



**THE MANAGEMENT OF NATIONAL AND PROVINCIAL GOVERNMENT OFFICE SPACE IN
THE BUFFALO CITY METROPOLE**

by

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- Firstly I would like to thank almighty God for the wisdom and endurance to complete this dissertation,
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DEDICATION

- This dissertation is dedicated to my late grandfather Willie Nelson Dyani.
- To my wife Nomsa Mendisa Nomafaku Dyani for supporting, encouraging me to finish this research. You are the piece of the puzzle that completed my being, I love you Thandolwam.
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ABSTRACT

The main objective of the study was to embark on research to ascertain the extent to which user departments manage office space effectively and efficiently. The research examined the management of scarce office space resources with a view to promote an environment of consistency that will facilitate government service delivery objectives.

The theoretical study was guided by a number of theories expounded by theorists within the subject field, exemplified by the work of Frederick Taylor and Frank Lloyd Wright during the early part of the twentieth century. This included the Scandinavian and German designs of the 1960s, as well as the concepts developed by Frank Duffy and others, including the impact of information technology from the 1990s. The findings and subsequent recommendations flowing from the study were based on theoretical criteria selected from the writings of the various researchers as consulted during the study.

A questionnaire-based survey was conducted among a sample population of prospective respondents comprising 27 property/immovable asset and corporate service managers within the geographical area of Buffalo City Metropolitan Municipality. The respondents consisted of randomly selected senior employees at user departments. Using quantitative techniques, the results were statistically analysed and the findings subsequently interpreted in order to arrive at an understanding of salient aspects regarding the research topic.

It was ascertained in the literature study that key purposes of space management include creating direction, processes and accountability for rational allocation of space to all users by developing reliable policy documents founded on genuine requirements, and ensuring economical use of space.

The study findings indicated that the majority of user departments do not have comprehensive policy frameworks nor general space norms as guiding documents for office space management. The study revealed that general space norms are only applied on newly-built government buildings. Due to service delivery needs and ever-changing markets in the property industry, user departments find it problematic to rent buildings that accommodate departmental needs or meet space norms.

The study recommended that both Departments of Treasury and Public Works are to constantly monitor the conception process and submission of U-AMPs. Additionally, enabling of accounting officers of user departments to monitor and be held responsible for effective management. This is expected to position both the Departments of Treasury and Public Works advantageously in order to provide synergy and guidance on how user-departments can develop their own policy documents in accordance with their strategic planning directives.

KEYWORDS

User Department, Asset Management, Offices space management, Framework

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LIST OF ABBREVIATIONS

AM	–	Asset Management
CPUT	–	Cape Peninsula University of Technology
DPW	–	Department of Public Works
GIAMA	–	Government Immovable Asset Management Act 19 of 1997
IA	–	Immovable Asset
IAR	–	Immovable Asset Register
PFMA	–	Public Finance Management Act 1 of 1999
SOE	–	State-Owned Enterprise

CHAPTER ONE

OVERVIEW OF THE STUDY

1.1 INTRODUCTION

Yusof (2013:02) mentions that “states in Australia have their particular policies and directions that involve sectors of government and legal entities to administer resources in concord with their asset management systems.” A concise outline will be given in this chapter, of the background to the studied problem associated with the management of office space, problem statement and its sub-problems, objectives of the study, research questions, literature overview on management of office space and delimitations to the study. The explanation on the significance of the study with clarification of concepts, chapter outline and conclusion to the chapter, will be addressed.

1.2 BACKGROUND TO THE RESEARCH PROBLEM

In view that during the last decade, Mavuso (2007:1) points out that the notion of Asset Management (AM), with specific reference to immovable assets, has achieved backing on a worldwide scale; many countries have embarked on performing the management of asset principles and methods in respect of all spheres of government. “Globally governments are working to combine operational locations and capitalise on the scale to strike value for money deals with landlords, and real penetration will require a bolder approach and will only emerge through collaboration across departments and agencies, a smarter utilization of floor space and fundamental rethinking of the way public assets are distributed.” (McMillan, 2012:5).

“Industry is under pressure to reduce costs, meet higher performance and production targets, conform to regulatory requirements and maximise returns on assets.” (McFarlane, Ouertani, Parlikad, 2008:25). Meanwhile Grimley and Stallae (2002:4) are of the view that the last decade has also seen an increase in the use of an office utilisation review, primarily as a means of evaluating how intensively and therefore how cost effectively the properties are being utilised; a very powerful empirical means of establishing flaws in space usage, and a means to assist institutions in identifying areas to focus upon in order to improve matters.

The attitude towards overall management of assets has changed significantly from traditional ways of acquiring, utilisation, maintenance and disposal of, in particular, immovable assets. An entrepreneurial approach is being considered by most countries in their efforts to save government funds, getting value for money by utilising every square metre of the office floor and generating revenue by finding the best way to invest in government facilities. Lyons (2004:10) also reiterates the importance of this approach by indicating that governments should encourage the departments to take a more entrepreneurial practice in identifying and taking advantage of intangible assets; the proficient controlling of administration's kept properties should be made an unambiguous topic of an efficient programme, with a thorough emphasis on the possibility for dropping office necessities, well harmonisation of office space needs in specific areas.

Jones and White (2008:6) are of the view that asset managing, in its broader purpose, must appear as a provider to fundamental commercial supply development so as to guarantee that the material asset foundation is allied with organisational goals. Yusof, Evans, Nasir (2012:8) are of the view that "space management has not been considered an important agenda while conducting asset management. The issue has been internationally recognised as one of the factors contributing to improved organisational standards and, with limited building space, the need for a better space management system has become an essential point in catering for the needs of clients".

Gibson, in Jones and White (2008:vii), indicates that the prevalent influence of scientific knowledge, the increase of a customer-centric approach and the pursuit for better productivity in the usage of every resource has confronted specialists to supply innovative and additional reactive property explanations satisfy tenants, clients and the wider variety of investors. These rapid changes in aspects of working practices have not exempted South Africa. This is evident in the fact that in 2007 the office of Public Works promulgated Government Immovable Asset Management Act (GIAMA), Act 19 of 2007 in order to offer a constant outline to confirm that the usage of fixed resources is in harmony with service deployment goals of both provincial and national divisions and to improve the budget of service deployment. In line with GIAMA objectives, User Asset Management Plan (U-AMP) was also developed as a principal immovable asset

management strategy planning instrument aimed at guiding and informing all asset management decisions by the user departments.

Immovable asset studies have also shown that there has been a major demand for the supply of government office space with departments continuously sourcing office accommodation and with the constant migration of departments from one building to another. This has raised some questions on office space requirements, and researchers are starting to challenge the impact of government guidelines on the actual administration of immovable assets.

In truth, the Department of Public Works (DPW), in its capacity and with its mandate, can only assist in finding accommodation that is suitable to meet the department's unique user needs. In determining office space requirements, the Department of Public Works, in consultation with user departments, is able to develop a spatial plan based on existing department officials with funded positions in the structure of the user department. With regard to the space requirements process, Daman (2012:2) argues that once the office space has been acquired, departments are burdened with the responsibility of managing and allocating of office space without experience in workplace management. Daman further indicates that the type of practice encourages individual management of properties, leading to varying space occupation densities and inconsistencies in space allocation throughout the portfolio and prompting the question whether space is being used effectively and whether any standards are used in determining space allocation.

When considering the factors that can influence the requirements of office space within institutions, Hoffman and Viljoen (2013:10) indicate that management may grasp more generous office and harmonising space with an open plan or cellular office typically being provided for operational function. It can also be acceptable that the nature of work undertaken in a particular building can differ rather considerably and, as a result, impact greatly on the way in which office space may be allocated. Hoffman and Viljoen (2013:10) further point out that the more common practice is when senior officials in departments are allowed to influence or override the decisions relating to the allocation of office space based on seniority.

1.3 STATEMENT OF THE RESEARCH PROBLEM

The inability of the user departments to formulate and implement their precise office space management framework contributes to the way office space is managed. The main problem is the inconsistency of the user department when utilising and allocating office space for their employees.

1.3.1 Sub-problems.

The subsequent sub-problems have been identified:

- User departments do not have policies and procedure manuals that govern the management of office space.
- Office space is allocated, pinpointed on seniority and not on the task given to the official.
- There is no standard office space management model that guides user departments on the allocation of office space.

1.4 THE RESEARCH QUESTIONS

As an alternative to a classic hypothesis, the ensuing research questions have been identified:

- Is there a policy framework in place that aids as a guide for user departments, on how to manage office space?
- Are user departments considering the existing office accommodation norms and standards framework as a guide to manage consistency?
- Is there a department office space management strategy?
- Are there any determinants of space allocation?

1.5 OBJECTIVES OF THE STUDY

This study's primary purpose is to embark on a research to ascertain the extent to which user departments effectively manage their office space. More specifically, the research will examine the management of scarce office space resources in an environment of inconsistency of managing office space, to achieve cost efficiency and productive management of office space to meet service delivery objectives.

1.5.1 Sub-objectives

- To establish whether there is policy framework that serves as a guide for user departments?
- To establish whether the space plan is designed in accordance with the goals of the user department.
- What is the user department strategy on office space management?
- Determine if user departments conduct an annual verification audit for office floor space against the number of employees.

1.6 OVERVIEW OF RELATED LITERATURE AND RESEARCH

A literature search on office space management was conducted preceding the development of the investigated topic and ultimately the research proposal. The purpose was to examine the existence of information and the feasibility to conduct the study. Studies by both architecture scholars and in the field of engineering and building environment, on office space management were identified. The literature on office space management has mainly been conducted in the non-state-owned areas than in the state-owned areas. Although the studies also indicate the innovative ways governments around the world have used in finding ways to improve the management of assets and, in particular, immovable assets. This is supported when McMillan (2012:4) mentions that “the United Kingdom (UK) government and other countries have recognised the value of more strategic asset management. In 2009, the sale of government properties in Europe amounted to €840 million. Spain, Ireland and Australia have also begun to sell portions of their state assets”.

The tainted history of government immovable assets in South Africa is mirrored after 1994, where the Department of Public Works (DPW) had to identify and consolidate all government properties, including those that were inherited from the former independent states. The main objective of government post-1994 through the DPW was to ensure that immovable assets (IA) were used efficiently with the aim of achieving and providing equal services for all those who lived in South Africa. Simultaneously the core business of the DPW, of being the guardian of regimes immovable assets and the supplier of accommodation, has been criticised by many for not knowing its overall immovable asset portfolio. This has led to the DPW placing

more emphasis and resources on developing an accurate and reliable Immovable Asset Register (IAR).

A better picture regarding the management of immovable assets in South Africa is portrayed in a study conducted within the Department of Public works based in the province of the Western Cape. It is a first of its kind by the leadership's administration in South Africa, with the aim of demonstrating commitment to management and improvement of its property portfolio. Although most provinces have not considered this advancement, the report created a foundation for better management of office space.

In the past, methods for allocation and management of office space in both private and public sectors was based on seniority, without consideration of the different functions within the internal programmes of the institutions. Louge-Kristensen, in Mohammad (2010:54), is of the view that corporate organisations should attempt to inspect all of their organisational zones and secondary roles to be capable of planning long and short-term service implementations for room. Meanwhile Daman (2012:15) believes that designing more efficient and effective space layouts such as open plan and activity based environments, influences and supports the way people work and can include significance as far as output and the service delivery bottom line of organisation.

Warren, in Daman (2012:16), also points out that the office environment is changing. New concepts such as space less growth, new information and communication technologies, influence how space is used and how long it is occupied. Louge-Kristenen, in Mohammad (2010:58), is of the view that the "key objectives of space management include developing guidelines and procedures for fair allocation of space to all users based on their actual needs, establishing parameters for objective assessment of space use, ensuring cost-effective use of space and establishing a financial plan and timetable for regular renewal and replacement of facilities". Brauer, also in Mohammed (2010:49), defines space management as a procedure of anticipating space prerequisites, recognising inadequacies, and transferring accessible space to users in an impartial manner, observing the utilisations and states of allocated space and successfully reacting to any user's worries with respect to usage of existing space.

In an effort by the government departments to be efficient and effective in their management of office space, it is significant that user departments are also starting to consider trends within the real estate industry, where institutions are comparing office space performance standards to other sectors. Nenonem, in Daman (2012:38), defines benchmarking as a process of establishing best practice against which current targets can be pegged now and in the future.

Departments of Public Work in conjunction with user departments are also shifting their tactics from their acquisition approach avoiding the complications of leases to sourcing occupation of state owned buildings. This provides an opportunity for departments to be more efficient in managing office space. Norm (2014:9) believes that the length of rent influences the result on space per worker, in that the longer term rent requires abundance of space in advance for a developing firm.

1.7 THE DELIMITATIONS OF THE STUDY

The report is geographically limited to the Buffalo City Metropolitan area within the Eastern Cape Province in South Africa. Although the research will be directed to user departments; for the determination of this study, user departments will also comprise of national departments situated within the geographical area of the Buffalo City Metropole.

Since the study is explorative in character, it does not embark on to addressing the overall supervision of office space inside the government sector, but rather confines its consideration to the importance of increasing strategies and measures for reasonable utilisation and distribution of office space.

The workplace environment has the potential of improving employee morale and productivity. The study will not attempt to address the impact of office space management on an employee's work performance.

There are various office space management representations but the purpose of the study is not to assume a meticulous examination of these models but to recommend the most appropriate and that will contribute immensely on cost reduction.

The most critical limitation to this study in relating to office space management is the current limited availability of literature on public sector office space management.

1.8 RESEARCH DESIGN AND METHODOLOGY

The review will find the best technique for collecting information to test the research questions. The research presented will be of an exploratory nature, as it will provide understanding of the effect of office space management for user departments within the broader scope of immovable asset management.

1.8.1 Study population

De Vos et al. (2001:223) argue that populace is the entirety of individuals, happenings, administration divisions, event archives or added specimen components involved in the study area. Salkind (2012:95) defines population as a collection of probable contributors to whom a researcher needs to generalise the outcomes of the study.

In cases where the total populace is small, de Vos (2005:195) is of the view that it is not frequently conceivable to have the least number of participants in an inquiry, because the overall populace is frequently fairly minor, and it is better for the whole populace be participating in these cases. The total target population will be determined by the number of existing user departments in the area of the Buffalo City Metropolitan Municipality.

Since the study aims to ascertain the extent to which user departments effectively manage their office space, the study population will comprise of property/immovable assets or corporate service managers from any user departments within the geographical area of Buffalo City Metropolitan Municipality.

1.8.2 Sampling and Data Collection Techniques

The study will draw on the existing literature found in journals, legislation and subordinate legislation, annual reports, newspapers, reviews and electronic databases. Empirically, the researcher will conduct the investigation by collecting data on user departments within the area of the Buffalo City Municipality in the Eastern Cape Province.

A non-probability sampling method will be considered for the study in order to establish best office space practices. This implies the use of purposive sampling to decide on the participants for the research, where asset managers from user departments

comprising of both national and provincial departments will be sampled. Grinnell and Unrau (2008), as cited in De Vos et al. (2010:232), argue that this kind of tester is centred completely on the conclusions of the investigator, in that a tester is comprised of components that carry most of the features, typical or distinctive aspects of the populace that work for the reason of the research.

In this investigation, a questionnaire will be used as a way of gathering primary data from the randomly designated sample groups. The research will be based on quantitative data. This would mean that the questionnaire will be structured with the aim of making it more attractive and easily understood to maximise the response rate. The questionnaire design will consist of open-ended and closed questions, in order to assemble timely and accurate data and to permit comprehensive and meaningful analysis, as well as purposeful utilisation of data.

1.8.3 Research Ethics

“Ethical issues are the concerns and dilemmas that arise over the way to execute research, more specifically not to create harmful conditions for the subjects of enquiry, humans, in the research process” (Schurink, 2005:43). The study will be committed to and fully observe the Ethical Code of the Cape Peninsula University of Technology (CPUT). A letter calling for authorisation to perform research will be given in to the Office of the Premier on behalf of Provincial departments. Letters will also be submitted to the National Departments that are within the area of the Buffalo City Metropole, requesting permission to conduct research on office space management.

The study will interact with asset managers to inform them about the survey in advance, prior to the distribution of questionnaires, in order to protect respondents from harm or unnecessary risk or discomfort that may be inherent in the research procedures. The cover letter that clarifies the importance of the confidentiality of the respondents will be attached to the questionnaire so as to give respondents the assurance that the data will be treated as confidentially as possible.

1.8.4 Data Analysis and results

The gathered data will be evaluated and the outcomes will be represented in the structure of tables and percentages. The outcomes will also be used to draw conclusions and structure recommendations.

1.9 THE SIGNIFICANCE OF THE STUDY

The study's focal significance was to:

- encourage and enable user departments to develop their own precise office space management policy and procedure document that will serve as a guide on the allocation and utilisation of office space;
- To address the importance of office space management as a fundamental component within the overall management of government immovable assets and;
- To bring awareness to asset users that if acceptable performance standards for office space management are met, management of space can be seen as an instrument to reduce costs and maximise returns on the use of immovable assets.

