



**ROUNDTABLE REPORT
ON FUNCTIONAL ACCOMMODATION FOR
SERVICE DELIVERY**

Held on 16 November 2022

PUBLIC SERVICE COMMISSION



Vision

An impartial and innovative champion
of public administration excellence
in South Africa.

Mission

To actively promote the constitutional
values and principles as well as service
excellence in public administration
practises which result in a capable
ethical, innovative and
developmental state.

Table of Contents

LIST OF ACRONYMS.....	iv
GLOSSARY	v
EXECUTIVE SUMMARY	1
1. Background and Introduction.....	2
2. Aims and Objectives of the Roundtable	3
3. Scope and Methodology.....	4
4. State of Functional Accommodation for Service Delivery.....	5
5. Analysis of Functional Accommodation Issues and Proposals.....	18
6. Proposed Solutions	29
7. Conclusion	44
ANNEXURE A ROUNDTABLE PROGRAMME.....	46

LIST OF ACRONYMS

AGSA	Auditor-General of South Africa
APP	Annual Performance Plan
CSIR	Council for Scientific and Industrial Research
DHA	Department of Home Affairs
DPME	Department of Planning, Monitoring and Evaluation
DoJ&CD	Department of Justice and Constitutional Development
DPWI	Department of Public Works and Infrastructure
DWS	Department of Water and Sanitation
EPC	Energy Performance Certificate
GIAMA	Government Immovable Asset Management Act
HVAC	Heating Ventilation Airconditioning and Cooling
ICT	Information and Communication Technology
KPI	Key Performance Indicator
OHS	Occupational Health and Safety
OPP	Organisational Processes and Procedures
PSC	Public Service Commission
SAPS	South African Police Service
SCM	Supply Chain Management
SLA	Service Level Agreements
SMART	Specific, Measurable, Achievable, Relevant, and Time-Bound
SOP	Standard Operating Procedures

GLOSSARY

Business case: A document that examines the business need and cost-benefit analysis of a project to justify the approval of the project and to set its boundaries.

Business process: A collection of related, structured activities or tasks that produce a specific service or product (serve a particular goal) for a particular customer or customers. There are three types of business processes: Management processes, Operational processes, and Supporting processes.

Capacity: The ability of people, organisations, and society as a whole to manage their affairs successfully. This includes the ability to create, understand, analyse, develop, plan, achieve set targets, reflect on outcomes of actions, move towards a vision, change and transform.

Change management: This is a field of management focused on organisational changes. It aims to ensure that methods and procedures are used for efficient and prompt handling of all changes to controlled information and communication technology (ICT) infrastructure, to minimise the number and impact of any related incidents upon service.

Constitution: The Constitution refers to the Constitution of the Republic of South Africa, 1996.

Goal: Consists of a projected state of affairs that a person or a system plans or intends to achieve or bring about — a personal or organisational desired end-point in some sort of assumed development. Many people endeavour to reach goals within a finite time by setting deadlines

ISO 10006: This is a guideline for quality management in projects, and is an international standard developed by the International Organization for Standardization.

Line departments: Line departments are government departments like the South African Police Service, the Department of Justice and Constitutional Development, the Department of Water and Sanitation and the Department of Home Affairs where their functional accommodation is being managed by the Department of Public Works and Infrastructure (DPWI).

Management: In business and human organisation activity is simply the act of getting people together to accomplish desired goals. Management comprises planning, organising, staffing, leading or directing, and controlling an organisation (a group of one or more people or entities) or effort to accomplish a goal.

Management process: This is a process of planning and controlling the performance or execution of any type of activity.

Mandate: An official order or commission to do something.

Monitoring and evaluation departments/institutions: These are government departments like the Department of Planning, Monitoring and Evaluation and the Auditor-General that have a monitoring and evaluation role in relation to government activities and service delivery.

Motivation: This is the set of reasons that prompts one to engage in a particular behaviour.

Operations management: This is an area of business that is concerned with the production of good quality goods and services and involves the responsibility of ensuring that business operations are efficient and effective. It is the management of resources, the distribution of goods and services to customers, and the analysis of queue systems.

Organisation: This is a social arrangement which pursues collective goals, which controls its performance, and has a boundary separating it from its environment.

Organisation development: This is a planned, structured, organisation-wide effort to improve organisations.

Organisational structure: An organisational structure is a system that outlines how certain activities are directed to achieve the goals of an organisation. These activities can include rules, roles, and responsibilities. The organisational structure also determines how information flows between levels within the company.

Planning: In organisations and public policy is both the organisational process of creating and maintaining a plan; and the psychological process of thinking about the activities required to create a desired goal on some scale.

Process: This is an ongoing collection of activities, with inputs, outputs and the energy required to transform inputs into outputs.

Program management: This is the process of managing multiple ongoing interdependent projects. An example would be that of designing, manufacturing and providing support infrastructure for an automobile manufacturer.

Project: A temporary endeavour undertaken to create a unique product, service, or result.

Project accounting: This is the practice of creating financial reports specifically designed to track the financial progress of projects, which can then be used by managers to aid project management.

Project manager: a professional in the field of project management. Project managers can have the responsibility of the planning, execution, and closing of any project, typically relating to the construction industry, architecture, computer networking, telecommunications or software development.

Project plan: This is a formal, approved document used to guide both project execution and project control. The primary uses of the project plan are to document planning assumptions and decisions, facilitate communication among stakeholders, and document approved scope, cost, and schedule baselines. A project plan may be a summary or detailed.

Project planning: This is part of project management, which relates to the use of schedules such as Gantt charts to plan and subsequently report progress within the project environment.

Project stakeholders: These are entities within or without an organisation which sponsor a project or, have an interest or a gain upon successful completion of a project.

Project team: The management team leads the project and provides services to the project. Projects often bring together a variety number of problems. Stakeholders have important issues with others.

Quality: This can mean a high degree of excellence ("a quality product"), a degree of excellence or the lack of it ("work of average quality"), or a property of something ("the addictive quality of alcohol").

Resources: These are what is required to carry out a project's tasks. They can be people, equipment, facilities, funding, or anything else capable of definition (usually other than labour) required.

Risk: This is the precise probability of specific eventualities.

Risk management: This is a management specialism aiming to reduce different risks related to a preselected domain to the level accepted by society. It may refer to numerous types of threats caused by the environment, technology, humans, organisations and politics.

Risk Register: This is a tool commonly used in project planning and organisational risk assessments.

Schedules: In project management consists of a list of a project's terminal elements with intended to start and finish dates.

Scope: Of a project in project management is the total of all of its products and their requirements or features.

Standards: These are documents approved by a recognised body, that provide, for common and repeated use, rules, guidelines, or characteristics for products, processes, or services with which compliance is not mandatory (ISO 9453).

Stakeholder: Clients or other parties invested in the Project.

Strategic Objectives: These are long-term organisational goals that help to convert a mission statement from a broad vision into more specific plans and projects.

Task: This is part of a set of actions which accomplish a job, problem or assignment. In project management are activities that need to be accomplished within a defined period.

Universal access: Describes an approach that ensures that access to a service, such as buildings and transportation, is useable by all people.

Serviceability: Serviceability is an expression of the ease with which a component, device or system can be used, maintained and repaired.

Work: In project management is the amount of effort applied to produce a deliverable or to accomplish a task (a terminal element).

EXECUTIVE SUMMARY

Over the years, government departments have raised concerns about the lack of effective support and provision of functional accommodation, which negatively impacts service delivery. As the custodian of government immovable property, the Department of Public Works and Infrastructure (DPWI) is responsible for providing functional space to national line departments. Complaints by these departments include ineffective maintenance of buildings, inappropriate facilities and working conditions that are unhealthy and unsafe.

It is against this background that Public Service Commission (PSC) identified the need to conduct a **study on the effectiveness of government support for service delivery focusing on functional accommodation.**

This report presents a summary of the emerging issues found by the PSC as part of the explorative research process leading up to the Roundtable on Functional Accommodation for Service Delivery held on 16 November 2022. The purpose of the Roundtable was to obtain better understanding of the issues affecting the provision and management of functional accommodation to national government departments by the DPWI.

The sample of national departments (line departments) included in the Roundtable were the following:

- i. South African Police Service,
- ii. Department of Justice and Constitutional Development,
- iii. Department of Water and Sanitation and
- iv. Department of Home Affairs.

The Roundtable focused on identifying challenges as well as possible solutions which could be adopted by the DPWI and the line departments to improve accommodation provision and services.

The report summarises the issues and responses shared by line departments as well as monitoring and evaluation departments/oversight institutions. Data provided by line departments is analysed to classify issues and responses into broad areas, which are then ranked in terms of importance. Proposed interventions that address the identified issues are developed and presented.

During the Roundtable, line departments identified the following issues in relation to their buildings (in rank order):

- a) Poor lease planning and management, where specifications did not meet line department needs;
- b) Lack of compliance with occupational health and safety regulations, in particular issues such as inadequate ventilation and non-compliant with emergency egress and universal access provision;

- c) Poor facility serviceability and thus not being fit for purpose, arising from inappropriate spatial provisions and, layouts and servicing;
- d) Poor maintenance planning and management resulting in deteriorating conditions in buildings;
- e) Lack of consultation and communication with line departments resulting in poor planning of leases and allocation of resources;
- f) Delays in construction works as well as poor quality of buildings;
- g) Lack of adequate utility planning and management as well as non-payment of related charges by the DPWI, resulting in services being cut-off in line departments;
- h) Poor financial planning and management resulting in under-expenditure of budgets and line departments paying rental exceeding market rates;
- i) Poor resilience planning and management of facilities due to power and water outages resulting in the disruption of operations;
- j) Procurement shortcomings such as inappropriate specification of services and products, delays in process and legal challenges; and
- k) Poor emergency planning and management of the accommodation managed by DPWI, resulting in the lack of rapid securing of facilities and provision of alternative accommodation.

To address these issues, line departments proposed the following responses (in rank order):

- (i) Consider shared facility planning and management processes will mitigate against poor decisions such as unnecessary lease extensions,
- (ii) Ensure improved maintenance schedules to prevent deteriorating conditions of buildings,
- (iii) Strengthening of lease procurement to ensure facilities that are fit for purpose and meet department needs,
- (iv) Improvement in consultation and communication with line departments to ensure the provision of appropriate accommodation and promote high utilisation rates,
- (v) Ensure improved utility planning and management, including timely payment of charges, to prevent the disruption of operations due to utility cut-offs,
- (vi) Ensure adequate planning and management of construction works to mitigate against delays in the completion of projects and poor quality results,
- (vii) Ensure adequate resilience planning and management of facilities to enable timely identification of risks such as power and water outages,
- (viii) Ensure the serviceability of buildings that have the requisite space and services required by line departments,
- (ix) Regular monitoring of buildings for compliance with occupational and safety regulations,
- (x) Inclusive financial planning and management processes to mitigate against the under-expenditure of budgets and payment of excessive rental amounts; and
- (xi) Consider more innovative approaches such as mobile buildings, which are cost-effective and efficient than conventional solutions.

Studies by the Department of Planning, Monitoring and Evaluation (DPME), findings by the Auditor-General of South Africa (AGSA) and an analysis by the DPWI list the same or similar issues as those identified by line departments. The DPME, AGSA, and DPWI also provide recommendations for addressing identified issues which align in many respects with the responses identified by line departments. Common themes from the analysis are used to develop a plan which aims to address the issues identified.

This plan is structured around a shared facility planning and management framework and processes approach and is presented in the report. The plan focuses on creating effective and efficient joint capacity and systems within the DPWI and line departments based on strategic and operational planning, organisational structure, capacity and systems and operational processes and procedures.

A phased approach is proposed for the implementation of the plan. This breaks down the implementation into three phases (short, medium and long term) to build capacity, improved facilities planning and management systems as well as ensure that buildings offered to line department are fit for purpose.

