



FOLKETINGET
STATSREVISORERNE



FOLKETINGET
RIGSREVISIONEN

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submitted to the Public Accounts Committee

The Ministry of Defence's maintenance of buildings

1. Introduction

1.1. Purpose and conclusion

1. This report concerns the Ministry of Defence's maintenance of buildings. The Ministry is one of the largest property owners in the state, with approximately 5,000 buildings across 230 locations. The Establishment and Terrain Command is responsible for maintenance tasks, including conducting inspections of the buildings. In the previous defence agreement period, The Establishment and Terrain Command was allocated approximately DKK 13.9 billion, of which approximately DKK 2.6 billion was earmarked for maintenance.

2. It is essential that the buildings are in a condition suitable for their intended use. Barracks must be fit for accommodation and instruction, depots for ammunition and equipment storage, and naval bases must be operable for the Navy's vessels. Proper maintenance also reduces future expenses related to repairs, energy consumption, and helps extend the lifespan of the buildings.

In recent years, the Ministry's building maintenance has received considerable media attention. In 2023, at the request of the Minister of Defence, the Conscript Council – the professional body for conscripts – prepared a report. The Council highlighted that several barracks are neglected, with poor accommodation conditions. Issues include mould in living areas, and poorly functioning sewage, toilet, and shower facilities. Additionally, the Danish Working Environment Authority has issued over 100 orders to the Ministry in the past three years, including for mould and lack of ventilation.

3. Rigsrevisionen has previously criticised the Ministry's building maintenance, including the lack of financial oversight for maintenance projects and the poor state of facilities. These issues were raised in a 2005 report on the maintenance of state buildings and in a 2008 report on Defence's management of maintenance, construction, and development projects. Following the 2008 report, the Ministry stated it would develop a 10-year maintenance plan. Furthermore, Rigsrevisionen has criticised the Ministry's lack of transparency in financial management, most recently in the 2018-2023 period.

The Establishment and Terrain Command

The Establishment and Terrain Command was established on 1 March 2025 as part of the Defence Command. It replaces the Ministry of Defence Estate Agency (MDEA) and takes over its responsibilities.

Recent orders from the Danish Working Environment Authority

- **2021:** 29 orders issued, including 10 immediate action orders.
- **2022:** 33 orders issued, including 11 immediate action orders.
- **2023:** 45 orders issued, including 14 immediate action orders.

4. The purpose of the study is to assess whether the Ministry has managed the maintenance of its buildings satisfactorily. We answer the following questions in the report:

- Has the Ministry of Defence conducted adequate building inspections?
- Does the Ministry of Defence have a sufficient plan for building maintenance?

Rigsrevisionen initiated the study in December 2024. The study covers the previous agreement period, i.e., 2018–2023



Conclusion

The Ministry of Defence's building maintenance warrants criticism. The Ministry lacks effective management and an overview of building conditions. Despite a significant maintenance backlog, not all allocated funds have been utilised. This has resulted in buildings being in worse condition than necessary and poor working conditions for Defence personnel. The Ministry has stated that by 2025, the maintenance backlog will total approximately DKK 15 billion.

The Ministry of Defence has not conducted adequate building inspections

About 80% of the Ministry's sites - including barracks and naval stations - did not receive timely inspections during the audit period. Thus, the Ministry failed to comply with the circular on maintenance inspections of state buildings. The delayed inspections were, on average, up to 2 years late. Additionally, the registration of data from the inspections was highly deficient, both for timely and untimely inspections. This means the Ministry lacks the necessary information on the condition of buildings and technical systems required to prioritise and plan maintenance.

The Ministry of Defence lacks a sufficient maintenance plan

The Ministry does not have a long-term maintenance plan, but instead prepares a plan one year at a time, even though since 2013 the aim has been to have a 10-year plan. Moreover, the annual plans are not followed, with most planned maintenance tasks uncompleted. Overall, this means the Ministry spent significantly less on maintenance than planned and budgeted.

Finally, the Ministry has not had an accurate overview of the total maintenance backlog.

The Ministry has acknowledged the backlog and in early May published an analysis that includes the backlog estimate. The Ministry also stated that it now more regularly conducts building inspections and plans to develop a long-term maintenance plan starting in 2025.

Rigsrevisionen recommends that the Ministry, in addition to current efforts, continually ensures an overview of which buildings require inspection and gathers sufficient data on building conditions.