1.10 CLARIFICATION OF BASIC TERMS AND CONCEPTS

Cellular Office: an office with immovable walls and doors that can be utilised to seal off the office from another section of the work location. (Office Space Standards and Guidelines, 2012:04)

Hot-desking: denotes a situation where a number of personnel have to share a one work-station in a specific setting. (Office Space Standards and Guidelines, 2012:04)

FTE/Full Time: Full-time equivalent denotes the degree of occupancy in the building. One FTE signifies 1 individual inhabiting a workplace for eight hours in a day. A part-worker who only utilises the area for four hours in a day would consequently be designated at 0.5 FTE. (Office Space Standards and Guidelines, 2012:04)

Guideline: Statements aimed to offer direction when planning office space. While not compulsory, guidelines should be obeyed unless there is good cause not to do so. (Office Space Standards and Guidelines, 2012:04)

Open Workstation: This work area is not enclosed or it has two to three screens or panels around it that are below ceiling height. (Office Space Standards and Guidelines, 2012:04)

User: means a provincial or national division that utilises or aims to utilise a fixed resource in backing its own delivery of service aims. (GIAMA, 4:2007)

Best practice: means a necessary and fitting process, criterion, technique, system or procedure in connection to fixed resource administration. (GIAMA, 4:2007)

Immovable Asset Management: procedures that guarantee that the worth of a fixed resource is heightened throughout its lifetime. (GIAMA, 4:2007)

PFMA: The Public Financial Management Act, 1999 (Act No. 1 of 1999). (GIAMA, 4:2007)

Portfolio: denotes the full degree of fixed resources managed or utilised by a provincial or national divisions. (GIAMA, 4:2007)

Organs of state: any branch of government or management considered in paragraph (a) of section 239 of the Constitution of the Republic of South Africa, of 1996, but without the branch or management in the regional government. (GIAMA, 4:2007)

Workplace: refers to the space assigned to workspaces and their instant necessities, like personal filing. (Office Space Standards and Guidelines, 2012:04)

1.11 OUTLINE OF CHAPTER TITLES AND SUB-TITLES

The study will be divided into five chapters as following:

Chapter One point to the scope of the research and methods used including the introduction, study background, objectives and problem statement of the study, giving emphasis on main and sub-intentions. The research methodology also describes methods of collecting data, research design, limitations, how the study will be analysed and the significance of the study.

Chapter Two will concentrate on the literature review of the research. Emphasis will be given to the relevant government regulatory frameworks on immovable assets, historical background and the latest trends on office space management. It is necessary for this chapter to clarify different methods of allocation of office space. The

chapter will also identify different methods of office space management models and identify the most commonly used, to reduce costs.

Chapter Three will describe the method for the research and will outline how the information will be collected and interpreted, procedures/techniques on collecting data, selection of the sample and the method of analysing the information.

Chapter Five will present a carefully designed method on the analysis of data that will be interpreted and used for endorsements and conclusions.

Chapter Five will present a carefully designed method on the analysis of data that will be interpreted and used for endorsements and conclusions.

Chapter Six will be the last chapter for this study. The findings, recommendations and conclusions will be the main focus of this chapter. The results will be elucidated to achieve the purposes of the research in which the research problem and research questions will be answered. Recommendations for further research will be drawn from the conclusion. The research will conclude with a section that will be the last rubric of the research report.

1.12 SUMMARY

The chapter outlined the background to the study, and identified main problems including the research questions. It was also imperative for the chapter to give a review on the literature of office space management, and at the same time be able to formulate both objectives and restrictions of the report. The study practice and discussions of the significance of the research was identified together with the explanation of elementary terms and concepts that will be relevant to the research.

CHAPTER TWO

A THEORETICAL FRAMEWORK FOR OFFICE SPACE MANAGEMENT

2.1 INTRODUCTION

According to Nik Lah *et al.* (2015:85), the development of a platform or a structure is designed to sustain different business undertakings, in addition to providing services for the community. In addition, they indicate that allocating different styles of spaces for various kinds of office undertakings results in an organisation seeking more effectual usage of space and facilities, improved performance, greater user contentment, a constructive image, improved flexibility and improved use of resources. The demand for office space or facilities also compels organisations to revise their existing Immovable Asset Management policy, project space requirements and find better ways of planning, acquiring, utilising and disposing of surplus office space.

This chapter will focus on defining office space within the viewpoint of asset management, the importance of government regulatory frameworks that are relevant to Immovable Assets (IA) and how policy consequences impact on government immovable assets. The chapter will examine the evolution of office space management. It is also necessary for this chapter to identify a generic framework model that considers the current requirements of staff, modern working processes and future requirements of the organisation. The chapter will also highlight a number of office space management methods to identify the most significant, commonly used and cost- efficient methods.

2.2 DEFINITION OF OFFICE SPACE MANAGEMENT

In defining office space management, it is imperative for this study to define what asset management is and how it relates to space management. In defining asset management, Mavasa (2007:9) explains that the regular comprehension of the word “asset” is that it is something of lasting worth. At face value asset management is exactly what it says, managing assets, however, it is often used in a more restrictive way. Jones and White (2008:6) hold that the term ‘asset’ can be applied to depict a wide variety of sorts of resources, for example, monetary assets, infrastructure assets, equipment and property and plant and machinery.

Wittwer *et al.* (in Kivits *et al.*, 2008:1554) explain that “asset management is a set of policymaking tools that enable managers to craft a framework for both lengthy and immediate forecasting. The objective of asset management is to integrate the strategic planning of operations, maintenance and capital investment decision-making”. Mitchell *et al.* (in Tywoniak, Rosqvist, Mardiasmo and Kivits, 2008:1554) are of the view that numerous definitions of asset management exist, nevertheless, there is an extensive agreement to perceive asset management as the procedure or system that resources are “put through” with a purpose to make a product or deliver a service at ideal level. Woodhouse (in Mollentze, 2005:11) defines AM as a system that “when applied to physical assets as a set of discipline[s], method[s], procedure[s] and tools to optimise the whole life business impact of costs, performance and risk exposure (associated with the availability, efficiency, quality, longevity and regulatory/safety/environmental) compliance of the companies’ physical assets.”

Gibson (in Yosuf, 2013:13) holds that there are relations in terms of facility management (FM), property management or estate management and, now and again, asset management is viewed as encompassing property management and further connected undertakings, whilst in different circumstances, asset management is distinguished as a category of property management.

Isa (in Nik Lah *et al.*, 2015:89) postulate that “space management is a more extensive term that covers appraisal of the need for space, space planning, process management and the utilisation of space to support the number of personnel using that particular space”. In defining space management, Ahumadfauzi (in Yusof *et al.*, 2012:2) is of the view that it is as a method of forecasting space necessities, recognising shortcomings, allocation of current essential space to the clients, checking usage, assisting operators recognise space usage difficulties and resolving space management. Moreover Isa (in Nik Lah *et al.*, 2015:88) also describes “space management as property management that includes the management of activities for the entire structure”. Langston and Lauge-Kristensen (in Nik Lah *et al.*, 2015:88) hold that “conflicts do arise between facility management and property management regarding the role of space management, yet the role of space management provided by these two management entities are similar, which is to provide services to ensure the space provided meets the requirements of the

organisation's core objectives as well as to satisfy customers. These management activities focus on the best use of existing physical resources and reduce the demand for space or asset".

Table: 2.1: Definitions

Authors	Definition of Space Element in Facilities Management
IFMA (2012)	An occupation that involves many principles to ensure the functioning of the area created by connecting people, places, systems, and technology.
BIFM (2012)	Integrating various activities into a constructed setting and the supervision of their influence on individuals and place of work.
Cotts <i>et al.</i> (2010)	Coordinate the workplace and personal development of the individual and work within the organisation.
Noor and Pitt (2010)	The administration of multi-disciplinary events to ensure unceasing practicality of the constructed location by connecting and assimilating people, places, technology and processes.
Then (1999)	The exercise of FM is involved with the provision of the empowering office setting. The optimal practical area that assists human resources and the business procedures.
Hamer (1988)	The route of designing, applying, sustaining and accounting for suitable material areas and amenities for an organisation, while at the same time pursuing to decrease the related complete budget.
Alexander (2002)	The discipline's scope envelops all facets of property, environmental management, space, support services and health and safety.
NHS Estates (1996)	The routine of harmonising the actual workspace with the individuals and labour of an establishment; incorporating the doctrines of architecture, commercial management and the interactive and manufacturing sciences
CFM (1995)	The enhanced procedure of office administration to motivate individuals to give their utmost, encourage their efficacy and create a encouraging input to financial development and administrative accomplishments.

Source: Asmoni *et al.* (2015)

2.3 EVOLUTION OF OFFICE SPACE MANAGEMENT

Pugsley and Haynes (2002:34) HOLD that the “design of office accommodation has advanced slowly from the influences of Frederick Taylor and Frank Lloyd Wright in the early part of the twentieth century, through the Scandinavian and German designs of the 1960s, to the ideas of Frank Duffy and others, and the impact of information technology in the 1990s”. Carter (2013:12) reiterates that the American engineer Frederick Taylor is recognised as one of the originals to plan a proficient, tailor-made office area.

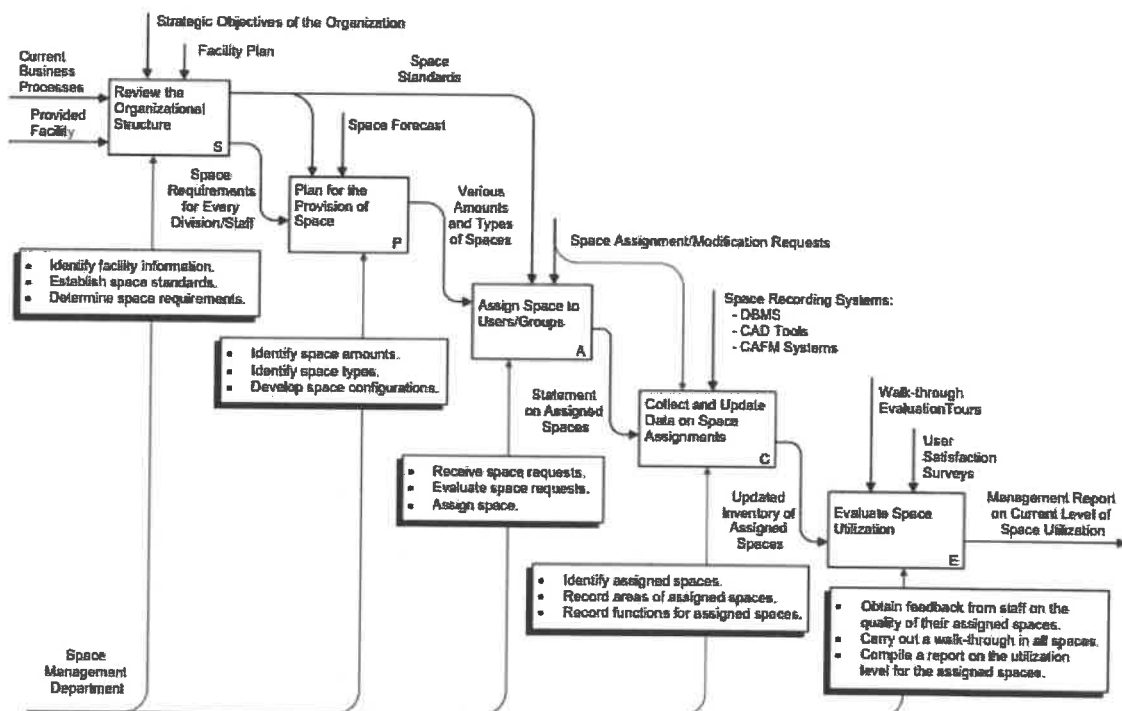
During the middle of the 20th century it became evident that corporate office use was changing. Daman (2012:46) points out that traditionally public sector office space was characterised by a cellular layout with space dedicated to an individual. Warren (2003:307) mentions that the providing of corporate office space is constantly shifting as fresh approaches of functioning are brought in, in the pursuit for superior adeptness and frugality; the view that single job situation attends to all of a worker’s undertakings, has altered and the workplace layout presently focuses on “activity settings” in that “position no long means place.” Meanwhile Marmot and Eley (in Haynes, 2002:35) also acknowledge that workplaces cannot be planned in the same way for all purposes, but recommended the idea of space for specific jobs, shifting away from single allocations centred on rank, to one centred on needs. Warren (2002:306) states that “We are working in less space for longer hours and adopting innovative new work practices in order to remain competitive and drive our organisation forward”.

2.4 SPACE MANAGEMENT

Nik Lah, Mohammed and Abdullah (2015:88) mention that “space management is one of the essentials in asset and facilities management either for government or private structures”. Muir (in Hassanain and Moied, 2010:52) is of the belief that space administration is an activity that stresses on the delivery of a variety of operational settings and space facilities for the commercial workforce of the organisation, and the supervision of the space design within the approach determined by the organisation. Nik Lah *et al.* (2015:89) further indicate that “space management activities can be divided into several stages namely, identifying organisational structure, planning for allocation of space, allocation of space, collecting of data and evaluating the space used”. These activities have also been coined by Hassanain and Moied (2010:53) as

a Generic Space Management Framework, which aimed at developing a regular procedure that space administrators can embrace in their specialized systems of assigning and handling space in business amenities.

Best and Langston (in Nik Lah *et al.* 2015:89) state that “the practices and activities carried out to achieve effective space management are comprehending the wants, needs and objectives of the organisation”. Hassanain and Moied (2010:53) identify the space activities that are mentioned by Nik Lah and colleagues as IDEF (Integration Definition for Function Model), and further indicate the events that occur within a business practice and define the responsibilities that must to be assumed within each process. The space management steps can be observed in Figure 2.1 below.



Source: Nik Lah *et al.* (2015)

Figure 2.1: Space Management stages

2.4.1 Reviewing the organisational structure

McMillan (2012:3) is of the view that “as government explores more complex, vibrant organisational structures that take into consideration adaptable project-based teams, their essential asset needs are changing as well and, to that effect, to progress on the asset-based model represents no simple task, as each government department faces its own unique set of barriers to improving property management”. Nik Lah *et al.*

(2015:89) assert that “at this phase space management will demonstrate the corporate organisation to distinguish the goals, the needs of the departments and the number of employees in an organisation and plan of the space allocated for employees”.

Lauge-Kristenen (in Hassanain and Moied, 2010:54) points out that corporate organisation should endeavour, to scrutinise all of their organisational zones and supporting roles, to propel both quick and continuing facility significances for space. Hassanain and Moied (2010:54) also indicate that “the inputs necessary to carry out this management process are an existing facility, a list of staff in all divisional units in the organisation and a set of resources, including space storage and retrieval systems such as computer-aided design and computer-aided facility management systems”. Hassanain and Moied (in Nik Lah *et al.*, 2015:89) indicate that these activities can be divided into three major roles as indicated below:

- **Identifying facility information:** Amongst the activities entailed are finding the building name and the name of every department to establish the utilised areas, unutilised areas and the requirements of the personnel for additional work areas.
- **Establishing separate standards:** Specific criteria are created to afford assistance to the organisation to develop the effectual use of the workspace afforded to the employees. Brauer (1992), as cited by Nik Lah (2015:89), described “standards as criteria or norms for assigning space”. Whereas Booty (2009), as cited by Nik Lah (2015:89), defined “space standards as the whole area furnished to employees with respect to the space distributed for tables, chairs and work forms”.

Determining the need for space: The key reason for this task, is to cater for the existing local necessity for office space, in order to comprehend existing and impending needs. It is significant that the organisation differentiate the idea of current work.

2.4.2 Space Planning

Leffiefield, in Hassanain and Moied (2010:51), is of the view that space in occupied facilities is regularly constrained; proceeded with requests for space caused by the

expanding of employment numbers driving organisations to cultivate procedures to develop the effectiveness of space utilisation. Best *et al.* (in Hassanain and Moied, 2010:55) argue that the plans to provide space is a management procedure that includes the action of interpreting the space needs of an organisation into business needs and in the meantime considering the characterised adjacencies between business units. Vischer (1995:35) believes that those who make accommodation decisions for the company are often unwilling or unable to relate space planning and accommodation issues to a company's business objectives, much as business managers tend to regard workspace as unrelated to their business goals. He further mentions that often facilities and building managers separate themselves from business units and become service providers. A good facilities team responds to clients' demands if money is available for space and furniture and assumes a policing role when money is scarce, for example, enforcing space standards and controlling furniture purchases. Best *et al.* (in Hassanain and Moied, 2010:55) further indicate that the contribution essential to perform this process (provision of space) is a declaration on space ideals and prerequisites for each allocation and/or employee in the organisation; the yield is a proclamation on the space proposal and confirmation for the organisation. This procedure is separated into three activities, as follows:

- **Identify space amounts:** This purpose assists to ascertain the amount of space that is available within the facility. In this activity, the facility's interior or exterior spaces are counted. This count includes areas that are confined by partitions, walls or are boundless.
- **Identify space types:** This purpose aids to find several space forms within the facility. For example, necessary office space categories in commercial organisations may consist of ceiling height for management workplaces and meeting rooms, screen divided compartments for supervisors' workplaces and open floor areas for secretarial workstations (Molnar, 1983). Furthermore, the space architect decided the interest for simple use of areas at the organisation, and also changes over that request into an inventory of collective areas, and explain user necessities for them (Brauer, 1992).
- **Develop space configurations:** This role helps to create space design illustrations that make an interpretation of user prerequisites into a layout for the

area to be used as per the organisation's established area benchmarks (Brauer, 1992).