1. Background and Introduction

There have been numerous complaints about buildings and facilities management services by line departments whose accommodation for service delivery is managed by the Department of Public Works and Infrastructure (DPWI). As the custodian and manager of government immovable property, the DPWI is responsible for providing functional space to line departments. Complaints by line departments include ineffective maintenance of buildings, inappropriate facilities and working conditions that are unhealthy and unsafe. Line departments indicated that poor conditions of their buildings are affecting the quality of services delivered to the public.

During the 2022/21 financial year, the DPWI reported that no less than 51 365 of the 82 114 *public service buildings were not in good condition*, which confirms that the management of state accommodation is in disarray¹. This state of affairs points to systemic weaknesses in the DPWI to effectively discharge their mandate.

It is against this background and many of its observations that the Public Service Commission (PSC) identified the need to conduct a **study on the effectiveness of government support for service delivery focusing on functional accommodation**. The PSC derives its mandate from section 196 of the Constitution which promotes constitutional values and principles articulated in section 195 for the public administration. This requires the PSC “to investigate, monitor and evaluate the organisation and administration... of the public service” and “propose measures to ensure effective and efficient performance within the public service”.

To undertake its mandate, the PSC has developed methodologies designed to constructively engage with government departments to understand service delivery issues and develop proposals which address these. This methodology includes exploratory research process, interactive workshops and roundtable engagements. This report presents a summary of the emerging issues found by the PSC as part of the explorative research process leading up to the Roundtable on Functional Accommodation for Service Delivery and also presents findings and recommendations.

The Roundtable addressed issues experienced by the following line departments: South African Police Service (SAPS), Department of Justice and Constitutional Development (DoJ&CD), Department of Water and Sanitation (DWS), and Department of Home Affairs (DHA) related to accommodation managed by the DPWI. The focus on these line departments is based on the large provincial footprint, numerous complaints and challenges experienced that negatively impact the delivery of services to the public.

¹ DPWI. Annual Report 2020/21.

The report is structured as follows:

- a. **Aims and Objectives of the Roundtable:** The purpose of the Roundtable process is presented.
- b. **Scope and Methodology:** The scope and methodology for the Roundtable process are provided.
- c. **State of Functional Accommodation for Service Delivery presented by Line Departments:** Summary of the emerging issues and the key findings of the Roundtable process are presented.
- d. **Analysis of Functional Accommodation for Service Delivery:** Key findings of the Roundtable process are presented.
- e. **Proposed Solutions / Interventions for the Identified Critical Issues:** Potential solutions for addressing the service delivery issues identified through the Roundtable process are provided.
- f. **Conclusions:** Conclusions and recommendations are provided.

Although the Roundtable focuses on the provision of services by the DPWI to the selection of key line departments identified above, a broader set of stakeholders including all national departments and selected provincial governments were represented at the event, to share experiences and to reflect on best practices.

2. Aims and Objectives of the Roundtable

The term Roundtable comes from King Arthur's legendary round table where knights congregated to engage and address issues in open discussion. It provides a way of identifying and sharing key issues of concern and building consensus on solutions.²

The following aims were identified for the Roundtable:

- a) Identify the critical areas for optimising the provision of functional accommodation for service delivery for the short, medium and long term.
- b) Create a platform for sharing knowledge and lessons.
- c) Facilitate opportunities for collaboration amongst stakeholders and role players.³

The objectives of this Roundtable were to:

- i. Establish the challenges experienced by line departments, in terms of the provision of functional accommodation, and the impact thereof on service delivery.
- ii. Assess the challenges and underlying reasons and review the interventions put in place to address critical issues to provide functional accommodation.
- iii. Propose measures to ensure effective and efficient service delivery.⁴

² Participedia.net, (2022). Roundtable Discussion – Participedia. Available at: <https://participedia.net/method/5309> [Accessed 13/12/2022].

³ PSC 2022, Terms of Reference PSC Flagship Projects on Office Accommodation and ICT.

⁴ PSC 2022, Terms of Reference PSC Flagship Projects on Office Accommodation and ICT.

3. Scope and Methodology

To ensure the Roundtable had a strong focus and was able to achieve results within a limited timeframe the scope was restricted in the following ways:

- a) **Line Departments:** The Roundtable focused on the following line departments: the SAPS, DoJ&CD, DWS, and DHA.
- b) **Department of Planning Monitoring an Evaluation:** The Roundtable drew on the body of knowledge from the Department of Planning, Monitoring and Evaluation, in particular previous evaluations conducted in this area.
- c) **Auditor-General:** Previous audit findings on government departments in relation to matters of accommodation and AG's recommendations were key to the discussions during the Roundtable.
- d) **Department of Public Works and Infrastructure:** whilst the Roundtable was focused on the National Department of Public Works and Infrastructure (DPWI) as the custodian of functional accommodation for national departments, the Western Cape Department of Transport and Public Works and Mpumalanga Department of Public Works presented examples of good practice at a provincial level.
- e) **Issues and Responses:** The Roundtable focused on issues identified by the line department and provided responses to these issues.
- f) **Service Delivery:** Given the PSC's mandate, the Roundtable focussed on public service issues and in particular supporting effective and efficient performance by government departments.⁵

The steps followed by the PSC Roundtable methodology are presented below. In some cases, not all steps are performed as the methodology is tailored for particular issues and stakeholders. The stages of the methodology are described below:

- i. **Identification** - service delivery issues are identified by the line department and initial investigations are undertaken by the PSC to understand these. Initial steps include consulting relevant government departments to understand the nature and scale of the issues.
- ii. **Project** - where service delivery issues are identified and warrant being addressed by the PSC, these are defined as a project and are prioritised for further investigation. Particularly important projects are designated as flagship projects. Projects are then resourced with an internal team and external specialist service providers may be engaged (if and where needed).
- iii. **Interaction with key role-players** - to understand the issues, the PSC engages with stakeholders involved or relevant to the issues. This includes government departments. In addition, the monitoring and evaluation department, and oversight institutions such as

⁵ PSC, 2022. Constitutional Mandate. Available at: <https://www.psc.gov.za/> [Accessed 18/12/2022].

the Presidency, the Department of Planning, Monitoring and Evaluation (DPME) and the Auditor-General of South Africa (AGSA) are also consulted. In this project, the following departments were involved: the DPWI, SAPS, DoJ&CD, DWS, and DHA. To draw on the lessons and experiences at a provincial level, the Western Cape Department of Transport and Public Works as well as the Mpumalanga Department of Public Works presented at the Roundtable.

- iv. **Exploratory studies** - to develop an in-depth understanding of issues. These studies may be commissioned by the affected or interested government departments or by the PSC. In this project, exploratory studies have been undertaken by the PSC which built on studies undertaken by DPME and DPWI, and further research by the CSIR.⁶
- v. **Interactive team meetings** - were undertaken to develop a shared understanding of the issues. These were smaller meetings where key role-players, in particular the DPWI, shared key issues and these were discussed. Based on this discussion, the PSC proposed the format and content for the Roundtable to address the issues and a format was agreed upon with all parties. The Roundtable required structured presentations by participants and therefore guidance on structure and content was shared.
- vi. **Roundtable** - was scheduled and held. To confirm commitment to the process, senior leaders from the relevant departments including overseeing portfolio committees were invited to open the Roundtable and show commitment to the outcomes of the Roundtable. This was followed by a sharing of issues, prior to proposals to address these were discussed. The Roundtable was closed with a summary of the key issues discussed and the identification of the main measures that can be used to address these. The format of the Roundtable is provided in Appendix A.
- vii. **Roundtable report** - following the Roundtable engagement session, a Roundtable report was prepared. This summarises the key issues and proposals identified in the Roundtable. The report may also develop and structure issues and proposals to draw out common themes. Outline proposals developed by the Roundtable were elaborated and implementation plans were provided.

4. State of Functional Accommodation for Service Delivery

This section of the report describes the state of functional accommodation for service delivery taking into consideration the key emerging issues emanating from the explorative research process (which is still underway) and as presented by the line departments.

4.1 Emerging issues on Functional Accommodation

To develop an understanding of the landscape and architecture of the State of Functional Accommodation the project commenced with an explorative research process and extensive consultation and working sessions with the Department of Public Works and Infrastructure.

⁶ Akwethu Engineering and Development, 2021. Evaluation of the Provision of Accommodation by the National Department of Public Works as Guided by the GIAMA ACT 19 OF 2007

The purpose of this project embarked upon by the PSC is solutions driven and therefore the process ensures that there is a clear understanding of the DPWI perspective of the challenges and areas to be addressed to ensure effective and efficient service delivery to the public.

This section of the report provides a summary of the emerging issues found in the initial stages of the explorative research process, which is still underway and will be finalised in the new financial year (2023/24):

a) Inadequate business model and organisational structure

During consultative sessions with the DPWI, the Department indicated that the PMTE has failed to fully realise its operationalisation and institutionalise the required competence of basic functionality and responsiveness to user departments' office accommodation needs despite sixteen years since its establishment. This was mainly attributed to how the entity's business model has been conceptualised. Although the PMTE has a trading account, it is not a separate entity operating as an independent business as originally intended. Rather it operates like a government department.

The PSC also established that despite the PMTE having a separate organisational structure with its budget structure, scrutiny of the DPWI's organisational structure shows that the head of the PMTE reports to the Director-General. This is in line with the Treasury regulations. For instance, regulation 19.3.2 determines that *"The head of the trading entity is accountable to the accounting officer of the department operating that trading entity and must forward all reports or approvals required in the Act via the accounting officer of the department"*. Although the DPWI indicated that the arrangement represents how the PMTE interfaces with the Department, it may also suggest that the entity is merely another component within the Department. The model and organisational arrangement may also not allow the PMTE to take strategic decisions to leverage the options presented in a competitive market as would have been the case had it been a separate entity.

In terms of the study conducted by the Department of Planning, Monitoring and Evaluations (DPME)⁷ a good business model should allow for strategic decision-making, focus and measuring performance at key points of the value creation chain. Furthermore, the DPME found that the current PMTE hybrid was set up along the lines of a government department with its structure and reporting lines not reflecting best practices and thus not set up as a competitive entity.

b) Institutional capacity of the DPWI

The DPWI lacks the requisite competence to address and solve the technical complexities present throughout the asset lifecycle (i.e. repair, upgrades and refurbishments) contributing

⁷ DPME. Report on Evaluation of the Provision of Accommodation by the National Department of Public Works as Guided by the GIAMA Act19 of 2007, dated August 2021.

to an ageing asset portfolio and huge maintenance backlog. The challenge is further exacerbated by DPWI's inability to adequately engage professional solutions offered by private sector service providers.

The DPWI highlighted a serious dearth of critical skills to ensure effective and efficient delivery, which included the following:

- i. Project management for infrastructure management
- ii. Capacity to monitor buildings;
- iii. Financial management (quantification of operations costs or proper budgeting);
- iv. Contract management and negotiation capacity;
- v. Inability to assign office accommodation space;
- vi. Customer relations management; and
- vii. Culture change management.

Due to the lack of the above skills, the DPWI finds itself operating on a "run to failure mode", which means that the department only reacts after there has been a failure to provide relief whilst in some instances resulting in month-to-month leases at exorbitant rates. Furthermore, poor budget management capability in the DPWI results in frequent reports of underspending due to delays in the timely processing of office accommodation requests leading to increased dissatisfaction from departments.

