



FOLKETINGET
STATSREVISORERNE



FOLKETINGET
RIGSREVISIONEN

January 2026
– 7/2025

Extract from Rigsrevisionen's report
submitted to the Public Accounts Committee

The Ministry of Transport's management of the State Facility Management scheme

1. Introduction

1.1. Purpose and conclusion

1. This report concerns the Ministry of Transport's implementation of a joint scheme for service provision to central government workplaces – also referred to as the State Facility Management scheme. The scheme consolidates the administration of services at central government workplaces. The Danish Building and Property Agency under the Ministry of Transport is responsible for ensuring that services are delivered to most central government institutions, such as cleaning, canteen services and security services. Previously, the individual ministries themselves were responsible for administering these services.

In November 2017, the Finance Committee of the Danish Parliament approved an appropriation act from the Ministry of Transport granting funding for the Danish Building and Property Agency to establish the scheme. The appropriation act states that, in the long term, the state may save up to DKK 300 million annually once the scheme is fully implemented, and that consolidating the tasks under the Danish Building and Property Agency can thus release significant resources for new political initiatives. It also appears from the government proposal to which the appropriation act refers that the consolidation of facility management tasks will create opportunities for higher quality and ensure that central government institutions are to a greater extent relieved of tasks outside their core activities.

2. Following the entry into force of the State Facility Management scheme in 2019, the Ministry of Transport has taken over responsibility for service provision for central government institutions in three phases. For each of the three phases, the Danish Building and Property Agency has entered into a contract with a private supplier. At present, the Danish Building and Property Agency is responsible for delivering services to 181 central government institutions across 527 different locations throughout the country. All ministries and subordinate institutions are included in the scheme, with the exception of the Ministry of Defence, large parts of the Ministry of Justice, and self-governing institutions such as universities and upper secondary schools.

3. To achieve the objectives of savings and higher quality, it is important that the Ministry of Transport ensures effective administration of the joint central government scheme. Failure to do so entails a risk that central government institutions will not receive services of the quality they have paid for, and that institutions will not be relieved of tasks that are intended to be handled under the joint central government scheme.

Facility management at the Ministry of Defence and the Ministry of Justice

Prior to State Facility Management scheme, major facility management contracts were entered into within the areas of the Ministry of Defence and the Ministry of Justice.

Rigsrevisionen previously examined the Ministry of Defence's facilities management in report no. 11/2021. The study showed that the Ministry of Defence had managed facilities in an unsatisfactory manner and that the objectives of achieving savings and a high level of service were not met.

In June 2021, the Ministry of Defence entered into a mutual agreement with ISS to terminate the contract early.

4. The purpose of the study is to assess whether the Ministry of Transport's implementation of the State Facility Management scheme has been satisfactory in terms of achieving the benefits of establishing the scheme. We answer the following questions in the report:

- Has the Danish Building and Property Agency's implementation of the scheme led to savings for the state?
- Has the Danish Building and Property Agency ensured that the quality of the services is satisfactory, and has the Ministry of Transport supervised this?
- Has the Danish Building and Property Agency supported institutions in being relieved of tasks related to the administration of facility management?

Rigsrevisionen initiated the study in February 2025.

5. The Ministry of Transport does not agree that it is responsible for fulfilling the objective of achieving savings through the implementation of the joint central government facility management scheme. The Ministry considers that it is only responsible for tendering, procuring and managing the state's facility management tasks. Rigsrevisionen notes that it is precisely the execution of these tasks that is intended to ensure that the objective of savings is achieved, and further notes that, through the appropriation act submitted to the Finance Committee of the Danish Parliament, the Ministry of Transport received funding to establish the scheme with the aim of achieving savings.

Conclusion

The Ministry of Transport has not ensured that the state has achieved the expected benefits of consolidating services such as cleaning, canteen services and maintenance. Rigsrevisionen finds this unsatisfactory. The consequence is that the expected savings have not materialised, central government institutions report lower quality than before the consolidation of services, and institutions are performing tasks that have in fact been transferred to the Danish Building and Property Agency. Overall, it is Rigsrevisionen's assessment that the state's facility management scheme has not been successful.

The joint scheme has not resulted in savings for the state

In 2017, the Danish Parliament was informed that the state could achieve savings of up to DKK 300 million annually by consolidating the state's facility management tasks under the Danish Building and Property Agency.

The Danish Building and Property Agency does not have reliable calculations showing whether the state has in fact achieved savings by establishing the scheme. The Agency's calculations of actual savings do not include all costs. Rigsrevisionen has adjusted for some of the missing costs and, on that basis, assesses that the state has not saved money by introducing the scheme. On the contrary, the figures rather indicate that the scheme has resulted in additional costs.

Control of the quality of services is unsatisfactory

The Danish Building and Property Agency's control of whether suppliers deliver services of satisfactory quality to central government institutions is inadequate. The Agency does not have an overview of the inspections carried out and has not followed up sufficiently on whether suppliers remedy the errors and deficiencies reported by institutions.

The Ministry of Transport has not fulfilled its task of supervising the Danish Building and Property Agency's management and control of services on behalf of central government institutions. Rigsrevisionen recommends that the Ministry of Transport conduct more structured supervision of whether institutions receive the services they have paid for.

Central government institutions perform tasks that the Danish Building and Property Agency should perform

The majority of central government institutions that transitioned to a joint service scheme in 2019 state that they have more or the same number of employees administering services. This is despite the fact that they also pay the Danish Building and Property Agency to administer the scheme. Some institutions, for example, carry out quality control when they experience that services are inadequate, while others spend time following up on errors and deficiencies that have not been remedied despite complaints to the supplier.

Rigsrevisionen recommends that a fundamental and broad review of the scheme be carried out in order to identify whether solutions can be found to the range of issues highlighted in this report.