2.4.2.1 Strategic Facility Planning

Creating a strategic asset management plan is a fundamental piece of any company's approach, as it directs the acquisition, utilisation, upkeep and discarding of every asset of a company, so as to conduct business. McCune (2000:1) is of the view that "strategic facility planning is the process of translating an organisation's strategic business plans into medium- or long-range facility plans and alternatives. Traditional architectural space planning skills play a role but must be supplemented by skills in forecasting, financial analysis, scheduling, real estate transactions, and hedging and site selection." However, McCune (2000:1) further indicates that the procedure of changing tactical commercial strategies into facility designs includes significantly more and the tactical facility plan should answer the subsequent queries about a establishment's property portfolio for the conceivable time to come:

- How much office space will the organisation require? (Quantity)
- What sort of office space will the organisation require? (Type)
- For what duration will the company require it? (Timing)
- How will the organisation acquire it? (portfolio mix and period—lease, build or buy)
- What price will it be? (Financial plan)
- What will the arrangement be of relocating into the space? (Migration)
- Where does the space need to be found? (Locality)
- Which gatherings should be situated close to one another? (Affinity and allocation)
- By what means will the organisation manage spontaneous changes sought after for space? (Hedging and exit strategy) (McCune, 2000:1).

2.4.3 Office Space Allocation

Methodologies for space distribution and supervision in business organisations were founded on a remuneration/grade hierarchy instead of considering the scope of capacity, carried out in the distributed space (Hassanaian & Moied 2010, P51). Daman (2012:15) agrees that historical space allocation typically depends on an employee's

position or seniority, which was tied to a specific space standard or office size. Ferreira, Erasmus and Groenewald (2009:200) claim that although private offices are still widely found, the trend is that those are mostly occupied by senior management to allow privacy. This is, to a certain extent, also still used to indicate seniority in the organisation. According to Quible (2001), in Ferreira et al. (2009:200), private offices were previously used to indicate prestige and status.

Hassanaian and Moied (2010:58) further state that initial tactics to space distribution and management in corporate organisations have, moreover, been unsuccessful to consider the existing necessities of users, work procedures and the future necessities of the business. McGregor, in Jia Cai (2011:17), indicates that the test for facility managers is the means by which both new and all the more regularly existing structures can be renovated, used and managed over time to comply with diverse needs, such as a high utilisation rate for an improved working environment.

Lesley (1999:49) challenges managers who are holding on to old space allocation approaches by stating that “[this can be] hard news for senior staff who believe office space is earned, privacy is a privilege and a desk a necessity.” Meanwhile Gibson (2006:1) is of the view that “flexibility is the by-word of all property managers” and poses the question “how can they create a property solution that is able to flex with ever-changing operational needs?” Rotman (in Lesley, 1999:49) believes that yesterday’s “everyone in one space” approach to a workplace has become outdated in the business world where some types of work can be more about what you do than where you go.

Moied, in Asmoni *et al.* (2015:90), is of the view that the procedure of distributing office space is segregated into three segments as presented below:

- **Getting submissions for space:** This consists of the submission of an additional space or extra area due to the growing organisation. Requests for space should noticeably comprise of the motives for the space submission and the nature, place and area required.
- **Appraising the obtainable area:** Valuation of the area is completed considering the space accessible and the standards and guidelines of the organisation.

- **Assigning space:** In dispensing an area, it is imperative to study the operational procedures of a sector, viable consultation and whether it is for the present moment or a long-lasting plan.

2.4.3.1 Norms and Standards for allocation

Hoffman and Viljoen (2013:11) refer to the study that supports the idea that a person's workplace legitimately impacts mind-set and morale; individual efficiency is attached to the performance of individuals in the environment; performance and productivity in the workplace is upheld by physical solace, psychological solace and functional relief. A Government Gazette (2005:6) on space designing standards and norms for space adaption used by structures of government states that, "many office buildings currently being used by government in South Africa are not conducive to efficient and effective work processes and suffer from poor environmental conditions and space use. This can lead to poor morale, high staff turnover, low levels of productivity and compromised service delivery".

When dealing with norms and standards within the context of space management, it is crucial that managers understand the magnitude of people's efficiency in their workplace, the job design and attempting to get the balance on equipment to be utilised in a particular work environment to meet the needs of the workers. Daman (2012:17) mentions that attempts have been made by public sector organisations to use office space more efficiently and effectively by using performance standards and adopting flexible working practices. Hoffman and Viljoen (2013:12) believe that the often-used business norms acknowledge that office prerequisites are determined in two parts: people space and non-people space (machinery room and circulation area). People space would consist of standard individual space and an allowance for immediate ancillary needs and factors for primary circulation.

Office Space Standards and Guidelines (2012:03) indicates that best practices in space management that can give a utilitarian workplace to its employees and standards for space allocation were approved by the Government of the Northwest Territories (GNWT) in Canada. Their criteria and guidance would incorporate the following principles:

- **Departments ought to be permitted to design their office space.** The standard recognises that if resources are made accessible and leaders are

offered the chance to design office space utilising rearranged criteria and guidance, more innovative, economical solutions for sustaining office space needs will result.

- **Standards and guidelines ought to be disentangled.** The rules recognise that basic, minimum ideals and broader procedures written in practical language will assist developments/departments to plan their particular offices.
- **Space ought to be distributed by utilitarian necessities.** The principle perceives that simply distributed office space to individuals, dependent on their importance or status in an organisational hierarchical chain of command, instead of practical need of their work, may give rise to a less constructive place of work and extra expenses.
- **Space should be adaptable.** The principle recognises that less obstacles to alteration, less interruption when change does take place and reduced expenses in money and time can be achieved by:
 - Practical use of open-plan planning.
 - Reduction in the amount of diverse sized spaces.
 - Standardising the sizes of as many spaces as possible.

Space Planning Norms and Standards (2005:6) provide the norms for office building usage with which organs of state need to observe. It also offers direction on what the overall extent of various sorts of space in office buildings ought to be. These are listed in Table 2.3 on the next page.

Table 2.2: Space Planning Norms for Office Buildings

A. Overall Space Norms	
A.1 Gross construction area per (Full Time Equivalent) FTE	
Relevant to: Brand-new workplace buildings acquired by the governing leadership	
Measure	Norms
Gross construction shared by the number of FTEs	Standard gross construction per FTE should not surpass 24m
A2 Workplace area per FTE	
Pertinent to: All office space utilised (including rented areas) by the regime	

Measure		Norms	
Work space allotted by the number of FTEs		Typical working area per FTE should not go beyond 12m	
6. Workspace Standards			
6.1 Workspace area per function			
Applicable to: All office space used (including rented space)			
Function	Spatial requirements	Norm	Notes
Administration	Open-plan. Some local storage	Work area should be between 6-8m	1 Standard modular furniture should be used. 2 All work areas should have a daylight feature of at least 10% 3 Refer to definition "open-plan" in glossary.
Technical & Management	Open-plan. Some layout space and or areas for bulky equipment like drawing boards.	Work area should be between 8-16m	
Senior Management	Open-plan or cellular offices. Requirement for some privacy and space for small meetings.	Work area should be between 16-20m.	
Executive Management	Cellular offices. Need for privacy and areas for small consultations	Work area should be between 20-25m	
Function	Example	Guide	Notes
Workspace support	Conference rooms, restrooms, catering storage space, information management, crèches, tearooms, and parking.	Support space is usually between 55%-65% of the work area	Managerial administration suggests Ministers and Director-Generals have extra spatial prerequisites in the mode of extra storage and larger conference space.

Function	Example	Guide	Notes
Organisational support	Circulation, Technical support facilities, and management	Basic space is usually between 65%-85% of work area	1. Central gathering areas: these should be effortlessly available to both building workers and guests. They are therefore likely to be close to the main entrance and on the ground floor.
Structure	Example	Guide	Notes
Structure	External walls, internal walls, structural columns	Structural space should not be more than 10% (of work area + work area support + core space areas)	1. Building must be planned to permit an assortment of diverse workplace designs, allocating for change.

Source: Notice 1665 of 2005 – DPW: Space Norms and Standards

2.4.3.2 Approach to office space allocation

Green and Myerson (2011:19) are of the belief that many office environments, especially those related to inventive industries, are never again clerical paper factories but are home to imaginative learning workers who battle to adapt to outdated framework, structures and environment. Quible (2009:197) in Ferreira, Erasmus and Groenewald (2009:196), mention that “consideration should be given to the inefficiencies in the operations that may affect the manner in which the space is managed; the inefficiencies can include inefficient design of the office that will impact on the workflow and employee productivity”.

The key factors in office space allocation have been the consideration of current necessities of the users, work procedures and future prerequisites of the organisations. Ferreira *et al.* (2009:197) claim that cautious thoughts ought to be given to the nature of the work done in a certain office. Morrell (2005:7) mentions that the idea of work is characterised by the degree to which an organisation’s undertakings are standard and unsurprising, or fluctuated and erratic [in which] the more non-routine the work, the

more probably the firm is to require the joining of various types of activity, expanded networking and individual gatherings. Duffy (1999), in Ferreira *et al.* (2009:225), is of the opinion that “no conventional work practices should be untouched, and that office design should therefore be re-engineered.” This means that there should be more diversity in a workplace as well as a greater emphasis on ways to change workplace layout more rapidly and completely.

Morrell (2005:10) further argues that various types of design can be advocated by various hierarchical structures; work procedures are empowered by office situations that support corporate targets, business culture and business direction. Ferreira *et al.* (2009:197) indicate that there are two prevalent methods to deal with and embrace when thinking about office format, to be specific the general office design and private office format. The general office format includes the open plan and the landscape office; private offices mostly refer to cellular offices. Ferreira *et al.* (2009:197) further indicate that current trend is to move towards general offices and, according to Quible (2001), indicates that the following are the reasons for the trend:

- General offices are more cost effective;
- Offices generate supervision;
- Offices enable more creative designs;
- Heating and cooling of general offices are easier; and
- Smoother communication is possible in general offices.

Morrell (2005:11) claims that much of the tendency in the tactic towards workspace that pursues these modifications in the business setting is from the productivity of consumption towards the adequacy of the manner in which individuals work.

Admadfausi (in Yusof *et al.* 2012:5) mentions that the execution of space management essentials will result in a decline in the workforce, organisational restructuring and increasing the information technology. Yusof (2012:5) also summarises what he calls the space management methods, in which different approaches are considered when planning for space allocation. This summary is presented in Table 2.4. (See attached annexure)

2.4.4 Space for Collecting Data

McMillan (2012:3) mentions that the significance of compelling information management is surely known by government, with asset management representing yet another instance where better information has the potential to allow wider use of predictive analytics. McFarlane *et al.* (2008:26) are of the view that the administration of possessions, such as amenities and equipment, can be a difficult errand and enhancing their utilisation is vital. Administration of info about physical possessions can be greater than a technical trial; detailed and current engineering and technical documents are important for continuing operative efficiency and risk justification across a wide range of industries including oil and gas, mining, manufacturing and transportation. McFarlane *et al.* (2006:26) further indicate that “a set of information such as design specifications, reliability data, location, usage rate and environment conditions is then required to make effective decisions that aim to maximize its utilisation throughout the asset’s life”. In relation to the management of office space, Nik Lah *et al.* (2015:90) indicate that “data collection is carried out by gathering the space data for each department of an organisation”. McMillan (2012:3) stresses that management information systems function best when the estimation of the exact information is understood by those in charge for gathering and contributing information.

Current governing acquiescence preconditions and the amplified stress on competence make content control vital to effectiveness, and this is not simply handling information, but similarly requiring unmistakably clear procedures for securing the correct data, guarding information excellence and providing secure right of entry. Moied *et al.* (in Nik Lah *et al.* 2015:90) indicate that “management’s role is to identify the space provided, record the location of assets and facilities and record the function of the space provided. This identification involves all the space that has been recorded for an organisation and, among the information to be recorded, is the asset name, registration number and location of assets”.

2.4.5 Appraising the levels of space used

Section 45 of the Public Financial Management Act 2000 of 1999 (PFMA) maintains that “the Accounting officer for the department, trading entity or constitutional institution ... (d) is responsible for the management, including the safeguarding and the maintenance of assets, and for the management of liabilities, of department, trading

entity or constitutional institution.” Furthermore, section 10.1.2 of the Treasury guidelines in line with the responsibilities entrusted to the Accounting officer, “must ensure that processes (whether manual or electronic) and procedures are in place for the effective, efficient, economical and transparent use of the institutional assets”. In ensuring that department assets are being managed properly, most department asset or property management policies do indicate that assets are to be physically verified at least once in a financial year. The exercise will form part of the “post-occupancy evaluation” that assists in ensuring, in providing sufficient information for future planning.

2.5 OFFICE SPACE UTILISATION

The Space Management Group (SMG) (2006:3) defines space application as a gauge of whether and in what way space is being utilised. Woolf (in Nik Lah *et al.* 2015:91) also defines office space utilisation as various individual utilising a specific space in the structure. The SMG (2006:3) mentions that studies in utilisation of office space provide facts on how space is being used and helps to inform decisions on the type and size of facilities required; questions raised about the most efficient use of resources. Best, Langston and de Valence (in Nik Lah *et al.* 2015:91) further indicate that the motivation behind valuing the proportion is to consider the possible current and future use of space. Derx (in Nik Lah *et al.* 2015:91) describes the characteristics of space utilisation measurement as follows:

- Controlled by the quantity of undertakings taking place in a room;
- Set up estimated standards must reveal the most suitable model for proficient utilisation of space;
- Built up standards may change starting with one association then to a different one relying upon the investigation implemented; and
- Estimating of these capabilities can be utilised as a course of action to create markers for new space.

Nik Lah *et al.* (2015:91) are of the view that productive utilisation of space can be accomplished through a vital methodology, and that the key tactic begins from the start of space construction. Meanwhile the SMG, (in Nik Lah *et al.* 2015:91), emphasises that “a strategic approach can be achieved by setting clear guidelines about the use of

space, and that these guidelines will be the benchmark for every organisation to ensure efficient and effective implementation of the space management and planning". Cunningham (in Nik Lah *et al.* 2015:91) indicates that there are numerous features that must be tackled in space preparation and supervision:

- The scope and area form;
- Current facilities use plans;
- The sum of personnel utilising the area;
- Equipment and furniture needed;
- Values and work procedures;
- Appropriateness and requirements of workers; and
- Nice-looking workplace.

The SMG (2006:13) are of the view that "in many cases, it may be possible to change the type of space and reconfigure room size to get a better fit with current needs. However, the opportunities for remodelling buildings or replacing poor quality space with fit-for-purpose accommodation may be restricted by cost or the method of construction." Buildings may be registered. It may be challenging to do away with excess space, or the less frequently used space might be installed in a building where an elective use is elusive. Escalations in use can be restricted by further appearances of the domain, for instance:

- Poor state and functional appropriateness.
- Reduced ecological worth.
- Divided locations.
- Specialist spaces and equipment that have a restricted choice of usages.
- Convenience and safety and health limits on workspace.
- The plan of rooms and the accessibility of audio-visual equipment (SMG, 2006:13).

2.5.1 Occupation Density

Chang (2012:3) mentions that the word 'density', although accustomed at first look, is an intricate idea upon closer examination. Its intricacy emanates primarily from the amount of meanings for the term in dissimilar disciplines and under different perspectives. In defining density within the context of occupation, Chang (2012:3)

refers thereto as the rate of the quantity of occupants to the floor space of a single habitable unit. He further refers to a habitable unit as a dwelling, office, theatre and others.

Warren (in Daman, 2012:14) is of the view that when preparing strategic asset management plan requires, it is vital that measurements for occupational density be considered. He further indicates that it provides facilities managers with a measure of how efficiently their office environment is being utilised and, more importantly, with the long-term trends in office density which provide hard data to indicate future space requirements.

Warren (2003:308) identifies the subsequent factor in defining density as the amount of personnel. This is calculated in relations to the complete number of permanent equivalents (FTE), allowing for casual and temporary workers. Density is the net area/FTE. Thus, high density activity compares to a low square metre figure and links to a larger concentration of use than greater square metre figures, which offers extra space per individual and a lesser density. Chang (2012:5) mentions that the "occupancy rate, which is the inverse measure of OD (i.e. the rate of floor area per individual to number of occupants), is commonly used as an indicator of space available for individual occupants".