Another capacity concern was the instability in leadership in the entire Department, including its entity, as it experienced a high turnover rate of senior members for various reasons including transfers, resignations and retirement. According to the DPWI, at least eight senior managers including the Head of the PMTE and Deputy Directors-General were appointed in an acting capacity. As at 31 March 2021, 5 out of 92 terminated their services whilst the table below illustrates the turnover rate in critical occupations.⁸

Table 2: Turnover rate in critical occupations in the PMTE

Occupation	Turnover rate (%)
Architects Town And Traffic Planners	33.90
Civil Engineering Technicians	76,20
Engineers And Related Professionals	18.40
Quantity Surveyors & Related Professionals	6.70

Source: DPWI Annual Report 2020/21

The above table shows that the PMTE is experiencing a high shortage of critical skills required for the construction and maintenance of office buildings. This points to the derelict state of the DPWI's immovable asset portfolio and concerns by national departments to find suitable, accessible and safe office accommodation. Findings of the Rode Report have also painted a

⁸ DPWI Annual Report 2020/21.

grim picture about the state of office rentals in the country with the vacancy rate in the office market in quarter 1 of 2022 averaging 14,7% as compared to 8,8% by 2000.⁹

c) Poor condition of the immovable asset portfolio

As indicated above the DPWI's grappling with an asset portfolio that is generally not in good condition, which is further exacerbated by the size of the portfolio, an incomplete and fragmented immovable asset register. The PSC was informed that due to its limited capacity, the DPWI can only conduct inspections of 2 600 facilities per year out of its approximately 90 000 asset portfolio, which constitutes 0.3%. In some instances, the Department does not know where these assets are located or even their value or condition, which impacts its ability to provide departments with adequate, accessible and safe office buildings. For instance, the assessment conducted by the Civilian Secretariat for Police Service on the Police Living Quarters found that some of the units did not have the requisite security features such as fencing, gates, burglar alarms and close-circuit television (CCTV) cameras, which risks to the safety and security of members and their families.¹⁰ Furthermore, some of the 11% of flats houses and 36% of houses did not have functioning ablution facilities while the Natalia Court in Durban Central, KwaZulu-Natal and Sophiatown in Gauteng were in a dilapidated condition and not fit for human occupation.

The DPWI's annual report showed that no less than 51 365 of the 82 114 *public service buildings were not in good condition*, which confirms that the management of state accommodation is in disarray¹¹ during the 2022/21 financial year.

The situation has not improved since based on the recent information the DPWI provided as at 31 March 2022, showed that out of the 77 442 office buildings, only about 23% were in good condition whilst 69% were in fair condition and 8% were in very poor condition. The above state of affairs is indicative of serious systemic weaknesses in the DPWI to effectively discharge its mandate and ultimately impact on service delivery imperatives of departments. Experts have also warned Government that the lack of maintenance to its infrastructure spells nothing short of a ticking time bomb that can lead to disasters and accidents.¹² Recent inspections conducted by the PSC in the Department of Home Affairs¹³ also highlighted a serious lack of maintenance to its buildings, which creates challenges of modernisation for service delivery and do not comply with health and safety requirements.

d) Unprofessionalism and unethical conduct with the DPWI

9 Rode's Report 2022:1, State of the Property Market in Quarter 1 of 2022.

10 Civilian Secretariat for Police Service. SAPS Oversight Report on the State of Police Living Quarters, dated March 2020.

11 DPWI. Annual Report 2020/21.

12 Experts concerned about the state of government buildings, accessed on Experts concerned about the state of government buildings - SABC News - Breaking news, special reports, world, business, sport coverage of all South African current events. Africa's news leader, dated 10 August 2022.

13 Public Service Commission. Consolidated Report on Service Delivery Inspections Conducted at Selected Sites of the Department of Home Affairs, 2022.

The DPWI is faced with various challenges under this theme such as the lack of customer relations, professional and unethical behaviour such as late submission and erroneous reconciliation of invoices which relate to a standard operational requirement of meeting deadlines. Some of these issues require investigation to pronounce whether they constitute fraud and corruption or just errors. Whether perceived or real, several departments have raised concerns of non-responsiveness by the DPWI resulting in delays to the timely finalisation of office accommodation requests while in some instances being provided with unsuitable, or worse, unsafe office spaces as indicated above. Nonetheless, the DPWI has been grappling with high levels of fraud and corruption relating to infrastructure contracts over the years. For instance, the Minister recently announced the Special Investigation Unit (SIU)'s commitment to investigate five contracts in the Department as part of the Presidential Proclamation issued in 2018.¹⁴

e) The unintended consequence of the procurement system

The procurement system has led to the unintended consequence of “tenderising of the state” resulting in the State losing technical skills to the private sector, which were later sourced back at a high cost to the State (refer to Table 2 above on turnover rate of critical skills). An investigation by Tshele and Agumba found that South Africa is experiencing a high shortage of 46 000 skilled artisans in the construction industry.¹⁵ This state of affairs does not augur well for the provision of adequate office accommodation and also impacts Government's developmental objectives. This ultimately erodes the State's capacity to effectively deliver services. To this end, the DPWI is more geared towards procurement of services and lacks the technical knowledge to target and/or even achieve optimal asset life.

Of concern, as found by the DPME study, is that the DPWI's earlier promise of the PMTE as one that would be a vehicle of swift procurement and effective delivery of services than the private sector has become the direct opposite.¹⁶ This was as departments continued to experience delays with their office accommodation requests, including maintenance issues, resulting in greater dissatisfaction and overall accommodation not being fit for purpose. The DPME attributed the challenge to the current approach of all property management functions being centralized in the DPWI.

As found by the DPME, this was contrary to the DPWI's commitment in its 1997 White Paper (Section 5.4.10) that it aimed to create a conducive environment enabling client departments to source property and facilities management services from the most appropriate service providers, whether public or private, from 2002/03.

14 De Lille welcome SIU investigation into five DPWI projects, accessed on De Lille welcome SIU investigation into five DPWI projects (engineeringnews.co.za), dated 8th August 2022.

15 Investigating the Causes of Skills Shortage in South Africa Construction Industry: A Case of Artisans, accessed on (PDF) investigating the causes of skills shortage in South Africa construction industry: A case of artisans (researchgate.net)

16 DPME. Report on Evaluation of the Provision of Accommodation by the National Department of Public Works as Guided by the GIAMA Act19 of 2007, dated August 2021.

Decentralising the acquisition of office accommodation also presents an opportunity for government departments to identify innovative solutions for their space requirements to enhance access to their services. Departments may adopt a hybrid approach in terms of which of their services require physical space and which can be delivered through solutions such as information and communication technology (ICT) for improved service delivery. For instance, the onset of COVID-19 and the resulting global shutdown of most economic sectors as social distancing measures to curb the spread of the virus proved that there are alternative ways of delivering services than through the physical space as countries were forced to work remotely and rely on ICT platforms for business continuity. The PSC inspections in the DHA also revealed that its modernisation programme enabled the modification of its workspace and automation of services such as the issuance of smart IDs and passports resulting in efficient workflow processes and enhanced accessibility to its services.¹⁷

f) Inefficient lease management

Lease renewals are not managed proactively resulting in month-to-month lease arrangements at great cost to the State due to the lucrative high rates charged whilst other landlords prefer such arrangements based on financial gain. Another implication is that landlords often refuse to maintain their buildings due to a lack of security of tenure borne out of this arrangement resulting in health and safety risks. Certain landlords have carte blanche/monopolies over the property management environment due to the number of properties they possess which departments may wish to lease as office accommodation and hold the State at ransom resulting in lease fees above market rates. The case in point is the unfortunate experiences of some of the departments that ended up being locked out of their buildings with dire implications to service delivery.

The DPWI also lacks the adequate competence to interface with private-sector lease negotiators. This was evident based on the study conducted by SAPS, which found that a number of their buildings were either underutilised or over-utilised yet were located in the same provinces, which raised questions about efficiencies, especially in terms of proper lease management and applicable rental costs.¹⁸

Furthermore, user departments also identify preferred buildings without following prescripts, which results in protraction and impediment of the process, and in some cases even causes the process to be terminated. However, the findings from the DPME study drew a direct relationship between the centralization of the lease management function at the Head Office of the DPWI and the slow turnaround in accommodation delivery.

17 Public Service Commission. Consolidated Report on Service Delivery Inspections Conducted at Selected Sites of the Department of Home Affairs, 2022.

18 2021/22 SAPS Accommodation and ICT Spending Review. Management and Utilisation of Accommodation and ICT in SAPS – Is there space in Greater Efficiency? dated 2021.

4.2 Line Department Issues and Responses

In this section, the issues identified by line departments are summarised. This draws on presentations and discussions at the Roundtable by the respective line departments. The material here is presented verbatim from slides presented by line departments. Editing of this data has been avoided so that the reader can view the raw data to provide them with an unfiltered or unmanipulated view. Errors and spelling mistakes have therefore been left in this data. Thereafter an analysis is carried out to identify common themes. This reviews the raw data to draw together and summarise the broad issues. Then concluding with a summary of responses to issues by line departments is provided. Again, data is presented verbatim and has not been filtered or manipulated.

Outlined below are the facilities management and planning issues and responses identified by line departments for their accommodation.

4.2.1 South African Police Service (SAPS)

The following issues were identified by the SAPS:¹⁹

Issue 1 - DPWI procured the Telkom Towers building during the 2015/16 financial year for use by the SAPS. However, the building was not compliant or ready for occupation and there were reports of inadequate fire detection and fire protection, malfunctioning lifts, lack of ventilation and malfunctioning heating, ventilation and air conditioning (HVAC) system issues.

Procurement of the building has meant that the SAPS is on a month-to-month lease in its current accommodation, which has huge financial implications. This results in issues such as occupational health and safety (OHS) risks, possible evictions and lockouts, as current owners of accommodation have little incentive to manage this property.

The procurement of additional space while occupying existing accommodation has meant that SAPS has incurred audit findings as lease payments are classified as fruitless expenditure. The situation is deteriorating as the vacant Telkom Towers building is degenerating due to non-occupation resulting in exorbitant amounts required for repairs and upgrades.

Issue 2 - Poor **project management** by DPWI results in underperformance by contractors, delays, substandard work and health and safety issues.

Issue 3 - The DPWI has stopped planned **maintenance** without informing SAPS as the client department. This results in poor conditions and health risks at SAPS facilities and results in the issuing of contravention and prohibition notices by the Department of Labour.

¹⁹ SAPS, 2022. Public service commission feedback: accommodation challenges and proposed solutions

Issue 4 - Poor management of leased facilities by the DPWI results in SAPS being affected by:

- A lack of maintenance and poor conditions.
- Renewals and extensions of leases are being carried out without SAPS consent.
- Lockouts due to non-payment by DPWI.
- Disconnection of electricity and water due to non-payment of accounts.
- A lack of primary security features such as perimeter fencing and guards.

Issue 5 - The SAPS facilities experience a lack of water and power as no measures are in place to address this. This affects the **quality-of-service delivery and health and safety conditions for staff**. The SAPS stations are unable to detain people as a result of the condition of cells and a lack of water. Detainees have to be transported to other stations at a significant cost and there is the potential for civil claims.

Issue 6 - There are internal issues related to SAPS organisation, capacity and systems for estate planning and facilities management. These include **inadequate technical capacity**, a lack of policy and procedures for very large projects, poor implementation and delays on small projects.

Departmental responses

To address these issues, the SAPS proposes the following responses²⁰.

Response 1 - The DPWI should **develop costed plans** to address the issues in discussion with SAPS.

Response 2 - The DPWI could address this issue by **sharing procurement strategies** with the SAPS and providing up-to-date reports. They also need to address problem projects more rapidly and proactively.

Response 3 - The DPWI must **develop a plan to address maintenance backlogs** and conditions at the SAPS facilities.

Response 4 - The DPWI should **improve their management of leased facilities**.

Response 5 - The DPWI should develop a **strategy** to ensure that the SAPS facilities have **reliable water and electricity supplies**. Furthermore, the DPWI to **prioritise the repair of cells and the provision of water** to the SAPS stations.

²⁰ SAPS, 2022. Public service commission feedback: accommodation challenges and proposed solutions

Response 6 - The DPWI should develop **improved internal capacity and systems to deliver and manage** the SAPS facilities. Investigation of technologies such as temporary modular buildings to address urgent requirements.

