2019	-	-	-	£87,042	£163,766	£163,766	£163,766	£163,766	£742,106

	Date Vacated	Total Estimated Savings 2016-17	Total Estimated Savings 2017-18	Total Estimated Savings 2018-19	Total Estimated Savings 2019-20	Total Estimated Savings 2020-21	Total Estimated Savings 2021-22	Total Estimated Savings 2022-23	Total Estimated Savings 2023-24	8 Year Total
33 Newport Road, Cardiff	31/03/2020	-	-	-	-	£4,340	£4,340	£4,340	£4,340	£17,360
Plas Carew	12/02/2021	-	-	-	-	£72,318	£72,318	£561,619	£561,619	£1,757,175
Unit 22 Llandough I.E, Penarth Road, Cardiff	23/03/2021	-	-	-	-	£2,588	£118,089	£118,089	£118,089	£356,855
Crown Buildings, Spa Road East, Llandrindod Wells	31/07/2021	-	-	-	-	-	£344,938	£518,116.75	£518,116.75	£1,381,171
QED Centre, Treforest	30/09/2022	-	-	-	-	-	-	£328,098	£328,098	£656,196
1 Grosvenor Lodge, Grosvenor Road, Wrexham	26/01/2024	-	-	-	-	-	-	-	£40,015.00	£40,015
Total Savings		£167,335	£652,536	£1,283,735	£1,591,394	£1,763,432	£2,713,172	£3,214,449	£3,254,464	£14,640,517

No properties were disposed of during 2016-17. However re-occurring savings of £167,335 were achieved for properties vacated in 2015-16.

NB Welsh Government have acquired a new satellite office in leased accommodation in Holyhead.

NB Welsh Government have acquired a new leased office in Victoria Dock, Caernarfon.

NB Welsh Government have acquired a new leased office in Oak House, Celtic Springs, Newport.

NB Welsh Government have acquired a new leased office in Powys County Hall Llandrindod Wells.

Appendix 3: Performance Summary 2019-2024

	31 March 2019	31 March 2020	31 March 2021	31 March 2022	31 March 2023	31 March 2024	Change (2023-24)
State of the Estate							
Total Area of Estate sq m	76,836	76,181	69,850	68,669	68,669	68,669	0.00%
Number of Properties	18	17	15	15	15	15	0.00%
Cost of Estate £	£17.920m	£20.420m	£18.413m	£18.808m	£18.951m	£24.506m	29.00%
Rent £	£5.328m	£7.360m	£6.507m	£6.452m	£6.481m	£6.574m	1.40%
Rates £	£2.863m	£2.877m	£2.573m	£2.561m	£2.561m	£2.584m	0.90%
Other £	£9.729m	£10.183m	£9.333m	£9.796m	£9.910m	£14.389m	45.00%
Efficiency							
Cost per FTE	£3,428	£3,778	£3,337	£3,329	£3,304	£4,272	29.00%
Cost Efficiency – £ per sq m	£233.22	£268.04	£263.61	£273.90	£275.98	£358.06	30.00%
Rent £ per sq m	£69.34	£96.60	£93.15	£93.96	£94.38	£107.96	14.00%
Rates £ per sq m	£37.26	£37.76	£36.84	£37.29	£37.29	£37.44	0.40%
Other £ per sq m	£126.62	£133.68	£133.62	£142.65	£144.32	£233.99	62.00%
Space Efficiency - sqm/FTE	14.7	14.1	12.6	12.2	12.0	11.0	-8%
Sq m per workstation	12.91	12.85	13.35	12.54	12.75	12.66	-0.70%
Workstations per FTE	1.14	1.10	0.95	0.97	0.94	0.91	3.20%

	31 March 2019	31 March 2020	31 March 2021	31 March 2022	31 March 2023	31 March 2024	Change (2023-24)
Environmental Performance							
Total Emissions (t CO ₂)	4236	3713	3,500	3,000	2,890	2,275	-21%
Electricity (t CO ₂)	3193	2647	1,896	1,500	1,542	1,210	-22%
Gas (t CO ₂)	1043	1066	1,604	1,400	1,348	1,065	-21%
Total Waste Arising (Tonnes)	372	284	50	72	74	215	+190%
Landfill (% of total)	1	1	2	2	0.5	0.4	-20%
Recycling (% of total)	88	82	69	66	81	86	+6%
Waste to Energy (% of total)	11	17	29	14	17.5	13.6	-22%
Water (CU.M/person/yr)	6.2	5.6	2.1	2.5	2.9	2.1	-28%

Appendix 4: Performance Summary of Specialist Estate Properties

Address	Reason for Exclusion	Floor Area sq m NIA	Total Annual Cost 2017-2018	Total Annual Cost 2018-2019	Total Annual Cost 2019-2020	Total Annual Cost 2020-2021	Total Annual Cost 2021-2022	Total Annual Cost 2022-2023	Total Annual Cost 2023-2024
25 Victoria Street, Westminster	Office located outside Wales	304	£479,844	£435,749	£358,403	£371,782	£445,258	£435,543	£318,455
Specialist Facility, Caldicot	Specialist Use	N/A	£768,651	£544,002	£597,208	£669,404	£602,578	£718,280	£738,840
Traffic Management Centre, Coryton, Cardiff	Specialist Use (traffic)	763	£236,951	£298,460	£174,748	£176,786	£197,856	£170,668	£289,956
Traffic Management Centre, Morfa BP, Ffordd Sam Pari, Morfa	Specialist Use (traffic)	1,128	£190,144	£179,382	£127,542	£133,418	£174,659	£198,233	£268,687
Plt 233, Pavilion Royal Welsh Showground, Builth Wells	Specialist Use (Pavilion)	220	£74,932	£69,050	£47,438	£45,446	£45,808	£69,847	£70,656
Rural Affairs Specialised Accommodation, Carmarthenshire	Specialist Use	452	£34,123	£36,957	£36,104	£35,091	£35,998	£37,807	£38,069