2.5.2 Office Space Work Environments

Marmot and Eley (in Hassanaian and Moied, 2010:50) state that "office work pervades every sector of the economy...it takes place in organisations that are public, private, locally based or global; profitable; creative or routine; tiny or vast; well-managed or chaotic; steeped in tradition or avant-garde; growing, stable or declining." Warren (in Daman, 2012:16) is of the view that office space environments are changing, a new concept such as space less growth, new information and communication technologies influence how space is used and how it is occupied.

Gustafsson (2002:423) mentions that, from an organisational change point of view concerning the physical setting as an organisational resource together with individuals, technology and time, it is noticeable that physical aspects of organisation change should be on the managerial agenda. Porras and Robertson (in Gustafsson, 2002:423) point out that the physical setting cannot in itself make activity or behaviours, but it can

assist or constrain desired behaviours, and thus influence the utilisation of time and vitality in the organisation.

What Pugsley and Haynes (2002:36) raise is that transformation is an unavoidable aspect of an organisation's existence; however, it needs strong affirmation from high-ranking management to advance the notion of fresh methods of working. In referring to flexible workspace, Mooradian (1999:30) reiterates that such methods reveal more than just a new style of providing or a movement of furniture; they reflect changes in management styles and modern office technology. Warren (2003:311) further mentions that the "embracing of new office techniques does not automatically result in higher density of occupation, although the objective of introducing such schemes is to increase the time any particular work activity setting is utilised; possibly it may be that the space saved is reassigned to more appropriate use".

2.5.3 Government vacancy rate

The SMG (2006:13) mentions that "despite the widespread adoption of utilisation targets and performance indicators, utilisation rates are low in parts of the sector, and it can prove difficult to achieve any significant increase." Employment growth in South Africa has been slow in both public and private sector, impacting on the amount of space required. The South African government is experiencing some challenges in determining its vacancy rate, due to variances in the information provided by PERSAL, in both national and provincial departments. The discrepancies identified have created a situation where it has become challenging to ascertain the government department vacancy rate.

Meanwhile the Public Service Commission (PSC) on matters relating to the turnaround time to fill a post (2007: iv) show that the "majority of departments (59.8%) are of the view that the usual processing time for the filling of a position is 2 to 3 months; this is subsequently different from the findings of the DPSA's report, which found that the average duration for the vacancy over 15 months. Miller (2014:10) points out that in sealing a vacant position most firm report that it takes 1 to 6 months; the longer it takes an organisation to normally find new talent, the greater will be their space per worker results".

2.5.4 Lease vs Ownership

There are government owned buildings within the Buffalo City Metropolitan area that were inherited from the former independent states by the Eastern Cape Department of Roads and Public Works. These constructions were revitalised and are still being utilised by the user departments. In most cases in the Bhisho area, because of the shortage of government office space, a building can be utilised by more than one user department. Ferreira, Erasmus and Groenewald (2009:197) argue that ownership of an office block allows the owner and occupant to change the interior of the building to suit specific needs - ownership also provides a relatively safe investment and adds to the feeling of continuity and permanency at the desired location.

It can be argued that ownership or lease can also have an influence on the effective use of office space. In general, South Africa has experienced challenges around the management of government buildings, which saw renowned senior officials and politicians interfering with the procurement processes to acquire buildings through a lease approach. The accounting officer's (the Honourable Fatyela-Lindie) overview in the DPW annual report (2011:13) indicates that in an attempt to minimise dependency on leasing, the DPW has set out on improving the state of state-owned buildings, along the lines of expanding the estimation of state immovable assets through the recovery programme.

Thyoot (2003:3) points out that "renting makes sense when income needs to be changed over for business, upkeep responsibility is to be eluded, versatility must be held, or when the company's solvency or budget is inadequate". Ferreira, Erasmus and Groenewald (2009:197) are of the belief that the key advantage of renting or leasing is that it frees top management from concerns that go along with ownership; leasing avoids problems of building maintenance and repairs. The lessee retains financial flexibility and does not have a large amount of capital tied up in one relatively long-term investment.

Meanwhile Daman (2012:15) is of the view that many researchers have demonstrated that leasehold properties tend to be occupied with lower densities when compared with owner occupied offices because leasehold occupiers tend to be more aware of the rental and other costs related to leasing, as opposed to owner occupiers who think of their offices as free goods without associated costs. Miller (2014:9) is of the view that

the original theory is that the duration of rent should influence the outcome on space per employee in that extended rent ought to need an overabundance of space upfront for an emergent company; the faster a company anticipates to develop the more extra space they should rent at time zero. He further raises a caution in relation to private institutions by mentioning that “while many firms might expect to grow, many do not” and dissolutions, downsizing and mergers all add to the experimental outcomes, proposing that companies have the most effectual space intensity near the beginning of the rent period. Thyoot (2003:03) is of the view that, when companies function in a generic space or require less than an entire building, general, they develop tendencies of renting facilities on short-term when are required.

2.6 PERFORMANCE MEASUREMENT IN OFFICE SPACE MANAGEMENT

Van der Waldt (2004:128) argues that all over the world the public sector is experiencing a time of major change and restoration which includes re-evaluating the administration’s trade and attempt to advance service delivery to accomplish the governing regime’s objectives.

Verweire and van der Berghe (2004:01) are of the view that “managers are thus confronted with greater uncertainty and unpredictability, leading to greater risk in decision-making. In such a rapidly changing and complex environment, past performance becomes less valuable for guiding future strategic options. Furthermore, the consequences of making wrong decisions can be disastrous. Effective risk management is becoming increasingly important to successful business.”

Van der Waldt (2004:iii) argues that “efficient, economic and effective utilisation of resources in service delivery to encourage value for money for citizens is one of the critical functions of public management and that performance management is an effort to balance institutional centeredness with citizen-orientation by integrating matters such as productivity, quality, responsibility and outcome”.

The significance of operation in public service delivery in South Africa is revealed in the White Paper on Transforming Public Service Delivery *Batho Pele*, by its choice of one of the eight service delivery standards, namely: “Value for money – public services should be provided economically and efficiently” (DPSA, 1997:15).

Furthermore, Section 217(1) of the Constitution instructs that when a structure of the government in the local, national or provincial scope of government, or any other institute recognised in national legislature, deals for merchandises or services, it must do so in agreement with a practice which is unbiased, reasonable, unequivocal, economical and good value for money (South African Constitution 1996).

Shall (2000), as cited by Roos (2009:13), perceives that the PFMA highlights the requisite for answerability for implementation outcomes by concentrating on yields and duties, rather than just on routine responsibility which guarantees that rules have been obeyed. The PFMA further calls for an accounting officer to uphold successful, well-organized and unambiguous schemes of monetary and risk managing, in-house domination, attaining and equipping, investment assessment, recovering money owed and to administer accessible working capital economically and efficiently (PFMA 1999 Sec. 38(1)).

Gildenhuys (1993), as cited by Maas and Fox (1997:55), on the ethical basis of accountability, it is claimed that the degree of agreement formed between government authority and public accountability (taxpayers). Official operations should not simply be a source of critical criticism. Positive public management should be made in an effective, efficient and responsive manner. The main role of public accountability should not be to concentrate solely on the negative aspects. It should also be seen as a curative device that can defect shortcomings in advance, so that measures can be taken to avoid maladministration, mismanagement and corruption.

This is evident in one of the key areas that were identified in the findings and recommendations of the Audit Report of Western Australia (2006:04), indicating that “the government needs an accurate view of current performance and to be able to track changes over time, to ensure that management and policies are having a positive impact. The report further indicates that a narrow focus on economic efficiency in this area would be misguided. Government should place equal importance on effectiveness, and look to achieve better staff morale, retention, productivity and communication that can flow from good workplaces.” This entails a carefully created workplace; not merely an open floor plan arrangement, but an area that assists employees working together to provide excellent work.

Van der Waldt (2004:iii) holds that because of various qualitative and sometimes unquantifiable variable that are to be considered makes measuring performance in the public sector is not a simple task. In most cases general welfare on community could be one of the qualitative aspects that can be viewed as rather complex and even intangible, which makes performance improvement and productivity measurement extremely difficult. The improvement of performance embraces far more than calculable or quantitative criteria to determine how many resources have been expended to achieve specified objectives.

Neely (in Myenda, Kamaruzzaman and Pitt, 2011:183) indicates that in the preceding twenty years, achievement quantifying has obtained a lot of interest from academics and consultants; key matters connected to this subject, concern what to quantify and how to quantify it in a pragmatically achievable and economical way. Neely et al. (in Nik Lah *et al.* 2015:93) further mention that “one solution to office space utilisation and costing problems is through the use of performance measurement in the organisation. The performance measurement aims to assess the current performance of an organisation by periodically implementing specific techniques or methods to conduct measurements.”

Verwiere and van den Berghe (2004:6) are of the view that achievement can be described in monetary terms (e.g. value-at-risk, marketability, profitability,), but it is often managed in different settings, such as processes (e.g. efficacy, service quality, efficiency, , number of outputs, product or throughput-time), advertising (e.g. client approval, the number of clients retained over a specific time frame), and more. Waggoner et al. (1999), in Verwiere and van den Berghe (2004:6), further argue that “in general, performance measurement can be viewed as the process of quantifying the efficiency and effectiveness of purposeful action and decision-making and that performance measurement should provide the data that will be collected, analysed, reported and ultimately used to make sound business decisions.”

Duffy (1999), as cited by Ferreira, Erasmus and Groenewald (2013:225), contends that there are two fundamental issues to consider in the management of space, namely the efficiency and the effectiveness. With regard to effectiveness, Maas and Fox (1997:46) are of the view that efficacy is the measure of achievement or failure in attaining objectives and is, therefore, only concerned with outputs. The degree of effectiveness

achieved in goods and service delivery does not consider how much was spent to achieve it. In achieving an objective, the cost might have been within the budget, or it may have cost two or three times as much; effectiveness is about outputs.

In terms of efficiency Nik Lah *et al.* (2015:91) is of the view that “efficiency is a very broad concept. This term is used widely to indicate the level of energy efficiency, water use efficiency, cost efficiency, space efficiency and others. The purpose of efficiency is to achieve maximum function and usually requires creative planning and management. Efficiency is defined as a guide for all aspects of the production process with regard to price indicators.” Li and Cheng (2007), as cited by Nik Lah *et al.* (200:91), indicate that in the expansion division, productivity is described as the appraisal and price of the top progress. If these two characteristics are attained (growth in worth and simultaneously feasible cost) efficacy will be realised.

Maas and Fox (1997:46) are of the view that both inputs and outputs resonance efficiency. On the off chance the institution is proficient it implies that it accomplishes its goal at a palatable expense. In this context, Jones and Pendlebury (1988) ask whether the complications of economy and effectiveness are really needed. In theory, there is no need, as efficiency captures all that is required. It is this that underpins the private sector’s belief that a measure of efficiency provides the basis for performance evaluation – the amount by which output exceeds input is called profit.”

Duffy (1999), as cited by Ferreira *et al.* (2013:225), indicates that “in applying efficiency in the office environment, it refers to cutting down the occupancy costs. Occupancy costs are the costs that are incurred in accommodating the business, namely the rent, property taxes, heating, cooling and lighting, the interior decorating costs and the costs of managing the office space and keeping it secure.” The Audit Report of Western District (2006:13) recognises that refining efficacy of work area management may make available space in minor compartments rather than complete rental contracts, and cautious administration will be necessary to accomplish amalgamation, discharge space and recognise the advantages.

The Space Management Group (2006), as cited by Nik Lah *et al.* (2015:92), indicate that “they measured the efficiency of the office space through the use of the floor area, but not including areas used for different functions such as building structures”.

However, the Texas State University (2011) is cited in Nik Lah *et al.* (2015:92) indicates that when “measuring the space to determine the efficiency and rate of the demand for office space; demand for office space should be consistent with the existing space to ensure the space is fully utilised. The percentage of space used is an indicator to measure the level of space use by dividing the space used with the amount of space available. Elements of the building, such as the size of the building (to support the number of users and activities), and the time spent in the building (working hours), are two important factors when measuring the efficiency of the space.”

Nik Lah *et al.* (2015:93) are of the view that the “important point outlined by General Service Administration (2011) when conducting performance measurement is the use of performance methods”. Similarly, Knapp *et al.* (2009), as cited by Nik Lah *et al.* (2015:93), also reference that the “model or technique is one of the management of office space performance measurement; there are various methods used to carry out performance measurement such as, balance of Score Card, Key Performance Indicators, Strategic Measurement Analysis and Reporting Technique, Benchmarking, Critical Success Factors.”

Nik Lah *et al.* (2015:93) further indicate that a vital element in each method is to create measurement criteria and precise pointers for every action or administration as well as to offer managing and operations processes or structures to aid administrators in an organisation.

2.6.1 Benchmark in office space management

Duffy (1999), as cited by Ferreira *et al.* (2013:203), indicates that office building costs can, among others, include high maintenance costs, leases that cannot be honoured in tight economic times, floor space that becomes excessive, or scarce work designs that make face-to-face internal communication costly, space areas that are not divided effectively, office design that places too much emphasis on status, and inadequate equipment that negatively affects the operation of electronic networks.

Ehlers and Lazenby (2010:369) are of the view that “in order to achieve strategic success over the long term, organisations should perform all strategic management activities within the context of continuous improvement. Organisations can achieve continuous improvement by adopting practices such as benchmarking, total quality

management and re-engineering.” Hatry (1978), as cited by Myeda *et al.* (2011:184), argues that the “importance of performance management cannot be over-emphasised, with many authors stressing its role in today’s information-driven decision-making environment”.

Sapri and Pitt (2005:431) claim that as Facility Management (FM) is involved in all facets of the service delivery, study in this capacity endeavours to survey the knowledge of performance estimation in FM and looks to investigate measurement of service performance connected to the advancement procedure in the organisation. Wong (2005:01) is of the view that “both Facility Management (FM) and benchmarking are diverse subjects; facility management professionals serve in the field of property management, built environment, catering, cleaning, security and engineering service....few interaction between FM and benchmarking are evidenced when compared to production and benchmarking or services and benchmarking.”

Wong (2005:2) further claims that in the field of FM, the measure of excellence may be expressed as a constant and organised method for determining and relating the work procedures of a single organisation with those of another by conveying an outside focal point to the inner FM undertakings, operations or functions. It is certainly a discovering and upgrading procedure by way of calculating and equating both quantifiable and quality facets of the organisation.

Ehlers and Lazenby (2010:369) indicate that benchmarking is the contrast of a selection of implementation procedures or functioning methods compared to some challenge measures; these measures could be contrasts to the business’s personal times past, against significant opponents in the trade or contrary to “best-in-class” players.

In their conclusion, Sapri and Pitt (2005:438) point out that in a facility management context, performance measurement creates a significant impact on organisational accomplishment in terms of effectiveness, efficiency value; in principle benchmarking seems to be the procedure that can be utilised in measuring facilities service performance. This is echoed by the Office of Government Commerce in the United Kingdom (UK), as cited by Myeda *et al.* (2011:183), suggesting that “measuring efficiency and effectiveness allow organisations to benchmark property against

industries best practices, informing strategic decisions about the building on their impact on delivery; several frameworks have been developed for measuring performance over the years.”

Lindholm and Nenonen (2006), as cited by Daman (2012:38), define benchmarking as a method of developing best practice that can be related to current and future goals. Benchmarks may be categorised as internal or external. Internal benchmarking is where the same procedures are set, for example a standard on occupancy density is set and it is assumed that the organisation will achieved the target. External benchmarking is whereby an organisation pegs its performance against the best performing practices of other organisations.”

Sapri and Pitt (2005:431) mention that the traditional opinion of performance measurement, decided by Teague and Eilon (1973), is that it has three expansive drives, which are as follows:

- To ensure the attainment of goals and objectives;
- To assess, dominate and develop procedures and processes; and
- To equate and appraise the performance of diverse organisations, teams and individuals.

Camp (1989), as cited by Wong (2005:3), indicated that benchmarking is the pursuit for those prescribed practices that will prompt predominant performance of a company. Standardisation is the solution to quantify implementation and equate business functioning in order to recognise top performance. DeVries (2002), as cited by Wong (2005:3), identified six reasons for benchmarking, namely to:

- Cultivate and execute tactical objectives;
- Create credible and pragmatic aims;
- Afford a feeling of exigency;
- Construct an improved understanding of the industry;
- Inspire motivated, ground-breaking; and out-of-the-box thinking; and
- Emphasise sensitivity to shifting requirements of customers.

In the identification of attributes for FM benchmarking, Wong (2005:26) further mentions that studying best performing companies in FM and collecting benchmarking information on their performances and practices, suitable types of data should be

collected in appropriate amount. Self-analysis represents an integral step towards successful benchmarking. One of the simple benchmarking principles is to learn one's own FM activities before trying to recognise the same peer..... Facility Management attributes are often documented as the terms of service agreements (SLAs) and key performance indicators (KPIs) in many services contracts.