4.2.2 Department of Justices and Constitutional Development

The following issues were identified by the DoJ&CD:²¹

Issue 1 - The DPWI does not have a **clear process flow or standard operating procedures (SOP) with timelines for implementation**. The planning of the projects takes too long and there is a lack of consultation and sometimes important issues such as ICT and security are not included.

Issue 2 - Monthly reports provided by the DPWI are **not up-to-date** and sometimes have misleading information.

Issue 3 - Protracted Supply Chain Management (SCM) processes delay service delivery such as the **appointment of consultants and contractors**.

Issue 4 - Poor performance by incompetent contractors leads to the termination of contracts. Sometimes the DPWI takes too long to cancel contracts and appointments which affects timelines.

Issue 5 - The DPWI has sometimes been **unable to spend allocated budgets**. The under-spending has led to National Treasury **reducing the allocation over the years**.

Issue 6 - The DPWI has **not implemented service/term contracts** in some regions to address the **maintenance backlog**. Maintenance issues remain unresolved for extensive periods, leading to OHS non-compliance.

Issue 7 - The DPWI does not always **manage lease agreements** well. This leads to delays in tenant installations, poor maintenance resulting in lifts not working, **no service level agreements (SLAs)** and poor communication between tenants and landlords and delays in the development and renewal of leases.

Issue 8 - Courts are left with **no water, electricity**, firefighting equipment, generators, lifts, air-conditioners etc. **not being serviced affecting the operations of Courts**.

²¹ DoJCD, 2022. input to the PSC roundtable

Issue 9 - The DPWI does not address ageing, dilapidated, and dysfunctional buildings that do not comply with basic OHS legislation. Office layouts in many cases no longer respond to current needs.

Issue 10 - The DPWI have no clear business processes on how to address urgent issues.

Departmental responses

To address these issues, the department proposes the following responses²².

Response 1 - Prioritising planned maintenance projects must be a collective process. The Works Control System (WCS) registered business process and funding model are to be developed and agreed upon between the DPWI and DoJ&CD.

Response 2 - A business process above the 20% threshold is proposed to address **co-funding options** in planned maintenance projects to ensure reconfigurations and other capital elements required by the client can be accommodated.

Response 3 - There should be a process to reconfigure spaces to create secure zones for security purposes (judiciary, staff, detainees, public), water and electricity backup solutions, improved security measures incl. fencing, signage, air conditioners, creation of separate server rooms etc.

Response 4 - ICT and security costs for removal and reinstatement of equipment should be included in all planned maintenance project scopes.

Response 5 - More rapid processes should be undertaken. Grouping of projects under one planning instruction to be executed by the DPWI offices where in-house capacity or implementation agents are available. Work studies are to be conducted on SCM business processes to propose shortened turnaround times that meet customer expectations.

Response 6 - Term contracts must be introduced for all technical, cleaning and gardening services to ensure stability and effective service delivery.

Response 7 - Proper planning to ensure the continuation of services i.e. new contracts to fall into place immediately when an old one expires (Programme and Management Principals).

Response 8 - Monthly reports should be introduced as a control measure for reporting and monitoring purposes.

²² DoJCD, 2022. input to the PSC roundtable

Response 9 - Devolve functions to users.

Monthly reports are to be accurately updated and submitted timeously as a control measure for reporting and monitoring purposes. Monthly reports are to be introduced as a control measure for reporting and monitoring purposes indicating calls logged, cancelled, in progress, and resolved.

There should be the **development of a service delivery model** that is client-orientated.

Proper planning is to be incorporated to ensure the continuation of services i.e. new contracts to fall into place immediately when the old one expires (Programme and Management Principles).

Response 10 - There should be a **revision of SLAs** to incorporate communication and information sharing to ensure that the best interests of line departments are reflected. SLAs should have a **penalty clause and a dispute resolution mechanism**. It should also devolve some functions to the users/clients.

There should be a uniform functional technical structure for line departments, and these should be strengthened and enhanced. This should include the appointment of professionals with technical capacity at the DoJ&CD National Office level. SCM technical support to both DPWI and line departments should be provided.

The implementation of the Infrastructure Delivery Management System (IDMS) and Government Immovable Asset Management Act (GIAMA) should be enforced.

4.2.3 Department of Water Affairs and Sanitation

The following issues were identified by the DWS:²³

Issue 1 - Lease agreements are not the same in terms of duration. Some are for 3 or 5-year or 9-year leases. The conditions of leasing are not the same based on the duration of the lease. This results in issues, for instance, in short-term leases the lessor is unable to renovate the leased buildings due to an inability to access finance. This results in the DWS occupying buildings which are not well maintained.

Issue 2 - Delays in negotiating and finalising leases between the lessor and the DPWI.

Issue 3 - Unresolved accounts dispute between the property owners, DPWI and the City of Tshwane.

Issue 4 - Delays by the DPWI in paying monthly rentals to the property owners.

Issue 5 - Maintenance of the state-owned buildings which is not prioritised.

²³ DWS, 2022. Challenges, Interventions and Proposed Solutions.

Issue 6 - A lack of support to the DWS regions **by the Regional DPWI.**

Issue 7 - Unfulfilled commitments made by the lessors on the maintenance of buildings e.g. tenants installation at Bronkhorstspuit and Mmabatho.

Departmental responses

To address these issues, DWS proposes the following responses.²⁴

Response 1 - Lease terms should be standardised to ensure equal and fair treatment of lessors.

Response 2 - The DPWI should **establish the negotiation committee** inclusive of the client department.

Response 3 - The DPWI should pay the lessors to enable them to settle their bills to prevent possible lockouts.

Response 4 - Prioritisation in terms of renovation of state-owned buildings.

Response 5 - The **DPWI Head Office intervention is required to engage with its regional DPWI** to attend to the Client's Forums and provide support when a need arises.

Response 6 - Intervention by the DPWI on unfulfilled commitments by the lessors. Lessors must be held accountable for failed commitments by the DPWI.

4.2.4 Department of Home Affairs

The following table provides the issues identified by the DHA.²⁵

Issue 1 - Offices are generally not in line with the DHA needs including inadequate waiting areas for clients inside and outside offices, inadequate areas for frontline and back office officials, lack of pause areas for officials, limited ablution facilities for officials and clients, and limited parking for government, staff and client vehicles.

Issue 2 - Inadequate accessibility for people with disabilities.

Issue 3 - Inadequate ventilation and non-compliance with health and safety protocols.

²⁴ DWS, 2022. Challenges, Interventions and Proposed Solutions.

²⁵ DHA, 2022. Roundtable: Government Support Focusing on Functional Accommodation for Service Delivery.

Issue 4 - Procurement challenges include sourcing new office accommodation, appointments of consultants for new construction projects, appointments of contractors for new projects and appointment of service providers for repair and maintenance

Issue 5 - Limited consultation with client departments on procurement of offices.

Issue 6 - Leases are not renewed timeously.

Issue 7 - Lack of enforcement of lease agreement terms. Lack of supervision of service providers and enforcement of contracts.

Issue 8 - No maintenance programme for state-owned buildings.

Issue 9 - Rentals that are not market-related.

Departmental responses

To address these issues, the DHA proposes the following responses²⁶.

Response 1 - Make sure facilities **comply with norms and standards** as well as health and safety protocols.

Response 2 - Improve maintenance of facilities.

Response 3 - Ensure that there are **consultations with client departments** on the procurement of offices.

Response 4 - Ensure leases are renewed timeously.

Response 5 - Ensure there is enforcement of lease agreement terms.

Response 6 - Ensure there is adequate supervision of service providers and enforcement of contract terms.

Response 7 - Review the current operating model, systems and process.

Response 8 - Have a closer working relationship between DPWI and clients (not for compliance).

Response 9 - Implement Service Level Agreements between the DPWI and user departments.

²⁶ DHA, 2022. Roundtable: Government Support Focusing on Functional Accommodation for Service Delivery.

Response 10 - Develop strategies to move to a state-owned property portfolio.

5. Analysis of Functional Accommodation Issues and Proposals

This section of the report undertakes an analysis of data on the state of functional accommodation for service delivery as presented by line departments. First, an analysis of responses is carried out to identify common issues and develop a simple classification of the main issues. Data is presented to show how issues identified can be clustered by type and prioritized.

Second, proposed responses and solutions by line departments are also analysed to identify common responses. These are classified to show how responses can be clustered by type and prioritized.

Third, issues and responses proposed by the line department are compared with other studies in this area carried out by the Department of Planning, Monitoring and Evaluation (DPME), the Auditor General (AG) and the Department of Public Works and Infrastructure (DPWI) themselves. This analysis reviews the alignment between the issues and responses developed by line departments and compares this with the findings and recommendations of studies carried out by DPME, the AG and DPWI. This is carried out to cross-check and validate findings from the different studies.

5.1 Classification of the issues

An analysis of the issues for each department indicates that some broad common areas can be defined. These are described in the table below:

Issues	Description
a) Financial planning and management	This area covers issues related to financial planning and management. Issues include under-expenditure of budgets and line departments paying rental amounts which exceed market rentals.
b) Communication planning and management	This area covers issues related to a lack of consultation and communication with line departments (users/clients). Issues here include a lack of joint planning leading to poor planning and allocation of resources. It also includes the DPWI making decisions about leases and properties without consulting line departments leading to low utilisation rates, inappropriate accommodation and unnecessary expenditure. Line departments also indicated that they would like improved communication and reporting, such as monthly reports. However, these currently could not be relied on as they were not regular and sometimes contained inaccurate data.
c) Facility serviceability planning and management	This area covers issues related to serviceability planning and management. Serviceability describes the extent to which buildings are fit for purpose, and therefore have the type of space and services required for line department functions. Issues here included facilities which could not be used because they

Issues	Description
	had inappropriate spatial provisions, layouts and servicing. For instance, insufficient waiting space, in some instances, affected service delivery.
d) Compliance planning and management	This area covers issues related to compliance with building and occupational health and safety regulations. Here issues include inadequate ventilation and non-compliant emergency egress and universal access provision.
e) Lease planning and management	This area covers issues related to planning and managing leases of rented accommodation. Here issues include the poor specification of leases and leases that did not adequately address line department needs, for instance, leases may have left out security and information and communication technology (ICT) services that were required by line departments. It also includes the renewal of leases without consulting the line department. There were also issues with the poor management of leases which were not enforced leading to a lack of maintenance and health and safety issues.
f) Utility planning and management	This area covers issues related to planning and managing utilities such as water and energy at facilities. Issues here included the non-payment of utility charges by the DPWI resulting in accommodation being cut off for non-payment.
g) Maintenance planning and management	This area covers issues related to the maintenance of buildings and sites. It includes concerns about deteriorating conditions in buildings and associated health and safety issues and reduced serviceability of buildings. Where maintenance occurred, there were issues with the planning and management, as work was of poor quality and there were delays and over-expenditure.
h) Procurement planning and management	This area covers issues related to procurement planning and management. It includes concerns about the inappropriate specification of services and products as well as long delays and legal challenges.
i) Construction works planning and management	This area covers issues related to the planning and management of construction works. It includes issues related to the specification of works, the appointment of professionals and contractors and contract management of the works. Construction works were found to result in poor quality results, experience extensive delays and were not completed on budget.
j) Resilience planning and management	This area covers issues related to the planning and management of resilience. Resilience in facilities management includes identifying and managing risks, such as power and water outages, that may affect operations. Issues here included the lack of water and energy which resulted in line departments experiencing service delivery disruptions and additional costs.
k) Emergency planning and management	This area covers issues related to the planning and management of emergency or urgent work. Examples include the requirement to rapidly secure facilities damaged by fire and provide alternative accommodation to enable service delivery continuation. Issues here include an inability to respond quickly and appropriately to emergencies.
l) User department capacity and systems	This area covers issues related to the facilities management capacity and systems in line departments. Here issues identified by line departments included the lack of qualified and experienced staff and inadequate internal systems and processes related to facilities management.