Hinks, as cited by Wang (2005:24), recommended important performance indicators, facility administrators may use to structure their benchmarking strategy and pick estimation measures founded on the ensuing three instructions:

- Strategy. How well is the Facility Management outlined inside of the detailed venture, and do the selected standardised metrics replicate the tactic of the organisation?
- Financial certainty that a company must secure at return of money capitalised in addition to its capital price and consequently generates economic worth?
- Superiority of benchmark metrics. How does applicability and consistency of the operation methods get judged? For example, applicable and consistent FM departments' benchmarking metrics are the ones that are susceptible to aspects inside the jurisdiction of the division and not vulnerable to aspects outside of its influence.

2.7 SUMMARY

In general, this chapter has supported the point that office space management is an essential component in the overall management of government immovable assets. This chapter highlighted two major research areas in the field of space study, particularly in the area of property management.

Space management is another major research area that this chapter focused on in detail, furthermore this chapter has managed to clarify that space management is an action that emphasises the delivery of a variety of work settings and area facilities for the commercial employees of the organisation, and the administration of the area plan within the tactic determined by the organisation.

The study has also delivered a clear understanding on the study of office space, in particular the space management undertakings that can be separated into stages Hassanaian and Moied (2010:53) have also coined the phrase Generic Space Management Framework which aims at developing a regular practice that space managers could embrace in their specialised practices of assigning and supervising space in business amenities. The next chapter will outline the policy and institutional framework adopted for better management of government office space.

CHAPTER THREE

POLICY AND INSTITUTIONAL FRAMEWORK FOR MANAGEMENT OF GOVERNMENT PROPERTY

3.1 INTRODUCTION

Throughout government sectors the immovable asset management policy (2005) as cited by Isaacs (2014:41), indicates that “South Africa’s previous apartheid government accommodated various racial policies and legislative pieces on immovable state assets across the different spheres and levels of government. The creation of some of the legislation documents was specifically based on apartheid principles of excluding certain sectors of the South African citizenry. This system resulted in non-uniform and sometimes opposing legislative objectives. After the dawn of democracy, the post-apartheid states had the challenge to co-ordinate and manage its immovable assets to benefit the majority of its citizens. The realisation was that for the state to reach its objectives, the optimal use of all available state assets and resources had to be managed holistically. As such, a need for a more unified and co-ordinated immovable asset management framework existed.”

Mavasa (2007:25) holds that the improvement in the management of the state’s immovable assets (IA) is crucial to government departments to make sure that assets are optimally used for service delivery. Chapter Two of this research forms part of the literature review that was presented to examine the evolution of office space management. The chapter also identified a generic framework model that considered the current requirements of staff, modern labour procedures and upcoming needs of the organisations.

The explanation in this chapter will focus on the definition of immovable asset management, the importance of government regulatory frameworks that are relevant to immovable asset management (IA) and the effect of policy consequences on government immovable assets.

3.2 DEFINITION OF ASSET MANAGEMENT

In the previous chapter the term asset was discussed and how it is used to describe other types of assets. Different definitions on office space management were also

discussed within the broader scope of asset management. Mavasa (2007:25) argues that the real meaning is that asset management (AM) in government departments means a set of management processes, taking a holistic approach to a full life cycle management (acquiring, maintaining, upgrading, operating/utilising and disposal) of assets in order to reduce costs and associated risks effectively.

The National Treasury (2004) views AM as a method of guiding the processes of purchase up to the selling of assets, administration of the associated threats and expenses of assets over their whole lifetime.

Gibson (in Yosuf, 2013:13) states that facility management (FM) or estate management are related in terms of property management and, in some cases, asset management is seen as embracing property management and other related activities, whilst in other cases asset management is recognised as a division of property management.

The National Treasury (2004) further defines asset management as a “resource controlled by an entity as a result of past events and from which future economic benefits or service potential is expected to flow to the entity.”

The Green Paper on the Management of Western Cape Provincial Property (2001:01) maintains that property represents a category of public resources that has the potential of enhancing the value of public service by ensuring suitably situated and appropriate accommodation for the execution of provincial functions by line departments and non-governmental service providers.

The National Treasury (2004) further indicates that asset management is the methodical, controlled procedures comprising of the entire lifespan of the asset. The primary theory is that assets keep going to reinforce programme implementation. To be useful, asset management should be regarded as a broad and multifaceted action that includes a variety of aspects such as:

- The asset maturation and asset managing standards.
- The prerequisites of the managers of the assets.
- The proposed action and regulatory framework.
- The body's business administration and preparation procedures.

- Technological competence and business sustainability.
- Outside retail aspects.

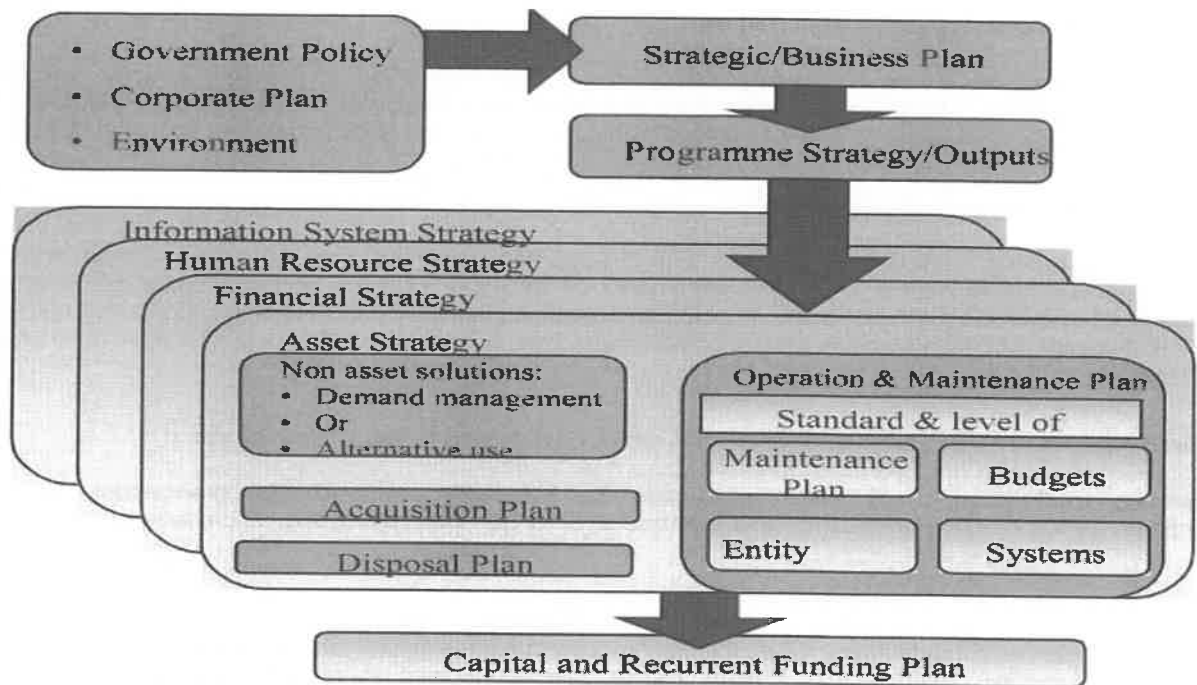
3.3 LEGISLATIVE, POLICY AND INSTITUTIONAL FRAMEWORK

According to the National Department of Public Works, Strategic Plan 2012-2016 (2012):

“The President; in terms of the powers granted to him by the Constitution of the Republic of South Africa, 1996; has assigned powers and functions relating to Public Works at national level to the Minister of Public Works. In addition hereto the DPW’s mandate is the custodianship and management of a significant portfolio of the national government’s immovable assets. This includes the provision of accommodation; rendering of expert-built environment services to user departments at national government level and the planning, acquisition, management and disposal of immovable assets under the custodianship of DPW.”

Mavasa (2007:26) postulates that the “AM framework is an understanding of what you have, its value, what you need to do to make improvements, the marginal gains from different investments and from different things you do to the system. The purpose of the Immoveable Asset Management (IAM) framework is to provide guidance in respect of the manner in which IA will be managed by the whole of government in future, in line with the broader objectives of government.”

Mavasa (2007:26) further mentions that IAM framework should be constant with business characteristics/aims and integration with further key administration structures illustrated in Figure 2.3 below. There must be the best blend for its working condition, reliable with overall government policy.



Source: National Treasury (2004)

Figure 3.1: Asset Management Framework

According to National Treasury (2004) the IAM framework should:

- Establish uniform minimum norms and standards and make sure the application of these in managing the IA and the associated provision of service;
- Provide direction for the application of the outline that will permit the entire regime to emphasise discernible connections amongst service and resource preparation and synchronisation;
- Define an established outline and establish liability for the efficient, active and unequivocal administration of IA;
- Guarantee that policymaking by different structures of the state occurs within a government-wide shared framework; and
- Define approaches, benchmarks and monitoring of the planning, acquisition, maintenance and management and eventual disposal of IA within the whole government.

Mavuso (2007:10) believes that the demand for improved management of assets, business procedures and accountability guides to decision-makers necessitating more valuable information to contribute in choosing meaningfully between contending

courses of action and to release their liability. According to Scarrett (1995), property management strives to provide guidance for the establishment of an appropriate framework within which to oversee property holdings achieve the agreed short and long-term objectives of the estate owner and, particularly, to have regard to the purpose for which the estate is held.

Campbell (1999), as cited by Mavasa (2007:10), specifies that before an organisation sets out an upgrade plan it ought to evaluate the strong points and shortcomings of the existing systems. The diagnosis must be a comprehensible guide to follow stages to accomplish their vision and should be inclusive and spread technical, vital, adjectival, cultural and managerial issues. Barret (2000), in Mavasa (2007:11), emphasises that the significance of AM standards and behaviours that support better practice in AM are that:

- AM determinations are incorporated with tactical arrangement;
- asset planning resolutions are dependent on an assessment of electives which study the life cycle expenses, advantages and threat of proprietorship;
- liability is set up for asset condition, usage and performance;
- disposal resolutions are built on examination of the methods which realise the best existing net return within a framework of fair trading; and
- a successful management structure is set up for AM.

Mavasa (2007:27) is of the view that the purpose of the IAM principles is to integrate the decision-making processes and to consider the full impact of costs over the life of an IA in these processes. The National Department of Public Works (2003) states that the application of IAM principles to the administration's IA portfolios contribute to:

- improved distribution of scarce resources;
- better arrangement of IA with service delivery and community opportunities; and
- less need for new IA and more effectual and successful use of IA.

A Green Paper on the Management of the Western Cape Provincial Property (2001:23) states that "in order to optimise the benefit of properties to the Province and its people, several shortcomings and grey areas in the policy framework need to be addressed. These shortcomings and grey areas relate to issues of ownership, lack of consistency

and uniformity in property management practices by various role players, and cumbersome administrative processes prescribed by law.”

The legislative framework mainly comprises of the subsequent legislation official papers:

- Constitutional mandate - The South African Constitution Act of 1996.
- The Public Financial Management Act 1 of 1996.
- Treasury Regulations.
- Government Immovable Asset Management Act 2007.
- Space Planning Norms and Standards for workplace space adjustment.

These will be discussed individually.

3.3.1 The South African Constitution of 1996 – Constitutional mandate

The Constitutional mandate of the DPW is made available in schedule 4 of the Constitutional Function Area of Concurrent National and Provincial Legislative Competence. In search of its directive, the DPW also has to detect the values of decent supportive authority and inter-state dealings as is made available in section 41, Chapter Three of the Constitution.

The custodian for immovable assets in the Eastern Cape is the Department of Roads and Public Works. These guardians are accountable for all events that are related to precedent proprietorship and consequently must supply a Custodian Immovable Asset Management Plan (C-AMP) to guarantee that fixed assets are:

- proficiently and successfully administered during their lifespan;
- made available in a unambiguous and profitable (best value) way to connect the provision of service prerequisites of Handlers;
- upheld in the condition in which it would offer the most useful provision;
- evaluated in connection to their presentation, appropriateness, state, and also the outcome thereof on the provision of service ; and
- discard, if the valuations show, be the most economical to the state, with regards to the financial and/or social returns.

Section 195(1) (b), chapter 10 of the Constitution of 1996 stipulates that the nation's supreme law, asserts that public administration must be guided by democratic values and principles indicated in the Constitution, including the principle of promoting the efficient, economic and effective use of resources.

The 1996 Constitution of South Africa 108, section 195 stipulates that it be in the standard of Public Administration:

- Proficient and effectual use of assets should be encouraged;
- Public Administration must be pro-development;
- Public Administration ought to be liable; and
- Translucency should be nurtured by affording the community with well-timed, available and exact evidence.

Section 216(1) of the Constitution, the country's supreme law, state that national legislation must institute a National Treasury and recommend procedures to guarantee both unambiguity and expense constraints in each realm of government by making known:

- the broad-spectrum familiar bookkeeping customs;
- unchanging expense classification; and
- unvarying fund criteria and standards.

Section 217(1) of the Constitution further orders that when goods and services are being sourced a system of fairness, equitability, transparency, competitiveness and cost effectiveness is to be considered by organ of state at different spheres of government, or any other institution identified in national legislation, 1996

3.3.2 The Public Financial Management Act, no. 1 of 1999 (PFMA)

Roos (2009:12) argues that the PFMA is placed high up in a very high in the constitutional mandate, as plainly echoed in section 3(3), which maintains that "in the event of any inconsistency between this Act and any other legislation, this Act prevails" (PFMA 1999). Roos (2009:12) further indicates that the Act encourages the goal of

trustworthy economic supervision so as to exploit distribution through the competent and effectual utilisation of insufficient assets.

The main purposes of the PFMA are condensed in the introduction as being to:

- update the structure of fiscal administration;
- permit the state sector administrators to supervise, but simultaneously be more accountable;
- guarantee the well-timed delivery of excellent information; and
- eradicate excess and exploitation in the use of state assets (PFMA 1999: Foreword).

The objectives of the PFMA are to advance articulated by the Treasury's Chief Director for the PFMA Implementation as including the following:

- to improve financial management in the public sector;
- to encourage the efficient and effective utilisation of public resources;
- to allow accounting officers to manage;
- to introduce clear lines of accountability, and
- to offer a framework of best practices (Du Plessis, 2004).

Section 38(b) of the Public Financial Management Act 1 of 1999 (PFMA) indicates that the accounting officer for the department, trading entity or constitutional institution is responsible for effective, efficient, economical and transparent use of the resources of the department, trading entity or constitutional institution.

Section 10.1 of the Treasury Regulation indicates that the accounting officer of the institution must take full accountability and ensure that appropriate control exist for assets and that:

- preventative mechanisms are in place to eradicate theft, losses, wastage and misuse; and
- stock levels are at an optimum and economic level.

Section 45 of the Public Financial Management Act 2000 of 1999 (PFMA), also states that: "An official in a department ... (b) is responsible for the effective, efficient,

economical and transparent use of financial resources within that official's area of responsibility" (PFMA 1999).

Roos (2009:13) is of the view that "both [the] Constitution and the PFMA promote the efficient and effective management of state resources, and further observes that the PFMA emphasises the need for accountability for performance results by focusing on outputs and responsibilities, rather than just on procedural accountability which ensures that rules have been adhered to. In other words, the focus is not only compliance with the relevant Appropriation Act, but also obtaining value-for-money from each department within government for every rand spent."

Fuzile (2012:9) attests to the above in the statement "sound financial management - the planning, direction and control of financial resources is a prerequisite for an efficient and effective public service. South Africa needs a well-performing public financial management (PFM) system to improve governance, enhance the quality of service delivery, reduce poverty and combat corruption. Sound PFM also helps to achieve greater value for money in public expenditure."

3.3.3 Government Immovable Asset Management Act no.19 of 2007 (GIAMA)

The legislation was founded to utilise an unchanging outline for the administration of a fixed resource that is retained or utilised by a provincial or national branch; to guarantee the harmonisation of the utilisation of affixed resource with the service delivery aims of a state department; to afford for distributing of procedures and least criterions in regard to fixed resource administration by a provincial or national ; and to accommodate for topics related thereto.

The Government Immovable Asset Management Act 19 of 2007 (GIAMA), also requires users and custodians to employ a tactical method to immovable asset management. In line with GIAMA, user department are required to compile a User Asset Management Plan (U-AMP) which captures requirements for immovable assets. The U-AMP considers the appropriate policies, legislation and other obligations impacting on user departments.

The Government Immovable Asset Management Act 19 of 2007 (GIAMA) (2005:2) states that in the framework of immovable asset management, the objective of PFMA

is to impose openness and helpful administration in admiration of profits, assets, liabilities and expenditure. To put into practice the purpose, users of immovable assets should consider the ensuing values in managing the assets in their care:

- Certify applicable, effectual and clear structures of monetary and threat supervision;
- Uphold a fitting attaining and providing of system which is equitable, fair, cost effective, transparent and competitive;
- Safeguard that a scheme is executed and sustained through which all main investment ventures should be appropriately assessed preceding the closing conclusion on the venture;
- Guarantee the transparent, economical, efficient and effective use of the assets of the state; and
- Be answerable for the managing, incorporating the preservation and the upkeep of the assets of the state.

3.3.4 Immovable Asset Management Planning

The Immovable Asset Management Act 19 of 2007 indicates that “custodian, in line with the prescripts the Public Service Act, 1994 and GIAMA, should determine a portfolio strategy for the immovable assets under its control.” The aim of the case plan is to regulate a prioritising outline for the enhancement and organisation of the fixed assets. Such a case plan should be aware of provincial and national expansion plans, observe the main beliefs of GIAMA and should also contemplate explicit concerns like:

- a) Continuation of the portfolio from a monetary viewpoint, assessing among others legacy commitments, ecological effects, occupational safety and health and energy necessities.
- b) Macro-monitory variables, Property and Construction Industry Development Programmes (regarding extensive black economic enablement and service provider growth) and prevalent and anticipated economic features with regards to finding stability between new financings in government fixed assets, public private conglomerates and hiring from the non-governmental district.
- c) The justification and expense of holding investment assets or getting rid of excess fixed assets.

3.3.4.1 Immovable Asset Management Planning by User

The Government Immovable Asset Management Act 19 of 2007 (GIAMA) states that the accounting officer of a User department must, together with the Custodian:

- a) evaluate the use of its fixed assets in relation to service delivery aims;
- b) measure the practical performance of its fixed assets;
- c) give precedence to the call for restoration, upgrading or renovation of fixed assets;
- d) arrange for impending fixed asset requirements;
- e) convey these needs to the Guardian in a controlled manner; and
- f) safeguard monies to pay for the operation of fixed assets.

3.3.4.2 Immovable Asset Management Planning by Custodian

The accountant of a Custodian must:

- a) support departments in the compiling of U-AMP"s in agreement with section 13(2) of GIAMA;
- b) combine and consider departments requirements in terms of total asset portfolio by way of options analyses (best value);
- c) regulate the complete price of fixed asset use (including the price to plan, obtain, conduct, conserve, exchange, restore or get rid of assets);
- d) plan for application of attainment, restoration, care, revamp and selling of assets;
- e) observe the performing of assets in terms of worth, use, complete lifespan expenses, state, work-related safety and health and service consistency; and
- f) Strategy to afford suitable assets to departments to achieve service delivery requirements at exact cost.

3.3.5 Institutional Policy and Procedure Framework

In line with the White Paper (2004), the Government-Wide Immovable Asset Management Policy (2005) similarly affirms that "In the past few years, asset management has gained support on a global scale. The governments of many countries have embarked on programmes to implement asset management principles,

and have made annual and medium-term budgets subject to the compilation and approval of an asset management plan.”

3.3.5.1 Government-Wide Immovable Asset Management Policy

According to the Government Wide Immovable Asset Management Policy (GIAM) (2005):

“Immovable assets have to be managed throughout their life-cycle within a framework of cost effectiveness, efficiency and reduced risk. Individual organs of state will derive benefits from immovable assets when matching such assets with service delivery objectives within the framework of government’s development priorities. Given the extent and diversity of immovable assets owned and used by the government and the significant impact such assets have on the macro-economic, socio-political and physical landscape of South Africa, there is an urgent need for a uniform approach to the management of these assets.”

The frameworks also include the following Immovable Asset Management Principles to guarantee that immovable assets maintain service delivery aims:

- An immovable asset solution (capital and recurrent) must be accurately valued and all choices (including non-asset solutions) correctly evaluated before a concluding judgement;
- A fixed asset must be handled competently and becomes excess to a handler if it does not aid its service delivery purposes at an effectual [level] and if it cannot be elevated to that level;
- To diminish the call for fixed assets, different service delivery approaches that do not need fixed assets must be recognised and deliberated;
- Concerning a procurement, it must be well thought-out whether a non-asset result is feasible - a fixed asset presently used by the government is acceptable to face adjustment in its service delivery aims - and complete impact of expenses over the lifetime of the fixed asset validates its procurement concerning the budget of the service;
- Fixed assets that are presently used must be kept working to function in a way that maintains effectual service delivery;
- When fixed assets are attained, a competitive value must be realised; and

- Concerning disposal, a custodian must contemplate whether the fixed asset concerned - cannot be utilised by another or joint usage by dissimilar uses - cannot be used in relation to the regime's socio-economic aims, plus land reform, job creation, alleviation of poverty, economic empowerment and reallocation of capital-or cannot be used in relation to use in social expansion initiatives of the government.

The Government-wide immovable asset management policy document (2005) further maintains that:

“principles of this policy will apply government-wide, without taking away existing mandates and roles and responsibilities, to all organs of state, including national and provincial government departments, municipalities, constitutional institutions, national and provincial trading entities, municipal entities and relevant public entities on which the (Public Finance Management Act, 1999) PFMA and (Municipal Finance Management Act, 2003) MFMA places an asset management responsibility.”

Isaacs (2014:67) argues that “the legislative framework fixed to the Constitution, PFMA and GIAMA sets the parameters for the Department of Public Works both nationally and provincially as well as the “user” and “custodian” duties and directives”. A broad organisation of national and provincial legislation as well as other policy directives is accessible to normalise the happenings related to the managing of state fixed assets.”

A body of National and Provincial legislation and policy documents occur which have a hold on the National Minister of Public Works, the provincial MECs, “custodians” and “users” and accountants answerable for actual and proficient fixed asset administration and the application of GIAMA in South Africa.

The duties of accounting officers as indicated in Section 38 (1) of the Public Finance Management Act, 1999 (Act 1 of 1999, as amended by Act 29 of 1999) may, “from an accounting point of view, necessitate that ownership of properties be allocated to the user departments for which the accounting officers are responsible, thereby enabling them to reflect the value of properties as asset(s) on the balance sheet. This is in accordance with accrual accounting practices.”

A Green Paper on the Management of Western Cape Provincial Property (2001:31) states that “the Item 28 (1) of the Constitution of 1996 determines that ownership be

vested in a particular government rather than a particular department. Furthermore, should ownership of property be vested in each user department with an accounting officer, it means that he/she will have the authority to implement, and be held accountable for, efficient and effective management, including maintaining and safeguarding those properties. But this would cause a fragmented management of smaller government property portfolios within the same sphere of government. This will be to the detriment of an integrated and holistic approach and its accompanying optimal utilisation of properties.”

Daman (2012:2) argues that once the office space has been acquired, departments are burdened with the responsibility of managing and allocating office space without experience in workplace management. He further indicates that the type of practice encourages individual management of properties leading to varying space occupation densities and inconsistencies in space allocation throughout the portfolio and prompting the question whether space is being used effectively and whether any standards are used in determining space allocation.

3.4 OFFICE NORMS AND STANDARDS

The Department of Public Works (DPW) issued a Space Planning Norms and Standards (SPNS) Notice 1665 of 2005, which aimed at “providing updated norms for public office buildings and replaces previous norms in circulation”. The SPNS further indicates that the number of office buildings presently utilised by the state in South Africa are not decent and well-organized and effectual work procedures suffer from impoverished environmental circumstances and space utilisation. This can result in inferior confidence, excessive employment resignations, low standards of efficiency and cooperated service delivery. These norms relate to all work areas utilised by the bodies of government. According to Hoffman and Viljoen (2013:11), “space norms are instruments to measure and evaluate the efficiency of space planning and allocation.”

It is stated in the SPNS (2005) that the ensuing standards must be respected in the preparation, obtaining and controlling of office area:

- **Fit:** Attention must be considered to guarantee that there is an ideal 'fit' between the establishment, its roles and the work environment. Businesses have many features such as size, the building structure, work patterns, culture, modification

and internal and external interactions that must be harmonised with physical features of the work place including layout, size, servicing and setting.

- **Standards of Fittings and Finishes:** The state's office area must epitomise successful and effectual use of state resources. Criteria must therefore be practical and encouraging of constructive work, but not pretentious or inefficient. Finishes and fittings must not be lavish and must be long-lasting and effortlessly sustainable (except for prominent properties and superior areas of buildings, which may require furnishings of a more sophisticated standard).
- **Flexibility and Adaptability:** Office buildings must be able to satisfy modification with ease as well as economically. This thought must be mirrored in the architecture, escape route in an emergency flow and service tactics, the physical arrangement of the office and in the choice of furnishings. New constructions are to be planned on a column and slab principle so that all inner walls, apart from those supporting elevator shafts and stairways, can be taken away without hindering the structural reliability of the building.
- **Environmental Quality:** Space must afford satisfactory standards of occupant physical ease and well-being. This considers good day lighting (30% of lighting levels to be provided by day light); outside views; energy efficient utilisation (20% of energy to be provided by sustainable sources); water saving strategies (all sanitary fittings to be water saving units); suitable indoor air superiority and acceptable thermic (18 – 22°C) and sound settings. In attaining these requirements, users should receive applicable ways to regulate their surroundings and an over-dependence on automatic methods should be avoided.
- **Lifecycle costs:** The operating expenses of looking after space, such as upkeep, cleansing and energy expenses, must be wisely taken into account and, where fitting, curtailed.
- **Inclusion:** All work places used by the regime must be all-encompassing. This entails office layouts, as well as purchasing and organisational procedures, to conform to environmental ideals that allow an extensive range of individuals to visit and work in the building with ease, including older people, parents and children and individuals with disabilities.

- **Health and Safety:** Accommodation used by the state should be fully acquiescent with the Occupational Health and Safety Act and all recent building rules. Attention must be given to the probable future governmental developments, such as progressively strict admission for individuals existing with debilities and water and energy utilisation criterions.
- **Service Delivery:** Where the work place has a module that is available to the community, caution must be taken to safeguard that suitable environmental and service ideals are adhered to. Direction provided in the Batho Pele policy must be adhered to.

In a Green Paper on the Management of Provincial Property in Western Cape Province (2001:16), Louis (2001:17) presented a paper describing the degree of the provincial property portfolio, expressing that a huge property portfolio should not stay inactive, but should be improved by:

- Efficiently exploiting the provincial properties currently in use;
- Examining the leasing of individual property to certify that each contract is worthwhile and achievable;
- Announcing other controls and official financial plans;
- Guaranteeing that rent payments owed on rented properties are related to market prices;
- More competent supervision of upkeep and operating expenses;
- Confirming that full advantage is taken of the proceeds of leasing properties; and
- Enhanced efficiency.

3.5 THE POLICY CONSEQUENCES ON IMMOVABLE ASSET MANAGEMENT

Gumede (2008:10) points out that “South Africa’s history, like that of many African countries, is dominated by colonialism, racism, apartheid, sexism and many repulsive policies whose legacy remains severe”. This can be noted on the challenges being experienced by the Department of Public Works regarding the administration of state properties, in which the challenge has been the accuracy and reliability of the government’s immovable asset register, where properties inherited from former independent states are still a concern.

A common notion exists regarding government immovable asset management, such as poor and underutilised public held assets, and unknown assets owned by the state, as well as the value of such assets and no realisation of the costs in lost opportunities of abandoned immovable assets. Indeed, even that being the situation, as Roux (2002:435) believes, is that like never before previously, South Africa is portrayed by broad political and constitutional reforms changes with concomitant policy changes. However, these day, transformation and change do not happen in separation and government is obliged to continuously gauge its national policies and programmes against international or global best practices and requirements. Hence Section 197 of the of the Constitution of 1996 specifies that within civic management there is a Public Service for the Republic of South Africa, that must operate and be designed in relation to national legislature, and must devotedly achieve the official policies of the governing regime.

It is stated in the Government Immovable Asset Management Act 19 of 2007 (GIAMA) (2007:2) that “historically, immovable asset management (IAM) practices in government resulted in immovable assets slipping into disrepair due to improper funding and maintenance, [and] eventually cost government significantly more than what ongoing preventative maintenance would have cost. These practices in government were a result of a non-uniform governance framework and lack of monitoring and evaluation systems.” The principle all through the asset management philosophy is that assets are utilised to their complete service delivery capacity and that the expenses and threats are achieved over their whole lifetime.

3.5.1 New Public Management (NPM) approach

Pollitt and Bouckaert (2004:8) define Public Management reforms as “consisting of deliberate changes to structures and processes of public sector organisations within the objective of getting them to run better”. Osborne (2010:03) is of the belief that the coverage of New Public Management (NPM), from the late 1970s onwards, saw the evolution of a new discussion of public policy execution and public service delivery.

Thatcher (in Osborne, 2010:03) further states that “in its most extreme form this asserted the superiority of the private-sector managerial techniques over those of Public Administration (PA), with the assumption that the application of such techniques

to public service delivery would automatically lead to improvements in the efficiency and effectiveness of those services.”

3.5.2 Public Entrepreneurial approach on immovable assets

Lyons (2004:15) is of the view that public services are changing in a fresh situation of increasing public anticipation, growing emphasis on refining competence and quality-price ratio, and the constant appearance of new engineering science. Lyons (2004:15) further indicates that since 1997, the intention of the government has been to increase the frequency of investment in public infrastructure in respect of past under-investment, and that asset management should be part of this idea: releasing of surplus assets through sale to free resources for new investment; reassigning ownership of assets to the private sector to gain access to new funding, skills and to transfer risk; identifying and capitalising on hidden assets; and increasing value for money from retained assets.

An entrepreneurial leadership method within public service organisations has transformed the emphasis from traditional ways of obtaining, using, maintaining and doing away with immovable assets. This entrepreneurial tactic is being considered by most countries in their endeavour to save government funds and getting value for money by using every square metre of the office floor and generating revenue by finding the best way to invest in government facilities.

Lyons (2004:10) is of the opinion that “government should encourage the departments to take a more entrepreneurial approach to identifying and exploiting intangible assets; the efficient management of government’s retained assets should be made an explicit theme of an efficient programme, with a clear focus on the scope for reducing office space requirements and better coordination of office space requirements in particular localities.” Maas and Fox (1997:5) argue that a business orientated government can take numerous methods. It might be network claimed, serious, crucial, result-orientated or decentralised. This proposes a change in perspective from conservative model of governance that pervades all degrees of government.”

The Green Paper on the Management of Provincial Property in Western Cape Province (2001:48) concludes by making comparisons of both the business and public sector, indicating that the running of property in the commercial division is helped by the capacity of facilities administration, property administration and asset administration.

The last one characterises a tactical method that guarantees the most extreme monetary return. In a public sector setting, asset management is out to guarantee the most noteworthy and best utilisation of properties, regarding the giving of the most fitting stability between socio-economic development and financial returns.

3.5.3 Impact of decentralisation on immovable management

Stoop and Grabe (in van der Walddt, 2004:99) debate that the function of guiding organisations, such as the Public Service Commission, National Treasury etc. has to adjust in order to make a setting where operational management by line representatives can take place. Departments and management components must be permitted to advance efficiency and to afford the needed motivations for improved presentation.

Countries such as Australia, New Zealand and Malaysia have shown significant progress in relation to their practices on asset management. Australia, in particular, is reported to have improved strongly on asset management at all levels in comparison to their central government, where positions have their own strategies and procedures that need subdivisions and legislative organisations to oversee assets as per asset management systems. New Zealand's asset management has been reinforced in a way that the central body is no longer managing assets; each department has autonomy and is alleged to be independently responsible for the distribution of services by the government. In Malaysia much focus has been on operations relating to the maintenance, office space management and performance monitoring of properties.

Pollitt and Bouckaert (2011:101) argue that in decentralisation ministers and officials have said, make possible more responsive and speedy public services, better attuned to local or individual needs. It facilitates downsizing by leading the elimination of unnecessary layers of middle management. It even produces more contented and stimulated staff, whose jobs have been enriched by taking on devolved responsibilities for financial and personnel management, and by escaping from the overburden of centralised regulation.

White (1959) and Rahman (1996), as cited by Hossain (2007:2), argues that "decentralisation has been defined by various scholars of public administration as transference of authority from a higher level of government to a lower, delegation of

decision making, placement of authority with responsibility, allowing a greater number of actions to be taken where most people reside, removal of functions from the centre to the periphery, a mode of operations involving wider participation of people in the whole range of decision making, beginning from plan formulation to implementation.” Various scholars indicate that there are four types of decentralisation and each one has its own unique dimension. To draw a distinction between these various concepts, it is useful to highlight one that is relevant, in which economic/market decentralisation might be relevant to this study.

Hossain (2007:3) refers to economic/market decentralisation as ignoring the private sector of the roles entirely implemented by the state. It is revealed through privatisation and deregulating. This sort of decentralisation encourages the involvement of business and communal groupings. According to Ahmed (1990), as cited by Hossain (2007:3), “the term privatisation means [the] transfer of function from public to non-government institutions. In many countries the transfer of some of the planning and administrative responsibilities of public function from government to private or voluntary agencies facilitated the processes of decentralisation.”

In accordance with the World Bank Thematic Team, as cited in Hossain (2007:3), privatisation can include;

- Permitting private initiative to complete tasks that had beforehand been dominated by the regime;
- Hiring out the delivery or administration of public services or amenities to profitable initiatives; in reality there is an extensive range of potential methods in which occupations can be composed and many illustrations of public region and public private institute formats, mostly in substructure.
- Investing in government curriculums through the money markets (with acceptable regulations or procedures to avoid circumstances where the central government bears the risks for borrowing) and permitting private businesses to join in; and
- Assigning accountability for the provision of services from the government to the private sector through the disinvestment of the government owned initiatives.