5.2 Classification of the responses

An analysis of the responses for each line department indicates that some broad common areas can be defined. These areas are the same as the areas identified in terms of the issues described above. However, some additional areas have been identified and are described below.

Responses	Description
a) Strategic facilities planning and management	This area covers responses that proposed strategic facilities planning and management. This includes the development of long-term strategic plans for facilities which align with line department strategic plans. Responses include the suggestion that there should be joint planning and budgeting processes between DPWI and line departments.
b) Financial planning and management	This area covers responses that addressed financial planning and management. Issues include under-expenditure of budgets and line departments paying rental amounts which exceed market rentals.
c) Communication planning and management	This area covers responses that addressed a lack of consultation and communication with line departments.
d) Facility serviceability planning and management	This area covers issues related to serviceability planning and management. Serviceability describes the extent to which buildings are fit for purpose, and therefore have the type of space and services required for line department functions.
e) Compliance planning and management	This area covers proposals related to compliance with building and occupational health and safety regulations.
f) Lease planning and management	This area covers proposals related to planning and managing leases of rented accommodation.
g) Utility planning and management	This area covers proposals related to planning and managing utilities such as water and energy at facilities.
h) Maintenance planning and management	This area covers proposals related to the maintenance of buildings and sites.
i) Procurement planning and management	This area covers proposals related to procurement planning and management.
j) Construction works planning and management	This area covers proposals related to the planning and management of construction works.
k) Resilience planning and management	This area covers proposals related to the planning and management of resilience. Resilience in facilities management includes identifying and managing risks, such as power and water outages, that may affect operations. Issues here included the lack of water and energy which resulted in line departments experiencing service delivery disruptions and additional costs.
l) Emergency planning and management	This area covers proposals related to the planning and management of emergency or urgent work. Examples include the requirement to rapidly secure facilities damaged by fire and provide alternative accommodation to enable service delivery continuation.
m) User department capacity and systems	This area covers proposals related to the facilities management capacity and systems in line departments.
n) Shared planning and management	This area covers proposals for shared planning and management. It includes joint planning, coordination and progress meetings to ensure that there is better coordination, alignment and integration between activities being undertaken within line departments and those in DPWI.

Responses	Description
o) Innovative approaches	This area covers proposals for innovative responses that can be used to address issues more rapidly, cost-effectively and efficiently than conventional solutions. Examples include the provision of mobile buildings to provide accommodation quickly rather than experiencing service delivery disruptions as a result of the long periods associated with procuring and delivering conventional buildings.

5.3 Analysis of the Issues

To understand the issues identified by line departments better, these are analysed, and the results are presented in **Table 1** shows the issue areas and the line departments. The numbers within the columns of each line department reference the issue numbers identified by the department outlined earlier in this report (pages 8 -14).

Issue area	SAPS	DoJ&CD	DWS	DHA	Sum
Financial planning and management	1	5		9	3
Communication planning and management	1,3	1,2,7	6	5	7
Facility serviceability planning and management	4,6	1,7,8,9		1,2	8
Compliance planning and management	1,2,3,5,6	6,7,9		3	9
Lease planning and management	1,4	1,7	1,2,3,4,7	4,6,7	12
Utility planning and management	4,5	8	3		4
Maintenance planning and management	4	6,7,9	5,7	4,8	8
Procurement planning and management	1	3		4	3
Construction works planning and management	2	4		4,7	4
Resilience planning and management	5,6				2
Emergency planning and management		10			1
User department capacity and systems	7				1

Table 1: Table indicating issue area, issues and line departments

5.4 Analysis of the responses

To understand the responses proposed by line departments better, these are also analysed and presented in **Table 2**. This shows the response areas and the line departments. The numbers within the columns of each line department reference the responses proposed by the line department outlined earlier in this report (pages 9 – 15).

Response	SAPS	DoJ&CD	DWS	DHA	Sum
Strategic facilities planning and management		1,9,10	2,5	7,8,9,10	9
Financial planning and management	1	1			2
Communication planning and management		8,9	5	3,8	5
Facility serviceability planning and management	6	3			2
Compliance planning and management		10		1	2
Lease planning and management	4	7,9	1,6	4,5	7

Response	SAPS	DoJ&CD	DWS	DHA	Sum
Utility planning and management	5,6		3		3
Maintenance planning and management	3,6	1,2,4,10	4	2	8
Procurement planning and management	2	6,9,10			4
Construction works planning and management		5,10		6	3
Resilience planning and management	5,6	3			3
Emergency planning and management					0
User department capacity and systems		10			1
Shared planning and management	1,2	1,5,8	1,2,5	3,7,8,9	12
Innovative approaches	7	2			2

Table 2. Table indicating response area, responses and line departments

5.5 Summary of emerging issues and responses

A review and analysis of the issues and responses identified by line departments provide distinct and common patterns across line departments, as per tables 1 and 2 above. These patterns are also confirmed by studies in this area by the DPME²⁷ and the AGSA²⁸. This is reflected in the summary and prioritised issue and response lists outlined next.

5.5.1 Emerging issues

The results indicate that one of the main issues line departments have about their facilities relates to lease planning and management. Line departments indicate that this is being carried out poorly resulting in a range of impacts related to service delivery including facilities that do not comply with building regulations and occupational health and safety, facilities that are poorly maintained and facilities that may result in energy and water outages and lockouts as a result of bills not being paid on time.

There is also a common concern amongst line departments about their buildings not being compliant with building regulations and occupational health and safety. This negatively affects service delivery as occupants of the building, both employees and members of the public, are exposed to unhealthy and potentially dangerous conditions. This is a deterrent to citizens interested in accessing service delivery in the building and is likely to result in low morale and increased turnover and absenteeism by staff. It also opens up the line department and DPWI to potential legal action.

Line departments understand their facility requirements in terms of spatial provision and arrangements as well as services such as security and parking. Service delivery is affected when these requirements are not in place. For instance, insufficient waiting space means that

²⁷ Department of Monitoring and Evaluation 2019, Evaluation on the Accommodation Provision Programme ("AP Programme") PMTE- Accommodation, maintenance and lease insights

²⁸ Auditor General, 2022. PMTE- Accommodation, maintenance and lease insights

people have to wait in the open air and are exposed to the elements. In their presentations, line departments indicated a keen interest in the nature of their facilities and were concerned when these were inappropriate for achieving service delivery in their area. Although there are space norms available for office accommodation (Space planning norms and standards for office accommodation used by organs of State) and for some line departments (health and education, for instance), there may not be mandated specifications for all functional accommodation and relevant norms may not be applied.

Line departments indicated that they occupied buildings where maintenance was not being carried out. They were concerned as this resulted in poor working conditions and potential health and safety risks for visitors and employees.

The lack of joint planning and communication by the DPWI was a concern of line departments. They indicated that this led to a range of problems including poor decisions such as lease extensions when these were not required.

Line departments also indicated that they had issues related to poor construction works, utility, financial resilience, procurement and emergency planning and management. This resulted in issues that affected service delivery including the lack of water and electricity and disruptions related to slow construction works or the non-availability of buildings. Furthermore, line departments indicated that their internal systems and capacity limited their ability to manage their facilities.

The following prioritised issue list can be developed from the analysis:

- 1 Lease planning and management
- 2 Compliance planning and management
- 3 Facility serviceability planning and management
- 4 Maintenance planning and management
- 5 Communication planning and management
- 6 Construction works planning and management
- 7 Utility planning and management
- 8 Financial planning and management
- 9 Resilience planning and management
- 10 Procurement planning and management
- 11 Emergency planning and management
- 12 User department capacity and systems

5.5.2 Emerging responses

The results indicate that line departments have proactively considered the issues they have with their facilities and have identified responses. It is interesting to note that responses are

similar across line departments and there is some coherence on how issues should be addressed.

A common and highly rated response by line departments is that there should be shared planning and management processes. This indicates that departments consider that many of the issues at their facilities could be addressed if planning and management were undertaken in a more cooperative and coordinated way between line departments and DPWI. It also indicates an interest in developing a shared long-term plan in the form of a strategic plan and shared working processes.

Line departments also indicate that maintenance planning and management should be improved. This may have been prioritised as line departments see this as a way of addressing a range of issues such as occupational health and safety, serviceability of facilities and universal access. This view is correct, as effective maintenance management programmes can be used to address a multitude of facility issues in a coordinated, cost-effective way.

Line departments also indicate their interest in improving lease planning and management. This is seen as a way of ensuring that landlords address many of the issues such as poor working conditions and non-compliance with occupational health and safety that affect service delivery. This prioritisation is well placed as highly effective lease management processes can be used to set stringent facility selection criteria to ensure appropriate high-quality buildings suitable to requirements are selected. They can also ensure that defined standards, such as environmental and maintenance standards are maintained throughout the tenancy.

Line departments also propose responses related to improved procurement, communication, utility, construction works, resilience, facility serviceability, compliance, financial planning and management as a way of improving service delivery. It is also interesting to note that departments indicate more innovative approaches, such as the use of temporary modular accommodation should be explored. They also indicate that support should be provided to improve facility planning and management expertise and systems within their departments in areas such as procurement planning and management.

The following prioritised response list can be developed from the analysis:

1. Shared planning and management
2. Strategic facilities planning and management
3. Maintenance planning and management
4. Lease planning and management
5. Procurement planning and management
6. Communication planning and management
7. Utility planning and management
8. Construction works planning and management
9. Resilience planning and management

10. Facility serviceability planning and management
11. Compliance planning and management
12. Financial planning and management
13. Innovative approaches

5.5.3 Reviews of line department facilities planning and management carried out by other parties

This section presents the findings of reviews of line department facilities planning and management that have been carried out by the Department of Planning Monitoring and Evaluation, the Auditor-General and the DPWI. This has been carried out so findings from these studies can be compared with the issues and responses presented by line departments at the Roundtable.

5.5.4 Issues and proposals by the Department of Planning, Monitoring and Evaluation

The DPME commissioned a review of facilities planning and management of line department accommodation in 2021. The findings of this evaluation were presented at the Roundtable and are summarised below:²⁹

1. There were high levels of unhappiness among client departments, i.e. unsatisfactory service provision to negative client feedback.
2. There have been challenges concerning the planning of accommodation (i.e. fit for purpose or in line with the client's needs) and concerning stakeholders (Custodian, Users and National Treasury) and the delivery mechanism on the provision of state accommodation.
3. Previous turnaround attempts over the past 3 decades have been unsuccessful.
4. The evaluation report presented 108 findings categorised into 22 areas.
5. There are gross dysfunctionalities in accommodation provision which is a cause for concern.
6. Findings generally indicate that the Government Immovable Asset Management Act (GIAMA) has become a compliance exercise.
7. Efficiency and effectiveness are talked about but neither measured nor managed.
8. Relationships with client departments are sometimes poor, but more often dysfunctional.
9. Areas which should be the DPWI's core competencies such as procurement, landlord management and project management are seen as weaknesses and not as strengths.

To address these issues the evaluation made the following recommendations which include building on initiatives by the DPWI:

1. DPWI has produced a Management Response supporting the findings and is in a process of developing an Improvement Plan. A 2-year change project is planned, which includes

²⁹ Department Evaluation on the Accommodation Provision Programme ("AP Programme")

the development of a new functional and sustainable business model and a new organisational structure for the delivery.

2. Redesign internal business processes with appropriate accounting structures including a process to fix the asset register and reforms to the procurement strategy.
3. Implement measures to strengthen service delivery to the user departments (e.g. establish dispute resolution mechanism, devolve certain activities where appropriate, etc.).
4. Disposal of non-performing assets.
5. Fully devolve the assets to client departments with centralised guidance and direction.
6. Centralised current functions but have the ability to outsource to leverage the private sector role.
7. Public works direct delivery on a commercial basis and in competition with the private sector; administer through a property management agency, etc.

5.5.5 Issues and proposals by the Auditor-General of South Africa

A review of the Auditor-General's presentation at the Roundtable indicates that their findings on accommodation confirm many of the issues identified by line departments.³⁰ Key findings are outlined below:

1. Poor condition but still utilised properties.
2. Unutilised buildings continue to increase.
3. Vandalised properties.
4. Month-to-month leases.
5. Overpayments.

To address these issues, the AGSA proposes the following short and medium-term solutions.

Short term solutions

1. Develop the property maintenance plan for all buildings with a conditional assessment below 50%.
2. Develop immovable assets plan for all unoccupied properties to outline how the vandalised properties not fit for purpose can be refurbished to be fit for purpose.
3. Assess the immovable asset portfolio against leased properties utilised by user departments to identify state buildings that meet user department requirements and reduce the dependency on private leases.
4. Consider establishing a committee responsible for reviewing projects that have an extension of time with financial implications for consistency within regions.
5. Perform an investigation on all cancelled projects (Impaired) where a significant amount has been spent to determine the extent of fruitless and wasteful expenditure.
6. Projects should be monitored regularly (e.g. monthly) against the original timelines.

³⁰ AGSA, 2022. PMTE- Accommodation, maintenance and lease insights

7. Delays that result in the extension of time with cost e.g. late site handover should be investigated early to determine the real root cause and implicated officials should be disciplined.
8. The executive authority and the accounting officer should refer leases as a whole to SIU for investigation, especially concerning the mismanagement of leases that result in recurring overpayments.
9. The accounting officer should take decisive actions on employees who override the ARCHIBUS and SAGE systems which results in overpayments and misstatements which resulted in leases being qualified.

Medium-term

1. A target ratio of 80:20 of scheduled to unscheduled maintenance should be set.
2. Using the property maintenance plan developed, priority should be given to those properties utilised by client departments that are at the core of the service delivery.
3. Unutilised buildings should be safeguarded to avoid buildings being vandalised.
4. Prioritise unutilised properties with condition assessment above 50% (preferable office accommodation) whereby you assess these properties against leased properties utilised by user departments to identify state buildings that meet user department requirements and reduce the dependency on private leases.
5. Develop the transfer of skills plan for project managers which aims to reduce reliance on consultants to project monitoring.
6. The accounting officer should make sure that the reduction of month-to-month leases is accompanied by reduced rates that are aligned with market rates.
7. Assess the immovable asset portfolio against leased properties utilised by user departments to identify state buildings that meet user department requirements and reduce the dependency on private leases.

5.5.6 Issues and proposals by the Department of Public Works and Infrastructure

A review of the Department of Public Works and Infrastructure's presentation at the Roundtable indicates that the Department is aware of many of the issues identified by line departments. An extract of the presentation indicates:

"DPWI's property management challenges are mainly attributed to a culmination of various governance and systemic weaknesses, as well as deficiencies in proper asset lifecycle management, capacity, organisational culture, and historic operating and funding models".³¹

The DPWI also acknowledged that there are communication gaps between itself and line departments which means that aspects such as construction, lease agreements, investment charges, collection charges, facilities management and day-to-day operations are sometimes

31 National Department of Public Works and Infrastructure 2022. Government support focussing on functional accommodation for service delivery

not coordinated with line departments sufficiently leading to impacts which may affect line department service delivery, as indicated in **Figure 1**.

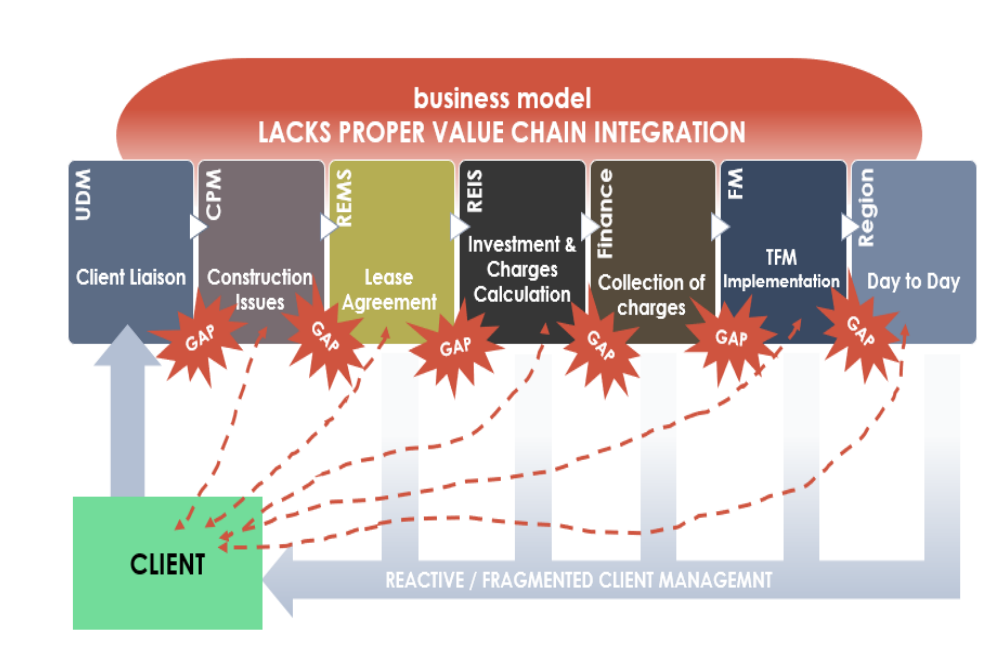


Figure 1. Fragmented client relationship management³²

To address the issues experienced by the line departments, the DPWI is developing a new service delivery model. This aims to restructure the DPWI's organisational structure to improve client liaison. The Service Delivery Improvement Model has the following objectives:

1. Implementing the current Change Management Programme.
2. Reviewing and finalising the Immovable Asset Lifecycle Management Operating Model and related OPPs.
3. Automation of SOPs and digitisation of Asset Register.
4. Finalising the Contract Management Chief Directorate after receiving DPWSA's concurrence earlier this week.
5. Addressing key audit findings and material irregularities identified by the AGSA.
6. Improving capacity to spend and resourcing.
7. Refocusing accommodation provision functions to improve responsiveness, specifically concerning the management and expenditure of projects, management of unscheduled maintenance, and the management of private leases.
8. Implement DPWI processes and systems (Archibus and SAGE) and automation of processes and procedures.
9. Refurbish Operate and Transfer Programme (ROTP).
10. Lease clean up (data and renegotiations).
11. New proactive controls and measures to address operational inefficiencies as well as procurement gaps and risks.³³

³² National Department of Public Works and Infrastructure 2022. Government support focussing on functional accommodation for service delivery

³³ National Department of Public Works and Infrastructure 2022. Government support focussing on functional accommodation for service delivery

5.5.7 Comparison of issues and proposals

The analysis indicates that many of the accommodation issues are common between line departments. It also shows that these issues are identified by the DPME and the AGSA. Issues are also identified by the DPWI who acknowledge that many of these need to be addressed. The analysis confirms there is strong alignment between departments on what needs to be done to address these issues and that the top priority is the development of a shared planning and management framework and processes. This approach aligns with recommendations made by the DPME and AGSA. It is also contained in the DPWI's proposed plan of action, which is structured around a Service Delivery Improvement Model that has a focus on organisational restructuring and improved liaison and coordination with line departments.

The shared planning and management framework and processes presented next, therefore, align well with the analysis of the issues and proposed solutions by line departments, monitoring departments and the DPWI. This strong alignment positions the proposed approach well as there is already a broad agreement between all of the parties on the key issues and measures to be used to address these. The proposed approach is set out next.

6. Proposed Solutions

This section sets out proposed solutions and interventions to be implemented to address the issues identified through the Roundtable. It also draws on the analysis of constraints and proposals developed by the DPWI to improve the management of line department accommodation.^{34 35 36} It is based on the following principles:

1. Prioritise key issues identified by line departments.
2. Building on existing systems and capacity where this works and enhances this.
3. Acknowledge limitations and failures of existing capacity and systems and address this.
4. Strengthen the capacity of role-players to ensure they can achieve requirements.
5. Develop simple effective systems and structures that can help drive and maintain improvements.
6. Ensure strategic and operational planning processes are carried out jointly
7. Set out targets and standards that need to be achieved clearly and unequivocally, drawing on SMART principles.
8. Define processes and procedures explicitly so that they are easy to understand and implement by the relevant parties.
9. Include checks and balances to ensure that progress is maintained.
10. Ensure there is a culture of commitment and accountability by staff to achieving targets, improving facility performance and support enhanced service delivery

³⁴ National Department of Public Works and Infrastructure 2022. Government support focussing on functional accommodation for service delivery.

⁸ Mpumalanga Department of Public Works, 2022. Provision of Office Accommodation.

⁹ Western Cape Department of Public Works and Transport, 2022 Roundtable on Government on Functional Accommodation for Service Delivery

11. Ensure there is a culture of learning and continuous improvement.

6.1 A shared facility planning and management framework and processes

The Public Service Regulations require government departments to develop and implement organisational structure and business process management processes.³⁷ These are defined in guidance which can be drawn on in restructuring government departments and processes for improved service delivery.³⁸

Figure 2 shows the Public Service Operations Management developed by the Department of Public Service and Administration. This has components that cover operations strategy, operations design, operational planning and organisational functionality. This guidance is comprehensive, detailed and generic.

Proposals in this report align with the principles and content of this guidance but do not cover all components or at the same level of detail due to the urgent requirement for change. However, this can be aimed for in the long term.

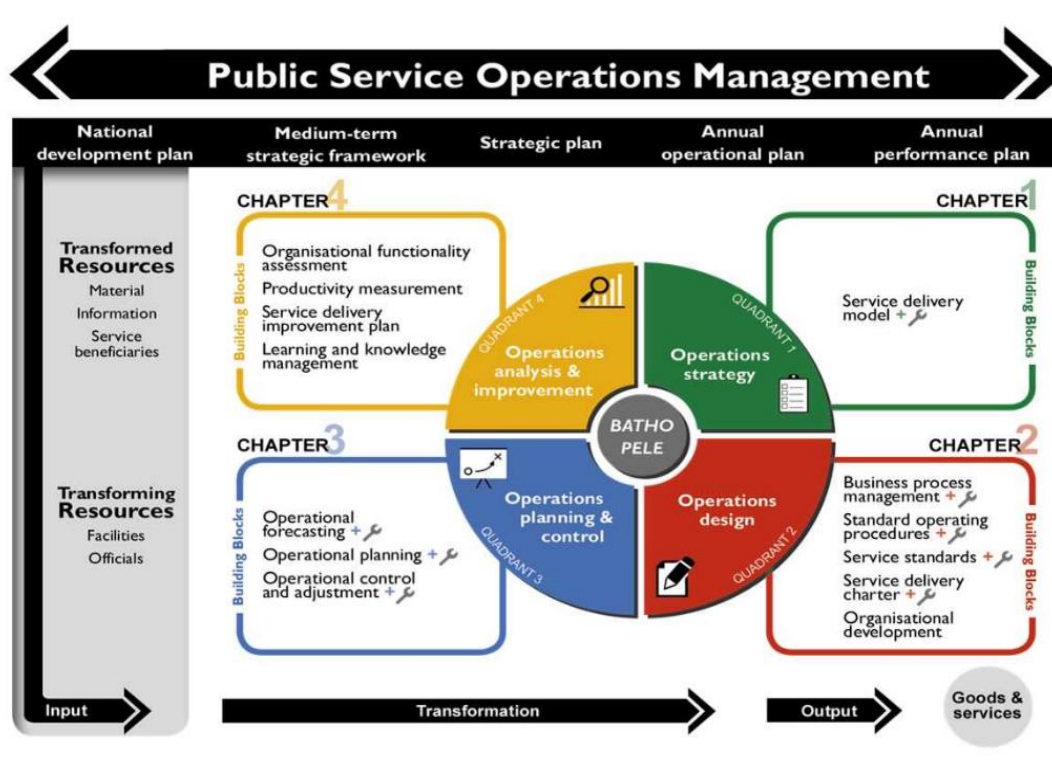


Figure 2. Public Service Operational Management.³⁹

The proposals in this report, therefore, aim to provide a simple shared framework and processes that can be agreed upon between line departments and the DPWI. This can be used to create change and improve performance while a more comprehensive approach is developed. The components of the proposed approach are:

³⁷ Functional Accommodation for Service Delivery Department of Public Service and Administration, 2016, Public Services Regulations.