This is evident in the approach of the South African government, where Public Works Department Minister, Thulas Nxesi, showed the following during a media briefing on 08 August 2014:

“Cabinet approved the establishment of the Property Management Trading Entity (PMTE) as a government component that is to ring-fence and professionalise the management of state property. This will be done to manage the state property portfolio to save money. It would improve the quality of government services to the public by improving access to and the quality of buildings. The PMTE was established in response [to] negative audits in the past eight years, irregular lease, sub-standard government facilities, no planned maintenance of government properties, and the under-utilisation.”

This approach by the DPW on the establishment of the PMTE seems to have its origins within the public management reforms. Denhardt and Denhardt (2011:12) refer to New Public Management as a being the case, as Roux (2002:435) believes, is that “South Africa is at present, more than ever before, characterised by extensive political and constitutional reform and changes with concomitant policy changes. However, in this day and age, transformation and change do not take place in isolation and government is obliged to constantly measure its national policies and programmes against international or global best practices and requirements.” Hence Section 197 of the of the Constitution specifies that within civic management there is a Public Service for the Republic of South Africa, that must operate and be designed in relation to national legislature, and must devotedly achieve the official policies of the governing regime and service delivery within public service.

The Green Paper on the Management of Provincial Property in Western Cape Province (2001:48) concludes by arguing that “national and international practices should be considered in formulating a policy that includes the possibility of creating a separate legal corporate entity, to provide property management services to all provincial government departments, entities and boards; such an entity will still be owned by the provincial government, but may be given strategic direction by a Board of Directors consisting of individuals with a variety of private and public sector expertise.”

3.5.4 Impact of policy framework on immovable assets

Du Toit *et al.* (1998:40) believe that in order for government to accomplish its responsibility it must, among other things, administer and manage the exploitation and utilisation of the country's resources. In effect this implies that the exploitation and utilisation of resources be regulated. Kaganova (2011:32) is of the view that public management of property assets as an entity, regardless of being the chief part of public capital, frequently are the least evident and noticeable in government. Du Toit *et al.* (1998:40) further points out that government needs to legislate how resources are regulated to administer and manage the exploitation and utilisation of resources and that the necessary institutions must be created and enabled to execute the tasks for which they have been created.

Kaganova (2011:32) further mentions that the "management of government property assets is often associated with a lack of explicit policies and with insufficient regulatory framework, opening the gate for short-sighted and often unqualified, if not corrupt, and government practices." This is evident in a report by the Auditor-General of Western Australia on performance examination (2016:4) indicating that the influence of office accommodation rules is not efficiently checked and that policymaking is established on restricted strategic planning resulting in state office space that does not meet space efficacy ideals, with an average space per person of 21m, which is 2, 40% over the policy standard.

Roux (2002:218) points out that in order for public institutions to endure, develop efficiently and render excellence services to the public, the ability to effectively formulate policies for change and, on a continuous basis also assess or analyse such policy initiatives is of paramount importance. This would suggest that awareness, knowledge and skills are required at all levels in order to implement sound policies and make change happen. A superior comprehension of the public policy-making method, the stakeholders involved, as well as the role and tasks of those associated in policy evaluation could guarantee a more prominent level of demonstrable skill when public policies are detailed and execution of such approaches considered.

Van der Waldt and du Toit (1999:211) believe that in the context of the implementation of policy, we should differentiate between national and operational policy, where national policy is the policy completed by the legislative authority and devolved to

administrative policy level. They further indicate that managers should formulate operational or organisational policies within the framework of the national policy. Regardless from policy completed at the different levels as described above, decisions on several other matters of policy may still have to be taken at the level where the work has to be done. Van der Waldt and du Toit (1999:11) define operational policy as a “policy formulated in the framework of the higher order policy by the head of each management unit so that the activities in each unit or division are carried out smoothly.” “This level of policy-making usually relates to routine work that can be performed by supervisors at the lower level of the hierarchy” (Cloete, 1995:97).

Gumede's concluding remarks (2008:20) posit that the probable optimal policy-making approach is the one that takes various challenges into account, and tries to strike a balance between economics and social issues within the context of sustainable human development. Gumede (2008:20) further points out that hypothetical the next noticeable stage in public sector changes worldwide, after the new public management reform, is the integrated governance approach. This encompasses new methods of ensuring that government departments function as one, that there is adequate capacity in government, that there are appropriate performance management systems, and that the function of service delivery is properly defined and distinguished from policy making and policy advice function, and so on.

“Policy implementation phase results in the formulation of administration and operational policy where procedures and manuals are developed to guide the actions of public officials” (De Waldt *et al.*, 2002:185). Brynard (in de Waldt *et al.*, 2002:185) attests also to policy formulation by referring to the statement on the report of the Presidential Review Commission (1998), which indicated that although South African policies are well designed, problems arise in the implementation. Hanekom (1987) (in Matshikwe, 2004:63) states that “public policy, i.e. legislation, becomes significant only when implemented, usually by appointed public officials who originally formulated the policy the successful implementation of the policy depends on the insight of the official and whether he or she identifies him or herself with the policy aims of the legislator.”

Roux (2002:425) is of the view that intellectual thinking is required to understand public policy. Policy, on its own, is not obvious unless written or contained in a document.

Even then, it can be argued that it is not the policy that can be seen or evaluated, but merely the written word or the document. Roux further mentions that what is contained in the report, therefore, is the detailing, in writing, of the expectation of government, or game plan to pursue, with respect to specific utilitarian areas. Some policies followed by recognised institutions might not even be in writing. This is because, over time, officials develop a certain mind-set, organisational culture and viewpoint on how and where and when to do things. In this case, policy is certainly an intellectual understanding amongst colleagues of the course to follow to attain objectives most effectively, as proven by experience.

3.6 SUMMARY

This chapter identified two major research areas in the field of government frameworks. The importance of government regulatory frameworks that are relevant to immovable asset management (IA) were discussed. The legislative framework anchored by the Constitution, PFMA and GIAMA sets the parameters for the Department of Public Works both nationally and provincially, as well as the “user” and “custodian” responsibilities and mandates.

The study also deliberated on the policy consequences on immovable asset management in South Africa, evidently pointing out that to administer and manage the exploitation and utilisation of resources requires that government legislate how resources are regulated and that necessary institutions must be created and enabled to execute the tasks for which they have been created. The following chapter will outline the research methodology established in this study.

CHAPTER FOUR

RESEARCH METHODOLOGY

4.1 INTRODUCTION

The main objective of the study is to embark on research to ascertain the extent to which user departments are effectively managing their office space. More specifically, the research will examine the management of scarce office space resource, in an environment of inconsistency of managing office space to achieve cost efficiency, and productive management of office space to meet service delivery objectives.

Chapters Two and Three, the literature review, were presented with the aim of explaining the significance of relevant government regulatory frameworks and how policy consequences impact on government immovable assets. They also aimed to identify a generic framework model that is more considerate of current requirements of staff, modern working procedures and upcoming necessities of the organisation.

The goal of this chapter is twofold. Firstly, it offers a clarification of the research paradigm utilised in this research. Next, the research methodology and the arrangement of the research tools used are explained. Consistent with the research objectives and drawing on the literature review, this chapter centres on the outline of the research area, and approaches used as a guide for the empirical study.

4.2 RESEARCH PARADIGMS

Meanwhile De Vos *et al.* (2011:42) describe scientific research as the thorough, well-ordered, experiential and analytical exploration of natural wonders, directed by theory and hypotheses about the alleged associations among phenomena.

Cook (2001:13) argues that “science is not achieved by distancing oneself from the world, as generations of scientists know the greatest conceptual and methodological challenges come from engagement with the world.” The Oxford Dictionary of English (in de Vos *et al.* 2011:3) defines science as the scholarly and viable activity that

the world. In consideration for this study, a paradigm would relate to how research should be directed.

A paradigm offers an outline for research that includes a recognised collection of theories, approaches and methods of describing data. There are two key research paradigms which are termed positivist and phenomenological. These two paradigms can be characterised as quantitative and qualitative individually. De Vos *et al.* (2011:6), state that “positivism” involves a conviction that only those facts that are noticeable, in the sense of being agreeable to the senses, can truly be acceptable as information. Therefore, there is no position for phenomena that cannot be monitored either openly through experience and observation or incidentally with the assistance of [an] instrument.

“Quantitative reflects the traditional scientific approach to problem solving. It assumes that there is a single reality that can be broken down into variables. The purpose of this type of research is to test the hypotheses that have been developed before the research project is started. The emphasis is upon measurement, comparison and objectivity. In contrast, qualitative research is based upon assumption that multiple realities exist in people’s perception of the world. The emphasis in this approach is upon description, uncovering patterns of data, giving voice to the participants and maintaining flexibility as the research project develops (Conti, 2003:1).”

Croswell (2014:4) argues that “quantitative research is an approach for testing objective theories by examining the relationship among variables. These variables, in turn, can be measured, typically on instruments, so that numbered data can be analysed using statistical procedures.”

In further defining quantitative research, Croswell (2014:54) indicates that it is a set of interconnected ideas, classifications and proposals that presents a methodical opinion of facts by identifying relations among variables, with the intention of clarifying natural phenomena.

According to Leedy and Ormrod (2005), quantitative research or descriptive research “involves either recognising the features of an observed phenomena or exploring possible correlations among two or more phenomena. In every case, descriptive research observes the situation as it is. It does not involve changing or modifying the

situation under investigation nor is it intended to determine the cause-and-effect relationships.”

The quantitative approach was suitable for this research, mainly in light of the fact researchers have considered the concerns in this specific research; therefore an extensive body of literature exist.

4.3 RESEARCH METHODS: SURVEY

The research presented is exploratory in nature, as it provides understanding of the effect of office space management for user departments within a broader scope of property management/immovable asset management.

4.3.1 Study population

De Vos *et al.* (2011:223) argue that “population is the entirety of persons, events, organisation units, case records or other sampling units with which the research problem is concerned.” Salkind (2012:95) explains populace as a collection of prospective contributors to whom a researcher wants to simplify the outcome of the study. Welman *et al.* (2005:52) indicates that population is a study object and comprises of individuals, groups, associations, human products and events, or the circumstances to which they are subjected. Population is a term that establishes restrictions on the study units. De Vos *et al.* (2011:223), also acknowledge that populace is the entirety of people, happenings, organisation units, case records or other sampling units with which the study challenge is concerned.

De Vos *et al.* (2005:195) further argue that “it is not always possible to involve a minimum number of participants in an investigation, because the total population is often quite small, and it is preferable for the total population be involved in such cases.”

Since the study was aimed to ascertain the degree to which user departments successfully manage their office space; the population consisted of National and Provincial departments that are within the geographical area of Buffalo City Metropole. The study population comprised of property/immovable assets or corporate service managers from user departments of national and provincial departments within the geographical area of Buffalo City Metropolitan Municipality.

4.3.2 The eligibility criteria

In order to qualify to participate in this study, the participants had to meet the following criteria:

- Be managing office property/immovable asset or in a corporate services unit managing office property.
- Participant must be able to have knowledge and understanding of office property/immovable asset management.
- Working either for provincial or national government departments.
- Departments must be within the geographical area of Buffalo City Metropolitan Municipality.

4.3.3 Sampling and Data collection Techniques

4.3.3.1 Sampling

Fox and Bayat (2007:54) argue that researchers are often required to control their research to a part of the populace, as it is physically difficult to acquire information from the entire population. Maree (2007:172) is of the view that meanwhile the aim of a survey is to use the tester to study about the populace, it is very crucial for the tester to be drawn in such a way that it would be effective to oversimplify its results to the population. Leedy and Ormrod (2010:205) concur that the “sample should be so carefully chosen that, through it, the researcher is able to see characteristics of the total population in the same proportion and relationships, that they would be seen if the researcher were, in fact, to examine the total population.”

De Vos *et al.* (2011:223) indicate that a sample incorporates fundamentals or a subgroup of the populace considered for definite insertion in the research, or it can be seen as a subsection of quantities drawn from the populace in which we are concerned.

To enable the researcher to acquire a sample of proper office property managers for the study the researcher used a non-probability sampling method to select the participants. This sampling method is discussed below.

4.3.3.2 Sampling Method

It an attempt to determine appropriate method suitable for this study, Blaxter, Hughes and Tight (2010:170) are of the view that techniques can depend on the researcher's comprehensive understanding of the populace in question, and the resources at the researcher's disposal. Dawson (2002:48) concurs that there are various ways to select a sample, and the method used will be determined by the area of research, research methodology and the preference of the researcher.

Fox and Bayat (2007:58) contend that in non-probability testing, units of scrutiny in the populace do not each have the same opportunity and sometimes have no chance of being incorporated into the sample. Leedy and Ormrod (2010:211) concur that "in non-probability sampling, the researcher has no way of forecasting or guaranteeing that each element of the population will be represented in the sample."

Blaxter, Hughes and Tight (2010:170) also indicate that non-probability sampling methods are utilised when the investigator needs a sample frame for the people in question, or where a probabilistic approach is arbitrated to be unnecessary. Tongco (nd) argues that it becomes vital in selecting the manner of attaining data and from whom the data will be obtained, be done with sound judgement, especially since no amount of investigation can make up for incorrectly collected data.

4.3.3.3 Size of the Sample and Total Population Sampling

De Vos *et al.* (2011:224), argue that "if the population itself is relatively small, the sample should comprise a reasonably large percentage of it." Fox and Bayat (2007:61) are of the opinion that the uniformity of the populace and the measure of dependability needed in the investigation, as well as the approach of sampling, will influence the size.

Since this study aimed to ascertain the extent to which user departments are effectively managing their office space, the research population for this study became increasingly smaller, focusing specifically on officials who are managing office property. Maree (2007:178) is of the view that the question of how the sample should be taken in a specific survey is often not easy to answer since there are numerous factors to consider. Three factors which essentially define the sample size are:

- Characteristics of the population

- Correctness of results required
- Type of statistical analysis planned

The size of the population was so small that a total population sampling approach was considered to be sufficient for the study. Complete population sampling (TPS) is a method where the whole populace that meets the norms (e.g. specific skill set, experience, etc.) are incorporated in the study being organised. Complete population testing is more frequently utilised where the quantity of cases being considered is quite insignificant (Etikan, Musa & Alkassim, 2016:2).

A total number of 27 property/immovable asset managers from different user departments within the Buffalo City Metropole formed the total population sample. This sample size has assisted the researcher to get an insight into the phenomenon of interest. In such a wide coverage of the population of interest, the sample created the possibility of having less risk of missing potential insight from participants who are not included.

4.3.3.4 Purposive Sampling

Maree (2007:178) is of the view that this approach is utilised in special circumstances where the testing is done with a particular objective in mind. Leedy and Ormrod (2010:212) also concur that “in purposive sampling people or other units are chosen, as the name implies, for a particular purpose.”

Etikan, Musa & Alkassim (2016:2) further argue that purposive sampling method, also called judgment sampling, is the cautious decision of a participant because of the capacities the participant has. It is a non-random technique that does not require fundamental speculations or a set number of participants.

Grinnell and Unrau (2008) as mentioned in De Vos *et al.* (2010:232), argue that this kind of tester is founded fully on the opinion of the investigator, in that the sample is moulded of fundamentals that encompass the most characteristics, representative or typical qualities of the populace that serve the goal of the research. Engel and Schutt (2013:126) are of the view that purposive sampling may involve studying the whole populace of some restricted group or a subgroup of the population. Engel and Schutt (2013:126) further argue that “purposive sampling may be a “key informant survey,”

which focuses on persons who are especially well-informed about the matters being investigated.”

The purposive sample encompassing office property managers from relevant user departments within the Buffalo City Metropolitan area was selected as the most suitable approach for this study, as the researcher applied his understanding on the research problem and also had a good understanding of the population in question. This has given the researcher an opportunity to handpick the correct participants.

The researcher will also find it easy to find participants, but the threat of prejudice in this study is greater than in a random sampling, because each participant of the populace did not have the same opportunity of being involved in the sample.

4.3.3.5 Sampling Rationale

The researcher utilised the purposive sampling technique as deliberated above because:

- The researcher had an option to pass judgement regarding the matters that were typical or representative of the phenomenon being studied;
- The researcher had an option to pick subjects that were well-informed about the research topic on account of their own experience;
- It was appropriate and inexpensive as the researcher was the only one involved in the selection;
- The information gathered could be very informative for this research.

4.3.3.6 Survey Instrument: Data Collection

Blaxter *et al.* (2010:183), mentions that all research encompasses the gathering and investigation of information, whether through reading, observations, measurement, probing questions or a combination of these or other strategies. Blaxter *et al.* (2010:183) further indicate that “researchers who base their studies on documentation may make considerable use of secondary data; that is, data that has already been collected, and possibly also analysed, by somebody else. The study has drawn on the existing literature, journals, legislation and sub-ordinated legislation, annual reports, newspapers, reviews and the electronic database.”