³⁸ Department of Public Service and Administration, 2016a, Operational Management Framework.

³⁹ Department of Public Service and Administration, 2016a, Operational Management Framework.

1. Strategic and operational planning
2. Organisational structure, capacity and systems
3. Operational processes and procedures

6.1.1 Strategic and operational planning

Strategic and operational planning covers the development of strategic and operational plans for line department accommodation. It addresses what needs to be achieved in terms of accommodation and defines how this will be achieved. It includes the following elements:

- i. Facilities planning and management policy
- ii. Strategic facility plans
- iii. Annual operational plans
- iv. Annual performance plans
- v. Monthly reporting

i. Facilities planning and management policy

A facilities planning and management policy should be developed to set out how accommodation used by line departments should be planned and managed. Objectives, roles and responsibilities, working arrangements and monitoring and evaluation processes should be included.

ii. Strategic facilities plans

Strategic facility plans should be developed for line department accommodation. These should set out the strategic objectives of the line department and outline the implications of this for accommodation.

Situational analysis and other input studies should also be undertaken to understand the current and projected accommodation needs as well as the actual situation in existing accommodation. The situational analysis should be undertaken to ensure that facilities comply with existing and new legislation and policy.

For instance, plans must be put in place to address OHS and building regulation non-compliance, including ensuring universal access. They must also comply with new requirements, such as the need to have Energy Performance Certificates (EPC)⁴⁰, and to comply with local green building bylaws that require improved sustainability performance, such as those developed by the Tshwane, Johannesburg, Cape Town and Durban.⁴¹

40 SANEDI,2022. Energy Performance Certificates – SANEDI. Available at: <https://sanedi.org.za/energy-performance-certificates/index.htm> [Accessed 19/12/2022].

41 Durban,2022. New Buildings Green Policy_Final_2021.pdf. Available at: https://rivers.durban.gov.za/storage/Documents/Energy%20Office/New%20Buildings%20Green%20Policy_Final_2021.pdf [Accessed 19/12/2022].

A range of programmes have also been developed by government that provide strong incentives to improve energy efficiency and install renewable energy systems and these should be accessed to reduce operational costs and improve service delivery continuity.⁴² The local utility situation as well as climate change impacts should also be used to undertake appropriate resilience measures. Data from CSIR's Green Book can be used to identify local future climate impacts and plan for these.⁴³ For example, measures such as increased onsite water storage, and greywater and rainwater harvesting systems can be highly effective at mitigating against local water outages and shortages and enabling service delivery continuity.

Strategic plans should not only address strategic objectives and requirements but also be sufficiently detailed to ensure that operational plans for each facility can be developed so that these are planned and budgeted for well in advance and are coordinated and integrated efficiently and effectively within a larger programme.

iii. Annual operational plans

Annual operational plans with budgets should be developed to implement strategic plans. These should include detailed targets, budgets, work plans and monitoring and evaluation procedures. Operational plans should be developed not only to meet new needs but also to optimise the performance of existing accommodations. This can be achieved by setting targets, such as spatial and energy efficiency targets⁴⁴, and developing projects to achieve these.

Operational plans should ensure that all the major issues identified by the line departments, such as OHS and building regulations non-compliance, are dealt with as a matter of urgency. They should also undertake projects to ensure that minimum functionality and maintenance standards, as well as defined spatial, water and energy efficiency targets, are achieved. The requirement to achieve Energy Performance Certification (EPC), which requires planning and assessment of the facility, provides an opportunity to assess current issues at buildings and develop plans to address this. Detailed operational plans should be developed for each facility used by line departments to ensure that requirements are planned and budgeted for and can be implemented in a highly effective and efficient way within a larger integrated programme.

iv. Annual performance plans

Annual performance plans (APPs) should reflect targets set out in operational plans. APPs should have clear monthly or quarterly targets which are allocated to individuals and groups to achieve. The achievement of APPs should be included in the KPIs of the responsible project managers. Performance in terms of APPs should be presented every quarter to senior management and mechanisms put in place to address non-achievement.

42 SARS, 2022. LAPD-IntR-IN-2017-01-IN95-Deduction-for-energy-efficiency-savings.pdf. Available at: <https://www.sars.gov.za/wp-content/uploads/Legal/Notes/LAPD-IntR-IN-2017-01-IN95-Deduction-for-energy-efficiency-savings.pdf> [Accessed 19/12/2022].

43 CSIR, 2022. Green Book | Adapting settlements for the future. Available at: <https://greenbook.co.za/> [Accessed 19/12/2022].

44 Western Cape Department of Public Works and Transport, 2022 Roundtable on Government on Functional Accommodation for Service Delivery

v. Monthly reporting

Monthly reports should track operational plans and enable APP reports to be readily compiled. They should be used by managers to review and evaluate their performance to enable corrective action to be taken where necessary to achieve targets.

6.2 Organisational structure, capacity and systems

Organisation structure, capacity and systems refer to the individuals, groupings, and their relationships within line departments and the DPWI that are responsible for planning and managing line department accommodation. It includes the following elements:

- i. Organisational relationships
- ii. DPWI structure and personnel
- iii. Line department structure and personnel
- iv. Progress and coordination meetings
- v. Capacity development and documentation

i. Organisational relationships

The organisational and working relationship between the DPWI and line departments must be set out. This should include clear lines of communication and accountability which ensure that communication and coordinated action can take place efficiently and effectively. Organisational diagrams and service level agreements (SLAs) can be used to support this.

- a) **Organisational diagrams:** Organisational diagrams and contact details should be developed for staff responsible for facilities in DPWI and line departments. Organisational diagrams should indicate the staff and their responsibilities as well as communication and accountability lines.
- b) **Service Level Agreement:** A service level agreement should be developed to define the requirements of the service provided by DPWI to the line department. It should define how services will be delivered and provide minimum standards for this. The SLA can include a requirement to achieve compliance with OHS, EPCs, and building regulations, as well as achieving minimum functionality and maintenance standards, and defined spatial, water and energy efficiency targets. Responsiveness standards may also be referenced to ensure that issues that may affect service delivery such as blocked toilets or flooding are dealt with within a defined period (such as 6 hours). Corrective actions should be defined for situations where minimum standards are not achieved.

ii. DPWI structure and personnel

DPWI should have an organisational structure that supports effective and efficient facilities planning and management of line department accommodation. This should include:

- a) **DPWI project manager:** A designated project manager should be allocated to each line department. This person must account for all aspects of the planning and management of the respective line department's accommodation. Project managers should be responsible for meeting SLA requirements and achieving strategic and operational targets

for the line departments facilities they manage. These targets should be included in their key performance indicators (KPIs) and performance management processes followed to ensure they are achieved. The DPWI project managers should have minimum qualifications and experience level and ideally, this should include a first degree in a built environment field, 5 years of experience in facilities planning and management and have achieved, or be working towards, a built environment professional registration.

- b) **DPWI senior manager:** A senior manager should be allocated to ensure line department project managers are sufficiently supported to ensure that they achieve their targets. The DPWI senior managers will be responsible for ensuring that SLA requirements are followed and that all strategic and operational targets are met. These targets should be included in their KPIs and performance management processes followed to ensure that they are achieved. The DPWI senior project managers should have minimum qualifications and experience level and ideally, this should include a first degree in a built environment field, 10 years of experience in facilities planning and management and have achieved a built environment professional registration.

iii. Line department structure and personnel

Line departments should have an organisational structure that supports effective and efficient facilities planning and management of line department accommodation. This should include:

- a) **Line department project manager:** A dedicated project manager should be designated for each line department. This person must liaise with their counterpart in the DPWI to ensure that facilities planning and management within the department is fit for purpose and achieves targets. They need to liaise with personnel within the organisation to develop strategic facilities management plans, projects and processes undertaken to meet organisational needs. Targets should be set for managers and included in their KPIs and performance management processes followed to ensure they are achieved. They should have minimum qualifications and experience level and ideally, this should include a first degree in a built environment field, 5 years of experience in facilities planning and management and have achieved, or be working towards, a built environment professional registration.
- b) **Line department senior manager:** A senior manager should be designated to ensure that line department project managers are sufficiently supported in their work and ensure their work is effectively integrated and coordinated within the organisation. Targets should be set for managers and included in their KPIs and performance management processes followed to ensure they are achieved.

iv. Progress and coordination meetings

Regular meetings should be held between the line department and the DPWI project managers. These should track progress to ensure targets are achieved and ensure that operational systems and procedures are refined and improved. The following meeting structure is proposed with progress and coordination meetings being scheduled on alternative months.

- a) **Progress meetings:** Progress meetings should address progress and project managers should report on progress and share measures they are taking to ensure that targets are achieved. Learning should be captured and shared to improve performance.
- b) **Coordination:** Coordination meetings should address systems to ensure that facilities' planning and management systems improve over time. It is recommended that these meetings take place every quarter.

v. **Capacity development and documentation**

To ensure effective and efficient working processes, staff need to have the capabilities required to complete their tasks, as required, and to be able to work in an integrated and coordinated way with others. This is supported through capacity development programmes and documentation and communication processes, which are described below.

- a) **Capacity development:** To support alignment within and between teams in line departments and the DPWI, there should be regular capacity development sessions that cover how processes defined in organisational processes and procedures (OPPs) (see below) should be carried out. These sessions can also be used to enhance and refine OPPs to make them more effective. Regular meetings also support coordination between team members and between departments and build trust and commitment to processes. Induction sessions should be provided to all new staff to ensure they are familiar with processes and procedures and can play their role in completing these.
- b) **Documentation:** Simple, clear, easy-to-use documentation is valuable in setting out requirements and processes explicitly to ensure there is a shared understanding by the different people working on processes. It helps avoid misunderstandings and improves the productivity of team members. It is recommended that a well-structured database (such as an intranet site) of all required documentation is established and all relevant DPWI and line department staff working on accommodation be given access to this. This should include explainer videos and editable templates and checklists. Regular joint capacity development sessions (see above) should be held to introduce documentation such as OPPs (see below) to staff and ensure they can use this.

6.3 **Organisational Processes and Procedures**

Organisational processes and procedures (OPP) describe sets of coordinated actions designed to achieve specified results. The OPPs aim to ensure that objectives are clear, and the steps required to achieve results are explicit and well-defined.

Developing and applying explicit OPPs enables processes to be refined and improved over time. They also improve coordination between different members of the team and enable new entrants and employees to rapidly understand requirements and contribute effectively and efficiently to their achievement. Explicit procedures can be used to align activities and approaches within the organisation with best practices and ensure that compliance with

statutory requirements is met. OPPs for line department facilities management should include standards, workflows, procedures, checklists and templates, as described below.

- a) **Standards** are used to define minimum levels of achievement, for instance, concerning the safety, quality and reliability of products and services. They are used to ensure that important issues, such as health and safety, and productivity, are achieved. In the case of line department OPPs, existing standards and regulations such as the signage, universal access, lighting and daylight, energy and water standards as well as occupational health and safety and building regulations can be referenced.
- b) **Workflows** describe a series of activities that are necessary to complete a task or achieve an objective. Efficient and effective facilities planning and management require a range of workflows such as identifying and carrying out repairs, or developing, completing and administering lease agreements. These workflows, including the timeframes and responsible parties, should be mapped and shared. In the case of line department OPPs, workflows can describe how a particular set of actions should be carried out to achieve the required results. For instance, it may describe how a line department can initiate a process to lease a new building and then show all of the linked activities to be undertaken by the DPWI and the line department to ensure that the new lease has been efficiently, effectively and jointly, planned and managed.
- c) **Procedures** define steps or instructions for the completion of a task or project. Detailed activities are defined for role-players, and these are linked to ensure that the required objectives are achieved. In the case of the line department OPPs, procedures may describe how utility bills should be received, checked and paid. Procedures aim to make sure that this process is explicitly defined and designed to ensure reliable accurate payment of utility bills and that this is communicated with key parties including the line department, the DPWI and the respective utility provided.
- d) **Checklists and templates** support efficient and effective processes as they can integrate quality control, peer review and checking activities. Standardising processes through templates also enables processes to be carried out more rapidly and accurately and reduces the possibility of mistakes and omissions. An example of a tool in this area is the rating checklists used for assessing the suitability of buildings by government departments that have been developed by the Mpumalanga Department of Public Works.⁴⁵ In the case of OPPs, quality control and checking processes for the completion of a task or project can be put in place. Thus, a senior manager may review and confirm the decisions or outputs of more junior staff. Similarly, line departments may review and confirm processes carried out by the DPWI.

Line Department OPPs

Organisational processes and procedures with standards, workflows and procedures can be used to define best practice approaches to activities such as strategic facilities planning,

⁴⁵ Mpumalanga Department of Public Works, 2022. Provision of Office Accommodation.

maintenance planning and management, and lease planning and management. Detailed workflows can be used to carry out and track activities and ensure that targets are achieved.

The following OPPs should be developed and implemented to support improved facilities planning and management for line department accommodation. Where necessary, others can be developed and implemented.

- a) Strategic facilities planning and management
- b) Maintenance planning and management
- c) Lease planning and management
- d) Procurement planning and management
- e) Construction works planning and management
- f) Communication planning and management
- g) Utility planning and management
- h) Energy, water and sanitation planning and management including EPCs
- i) Resilience planning and management
- j) Facility serviceability planning and management
- k) Compliance planning and management

6.4 Implementation Plan

The proposed interventions should be implemented incrementally in phases. The phases proposed are short-term (1 year), medium-term (2-3 years) and long-term (5+ years). The objectives, activities, outcomes and responsibilities of these phases are outlined in the table below.

Objectives	Activities	Outcomes	Responsibility
Short-term (1 Year)			
a) To address key issues identified by line departments.	i. Develop a shared intervention plan for the year which outlines objectives, roles and responsibilities, time-frames, deliverables and targets, and monitoring and evaluation processes.	i. A shared facility planning and management framework and processes plan with activities for the first year of work.	a) The DPWI should initiate and drive activities required for this phase and line departments should actively support this.
b) To start building a more effective and efficient line department facilities planning and management approach and systems.	ii. Establish regular meetings between DWPI and line departments to ensure urgent issues are addressed effectively.	ii. Regular productive meetings between the DPWI and line departments with issues being proactively addressed and resolved.	
	iii. Establish regular meetings between DPWI and line departments to develop and implement organisational structure and systems which enable improved facilities planning and management.	iii. Regular productive meetings between the DPWI and line departments with a programme of work that is being undertaken.	

Objectives	Activities	Outcomes	Responsibility
	iv. Develop outline organisational processes and procedures (OPPs) which define standards, workflows and processes related to key issues such as lease planning and management.	iv. Outline OPPs that address priority issues, such as lease planning and management.	
	v. Set up capacity development sessions to ensure staff understand processes (defined in OPPs) and can carry these out effectively and efficiently	v. Regular joint capacity development sessions which support coordinated and efficient working.	
	vi. Establish organisational structures and designate personnel in line with the recommendations of this study.	vi. Confirmed, shared organisational structure and designated personnel within the DPWI and line departments who are responsible for line department facilities planning and management.	
	vii. Develop/review Service Level Agreements between the DPWI and line departments to set out objectives, working processes, role-players, and	vii. An agreed service level agreement can be used to regulate the support effective working relationships between the DPWI and line departments.	

Objectives	Activities	Outcomes	Responsibility
	corrective mechanisms for non-performance.		
	viii. Develop a facility planning and drive activities required for this phase and line departments should actively support this.	viii. A facilities planning and management policy that sets out the key objectives to be achieved in line with department facilities. This also allocates responsibility and procedures to ensure these are achieved.	
Medium-term (2 - 3 years)			
a) To establish the key elements of an effective facilities planning and management structure and systems.	i. Continue joint working processes developed in phase one to enhance the organisational structure, build staff capacity and develop and refine organisational procedures and processes.	i. Effective facilities planning and management structure and systems established	a) Line departments should initiate and drive their strategic facilities planning processes and involve DPWI.
b) To establish key facilities goals and objectives and achieve this through strategic and operational plans.	ii. Develop effective joint strategic facilities planning processes and translate these into operational plans, and annual performance plans.	ii. Line department strategic and operational facilities plans and budgets jointly developed.	b) DPWI should drive other activities.
c) To build staff capacity.	iii. Implement operational plans and measures that ensure	iii. Enhanced staff capacity and productive working culture.	

Objectives	Activities	Outcomes	Responsibility
d) To enhance organisational effectiveness.	that strategic targets are achieved. Plans and measures include the integration of targets into personal KPIs through HR processes.	iv. Enhance organisational effectiveness	
e) To develop and refine organisational procedures and processes.		v. Established and applied organisational procedures and processes.	
Long-term (+5 years)			
a) To embed effective facilities planning and management structure and systems.	i. Continue joint working processes developed to enhance the organisational structure, build staff capacity and develop and refine organisational procedures and processes.	i. Effective facilities planning and management structure and systems established	a) Line Departments should initiate and drive their strategic facilities planning processes and involve DPWI.
b) To embed strategic and operational facilities planning and management plans.	ii. Continue and enhance effective joint strategic facilities planning processes and translate these into operational plans, and annual performance plans.	ii. Effective line department strategic and operational facilities plans and budgets jointly developed.	b) DPWI should drive other activities.
c) Continue to enhance staff capabilities and an enabling working environment.	iii. Continue and enhance capacity development programmes to build highly capable staff and promote	iii. Enhanced staff capacity and productive working culture.	
d) Embed effective organisational structures.		iv. Enhanced organisational effectiveness	

Objectives	Activities	Outcomes	Responsibility
e) To develop, refine and apply comprehensive OPPs that reflect best practices.	productive working processes.	v. Comprehensive, established and applied organisational procedures and procedures that align with best practice.	

6.5 Monitoring Implementation and Oversight

The responsibilities in the outline plan indicate that the DPWI should drive most initiatives and work with line departments in ensuring that their requirements are met.

The PSC should ensure the monitoring of the implementation of the outline plan in collaboration with the Portfolio Committee to ensure the implementation of recommendations from the Roundtable. It is recommended that the PSC observe the implementation of the plan to support learning for future projects. However, if the plan is not implemented or is poorly implemented, the PSC should step in to ascertain why improvement plans are not being implemented successfully and address this.

7. Conclusion

This report presents the results of the PSC State of Functional Accommodation for Service Delivery Roundtable held on 16 November 2022. The Roundtable aimed to understand issues affecting service delivery at the accommodation being managed by the DPWI for the following line departments: SAPS, DoJ&CD, DWS and DHA. As well as identifying issues, the Roundtable was designed to identify ways that these could be addressed.

This report summarises the issues and responses shared by line and monitoring and evaluation government departments. Input provided by line departments was analysed to classify issues and responses into broad areas and rank these in terms of importance. Proposed interventions that address the identified issues are developed and presented.

At the Roundtable, line departments identified the following issues (in rank order): poor lease, compliance, facility serviceability, maintenance, communication, construction works, utility, financial, resilience, procurement and emergency planning and management of the functional accommodation managed by DPWI.

To address these issues, line departments proposed the following responses (in rank order), shared facility planning and management processes, improved maintenance, lease procurement, communication, utility, construction works, resilience, facility serviceability, compliance, financial planning and management processes and more innovative approaches.

Studies by the DPME, findings by the AGSA, and reflections by the DPWI, list the same or similar issues as those identified by line departments. DPME, AGSA, and DPWI also provide recommendations for addressing identified issues which align in many respects with the responses identified by line departments.

The common themes from the analysis are used to develop a plan which aims to address the issues identified. This plan is structured around a shared facility planning and management framework and processes approach and is presented in this study.

The plan focuses on creating effective and efficient joint capacity and systems within the DPWI and line departments and is based on strategic and operational planning, organisational structure and capacity, and systems and operational processes and procedures.

A phased approach is proposed for the implementation of the plan. This breaks down the implementation into three phases to build incrementally, and sustainably, improved facilities planning and management systems for line departments which are efficient, effective, resilient, in line with best practices and responsive to line department needs.

ANNEXURE A ROUNDTABLE PROGRAMME

DATE: 16 NOVEMBER 2022	VENUE: PROTEA HOTEL FIRE & ICE MENLYN, PRETORIA	TIME: 09H00 - 16H20
----------------------------------	---	-------------------------------

PROGRAMME DIRECTOR: PROF. M. MAKHANYA, COMMISSIONER (PSC)

TIME	ITEM	RESPONSIBILITY
09:00 - 09:45	Registration	All
10:00 – 10:15	Opening and Welcome	Prof M. Makhanya Commissioner (PSC)
10:15 – 10:35	Setting the Scene, Message of Support and Commitment to Monitor the Implementation of Recommendations/Solutions	Ms N. Ntobongwana, MP Chairperson of the Portfolio Committee on Public Works and Infrastructure
10:35 – 10:50	Message of Support and Commitment	Ms P. de Lille, MP Minister of Public Works and Infrastructure
Panel Discussion: State of Functional Accommodation for Service Delivery Facilitator: Ms Y. Bacus, Commissioner (PSC)		
10:50 – 11:10	South African Police Service	Brigadier S Tembani Section Head: Infrastructure Planning
11:10 – 11:30	Department of Justice and Constitutional Development	Ms Pheladi Kadiaka Chief Director: Facilities Management
11:30 – 11:50	Department of Water and Sanitation	Mr Kay Govender Chief Director: Auxiliary Services
11:50 – 12:10	Department of Home Affairs	Mr Vukani Nxasana Chief Director: Property and Facilities
12:10 – 12:30	Western Cape Transport and Public Works	Mr Shane Hindley Chief Director: Immovable Asset
12:30 – 12:50	Mpumalanga Public Works	Ms BP Mojapelo Acting General Manager: Property and Facility Management
12:50 – 13:20	Comments and Questions	All
13:20 – 14:20	Lunch Break	
Responses to Critical Issues and Areas for Prioritisation Facilitator: Mr L. Goosen, Commissioner (PSC)		
14:20 – 14:40	Department of Planning, Monitoring and Evaluation	Mr Godfrey Mashamba Deputy Director-General: Evaluation, Evidence and Knowledge Systems
14:40 – 15:00	Auditor-General of South Africa	Ms Tintswalo Masia Acting Deputy Business Unit Leader
15:00 – 15:20	Department of Public Works and Infrastructure	Dr A. Moemi Acting Director-General
15:20 – 15:50	Comments and Questions	All
15:50 – 16:05	Summation of Critical Issues	Ms Peta de Jager Impact Area Manager (CSIR)
16:05 – 16:20	Way Forward and Vote of Thanks	Ms N. Ngwenya Commissioner (PSC)
Departure		