Empirically the researcher conducted the investigation by collecting data from office

property or immovable asset managers who work for user departments within the area of Buffalo City Metropolitan, in the Eastern Cape Province.

Salkind (2012:105) states that “in case variability increases within the groups, it means that the data points (representing test scores) are more diverse, and you need a larger number of data points to represent all of them.” In addition, the author argues that as the variance between groupings gets less, you require a greater quantity of partakers to attain the critical mass where groupings can vary.

4.3.3.7 Questionnaire Design

There are various manners by which questionnaires can be directed but each method may have advantages and disadvantages; at the same time questionnaires may seem so simple, yet can be tricky to construct and administer. In this study, a questionnaire was utilised as the technique of gathering primary data from the non-randomly chosen sample.

Babbie (2007), as quoted by de Vos *et al.* (2011:186), describes a questionnaire as a document comprising of questions and or several kinds of particulars intended to request proper information for examination. Leedy and Ormrod (2010:189) state that even, notwithstanding, when individuals are keen contributors of a questionnaire study, their answers will mirror their reading and writing skills and, possibly, their misunderstanding of one or more questions.

Wegner (2001:18) recognises the accompanying principles that ought to be weighed up when designing a questionnaire:

- It ought to incorporate just those questions that add to the study objective;
- Uncertain and steering questions ought to be evaded. Research should be explicit and technical terms must be evaded;
- Fixed elective questions ought to be utilised at every possible opportunity;
- Open-ended questions ought to be utilised carefully, as they are challenging to evaluate;
- Questions should be sequential and consistent ;

- A questionnaire should always be conducted before starting on the complete survey. Hereby flaws can be pinpointed and adjusted on time; and;
- The focus population's capacity to comprehend and react satisfactorily to the questionnaire should be measured when expressing the questions.

The questionnaire that was planned for this research was developed after studying the information acquired from the literature study. The policy consequences, norms and standards, space model, strategies on office space all had an influence on the progression and design of the questionnaire. The questionnaire for the research was structured with the aim of making it more attractive and making it easily understood to maximise the response rate.

The sequence of the questions was also structured to be clear and not to cause any misunderstanding or put strain on the memory or intelligence of the respondent. The questionnaire was designed in such a way that all questions in the sections could be answered either by means of five-point scale (Likert type Scale), closed or open ended questions, with a purpose of collecting accurate data and also to permit comprehensive and meaningful analysis as well as purposeful utilisation of data.

The research proposal for the study initially considered a popular mail questionnaire as a suitable method to be used in the study. However, when contacting respondents to acquire their postal addresses, most indicated challenges around the mailing of questionnaires; raising the delays around mailing; indicating that user departments take time to collect their mails and the risk of the questionnaire being lost in the system was very high.

One of the common challenges is that managers normally use emails and it becomes easy for them to respond on time, as most of the time prospective respondents can be out of the office attending meetings and site briefings. Hence, the researcher decided to partially deviate from the initial plan in the research proposal.

Once the groundwork was done in getting email addresses of the prospective respondents, questionnaires were emailed to them, as the most suitable method to use. The approach was quick, reliable and with minimum risk of losing the questionnaire. The approach also ensured that there was a continuous interaction

between the researcher and the respondent. Hence, the respondents were contacted telephonically to confirm whether the questionnaires were received and further clarity was provided when requested. The approach created the opportunity to resend the questionnaire in the event that the respondent may have misplaced the document.

The non-probability sampling and small population size also contributed to ensuring that respondents were visited and appointments were made for better administration of the questionnaire. The questionnaires were controlled in a person to person setting. In considering such an approach the researcher was influenced by the following aspects:

- Chance to assure the interviewee , should he or she be unwilling, and the researcher can also explain certain guidelines or questions;
- Failure to answer a question (non-response) is far less likely to occur;
- Opportunity to minimise the potential of questions not being answered or skipped;
- A chance for comment to the respondents is a definite benefit;
- Face to face administration of the questionnaire also contributed to the speedy response time.

4.3.3.8 Research Ethics

Fox and Bayat (2007:148) argue that ethics in research includes receiving the informed permission of those who are going to be interviewed, questioned, observed or from whom materials are taken. "Principled concerns are the apprehensions and quandaries that arise over the way to implement research, more precisely not to make detrimental conditions for the subjects of enquiry, humans, in the research process (Schurink, 2005:43).

Salkind (2012:85) states that although researchers should be eager and keen about their work, the most essential thing to think of is that human beings are aiding as contributors in the study and must be handled so that their self-respect is conserved in spite of the study or the results. There are number of issues that are to be considered on ethical conduct in a research, as described below

Voluntary participation

Fox and Bayat (2007:148) indicate that voluntary participation is a standard that requires that individuals not be obliged to partake in research and the hazards involved in research and that, if they agreed to take part, they are permitted to leave at any time they desire during the research. Both the cover letter detailing the purpose of the research and the questionnaires were scanned and emailed to the respondents. Therefore, the participants voluntarily participated in the study.

Informed consent

A letter was drafted and given in to both the Accounting Officer of the Office of the Premier on behalf of provincial departments and national departments that are within the area of Buffalo City Metropole, requesting permission to conduct research on office space management. The approach to request permission from the Office of the Premier was aimed at speeding up the process to avoid submitting letters to each department.

Informed consent means that future study contributors must be cognisant of the processes and dangers involved in research and they must give their consensus to take part. Again they are free to pull out, any time they feel that they are at risk (Fox and Bayat 2007:148). Prospective respondents were engaged and well-briefed about the survey in advance, prior the distribution of the questionnaires.

Privacy

A cover letter clarifying the importance of maintaining anonymity of the respondents was attached to the questionnaire, to give respondents the assurance that the information will be treated as confidentially as possible. Fox & Bayat (2007:148) indicate two principles that are to be utilised so as to help in the safeguard of privacy, of the research contributors:

- a) All research is to guarantee the privacy of the partakers and that no identification of information will be made accessible to anyone not directly involved in the project.

- b) The stringent standard is the norm of anonymity. This means that participants will remain unknown throughout the study – even to the researchers themselves.

Protection from discomfort and harm

The right to safety from distress is based on the principle of beneficence. Fox & Bayat (2007:148) are of the view that partakers must not be put into circumstances where they may be at risk of either carnal or mental harm as a consequence of their contribution.

In this study there were no anticipated negative effects or harm for the respondents, as the study was non-experimental. However, the study continued to highlight the importance of confidentiality and anonymity.

The study has committed and fully validated the ethical code of the Cape Peninsula University of Technology (CPUT) in order to protect respondents from harm or unnecessary risk or discomfort that may be inherent in the research procedures. The researcher interacted in advance with asset managers to inform them about the survey prior to the distribution of questionnaires. The cover letter that clarifies the importance of anonymity of the respondents was attached to the questionnaire to give the interviewees guarantees that the information will be treated as confidentially as possible.

4.4 PILOT STUDY

According to Birley and Moreland (1998:42), a pilot study is a primary exploration using any planned data collection instrument to check the legitimacy and importance of the data generated. De Vos *et al.* (2011:195) are of the view that in all cases it is crucial that recently created questionnaires, those in their semi-form, be meticulously pilot verified before being utilised in the chief exploration. This guarantees that faults of whatever kind can be corrected straightaway at an insignificant expense. De Vos *et al.* (2011:195) further state that pilot testing attains the following two objectives:

- To enhance the face and content authenticity of the instrument.
- To calculate approximately the time it takes to finish the questionnaire.

Dove (2006:48) explains that “a pilot test includes asking an expert to comment on the suitability of the questions, as well as commenting on the structure of the questionnaire. This allows the researcher to ascertain validity of the question content so that amendments, if any, can be done before pilot testing with a group representing the target population.”

The pilot was conducted using three colleagues from Department of Rural Development and Agrarian Reforms (DRDAR). The sample preferred was comparable to the focus populace, with two associates from senior management and one colleague who is at middle management. The sample was informed of the pilot test and was asked to provide comments they may have about the length, structure, sequence and wording of the questionnaire.

De Vos et al (2011:180) maintain that “when formulating the questions, we should use words and concepts with which we can expect the respondents to be familiar. The command of the language group that is investigated should be taken into account.” The central difficult emphasised from the pilot study was the need to clarify wording on questions that were asking information specifically on properties. This was dealt with by structuring the questions to be specific on office property, as the objective of the study is about the administration of office space. The exercise assisted the researcher to put much consideration to the wording of the questions for validity and meaningful returns.

4.5 DATA ANALYSIS

According to Rubin and Babbie (2005) in de Vos *et al.* (2010:249), quantitative data analysis can be viewed as the methods by which a researcher transforms information to a mathematical form and subjects it to statistical examination. Leedy and Ormrod (2010:253) debate that “statistics provide a means through which numerical data can be made more meaningful, so that the researcher may see their nature and better understand their interrelationships.”

A survey was captured and analysed using SPSS Version 16.0. Terre Blanche, Durrheim and Painter (2006:192) are of the view that SPSS is a complete set of software package that is intended for use by social scientists. As vast majority of the questions incorporated into the questionnaire were closed questions, the large part of

the questionnaire was coded using popular statistical software for easy analysis. With regards to data entries, De Vos (2010:253) indicates that if, for instance, information that has been gathered by the questionnaire, the coding might be done on the questionnaire itself and the codes then physically be inserted into the spreadsheet.

Descriptive statistics were utilised in this study to scrutinise the information given the relatively small sample size. De Vos *et al.* (2011:251) argue that “descriptive methods are used to report the distribution of a sample or population across a wide range of variables.” Terre Blanche, Durrheim and Painter (2006:193) indicate that descriptive data analysis intends is to refer to the information by exploring the allocation of totals on each variable, and by deciding whether the totals on unlike variables are connected to each other. Monette *et al.* (2008) in De Vos *et al.* (2011:251) further indicate that descriptive statistics are processes that explain the mathematical information in that they contribute in classifying, shortening and understanding sample data.

Maree (2007:191) argues that the greatest benefit of graphically representing data is that the main features of distribution can immediately be noticed. The data were mostly presented in a form of frequency tables and graphs in chapter 5.

4.6 RELIABILITY AND VALIDITY OF THE INSTRUMENT

4.6.1 Reliability of the study

De Vos (2010:177) refer to dependency, consistency, stable, trustworthy, predictability and faithfulness as synonyms for reliability. Maree (2007:215) is of the view that trustworthiness is the degree to which a computing instrument is repeatable and reliable.

The reliability of the mechanism was confirmed by clarifying some of the words contained within the study questionnaire. A pilot study determined whether the respondents understood the questions properly and, where the questioning was not clear enough, the necessary amendments were made prior to the questionnaires being distributed.

4.6.2 Validity of the study

According to Babbie (2007) in de Vos (2010:172), “validity refers to the extent to which an empirical measure adequately reflects the real meaning of the concept under consideration.” Coolican (in Welman, 2005:142) concurs that legitimacy is the degree to which the study findings properly represent what is actually occurring in the situation; and the effect or test is sound if it validates or quantifies what the researcher thinks or maintains it does.

Leedy and Ormrod (2010: 25) describe validity “as the extent to which the instrument measures what it intends to measure. These authors further indicate that validity is the consistency with which a measuring instrument yields a certain result when the entity being measured has not changed.”

Leedy and Ormrod (2010:99) are of the view that internal validity of a research study is the degree to which its plan and the information it produces allows the investigator to extract correct deductions about cause-and-effect and other connections within the information.

Fox and Bayat (2007:80) are of the view that if factors that could affect an experiment are not effectively controlled it is not possible to come to a valid conclusion. The most critical danger to the internal validity of the study were matters related to the history of the participant’s, relating to the understanding and competence in the field of office space management. Several factors in this study have been recognised as challenges on office space management including the lack of knowledge, lack of experience and not having a qualification in the field of property management.

These and other factors may deter effective and efficient management of office space. The threats to internal validity may vary from lack of exposure to office space management, as the Public Works Department may be blamed for centralising the planning and the actual acquisition of property.

Fox and Bayat (2007:80) refer to the external validity as the capacity to simplify conclusions from a particular setting and small groups to a broader range of settings and people. Leedy and Ormrod (2010:99) indicate that “external validity of a research study is the extent to which its results apply to situations beyond the study itself - in

other words, the extent to which the conclusions drawn can be generalised to other contexts”

Regarding the behavioural display by participants because they are involved in the study of office space management challenges, the respondents might have given answers to please the researcher instead of providing information about their real experience regarding the office space management. The type of threat to the validity was minimised by continuously explaining to participants the purpose of the study and how it will contribute to better management of office space.

A broad literature review was embarked on to understand the best method for undertaking quantitative research to collect data from office property managers in different industries. The statistician from CPUT, an expert in the field of office property and the supervisors, remarked on the questionnaire and compared it to what is entailed, as discussed in the literature review (Chapter 2). During the pilot phase the need for clarification on the wording of the questionnaire was indicated by the respondents.

4.7 SUMMARY

The aim of the chapter was to focus the research methodology that was utilised during the research. This involved explaining the research paradigms, research design, questionnaire design, research ethics, pilot study, consistency and legitimacy of the study. The next chapter will supply a carefully designed method on the analysis of the survey results.

CHAPTER FIVE

RESULTS AND ANALYSIS

5.1 INTRODUCTION

This chapter communicates the descriptive outcomes and deliberations on the phenomenon under study. It gives special attention to the characteristics presented in this section, such as the participant's type of department, qualification, rank in the department, period of employment and government sector. Furthermore, other characteristics will be discussed, such as the office space management, utilisation and characteristics of office space. Figures are used to illustrate these characteristics.

5.2 RESPONSE RATE

According to Spector (2017), a study response rate is important as it determines the reliability and credibility of a study. For a study like this that is of a quantitative nature, it is important that a greater response rate is achieved as it ensures representative and allows study results to be generalised to the population (Spector, 2017). In the current study, data was obtained from 20 of the 27 self-administered questionnaires that were distributed, giving a 74% response rate as shown in Table 4.1 below. The response rate was deemed acceptable enough for current study.

Table 5.1: Response Rate

Questionnaires Distributed	Questionnaires Completed	Response Rate (%)
27	20	74

5.3 CHARACTERISTICS OF THE RESPONDENTS

5.3.1 Type of department

The type of departments to which respondents belonged to was classified into three groups, with each respondent belonging to one group. Profiling the respondents to their respective departments was done, so as to understand the background of the respondents, which is a vital aspect of the study phenomenon.

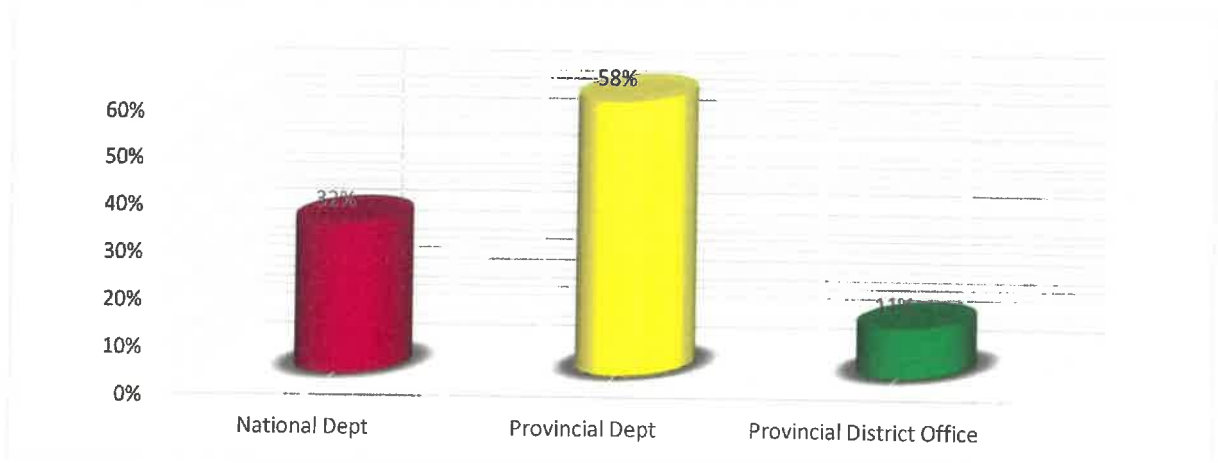


Figure 5.1: Distribution of respondents with respect to the type of department.

In that respect, Figure 5.1 outlines that the bulk of the interviewees interviewed were from the provincial department. It can be observed that 58% of the respondents were from Provincial departments, with 32% and 11% coming from the National department and Provincial district office respectively.

5.3.2 Qualification

In this study, the level of qualification achieved by the respondent was believed to determine the level of income, human capital, as well as the ability to interpret information, hence, competence at the workplace. Qualification was divided into three groups, namely diploma, general degree and master's degree, as illustrated in Figure 5.2. From the twenty respondents interviewed, 47% were considered to have acquired a general degree, 37% of the respondents were regarded as having a diploma and 16% of them were regarded as having a master's degree. This meant that generally, the respondents interviewed were competent enough to carry out their respective jobs as they were all educated.

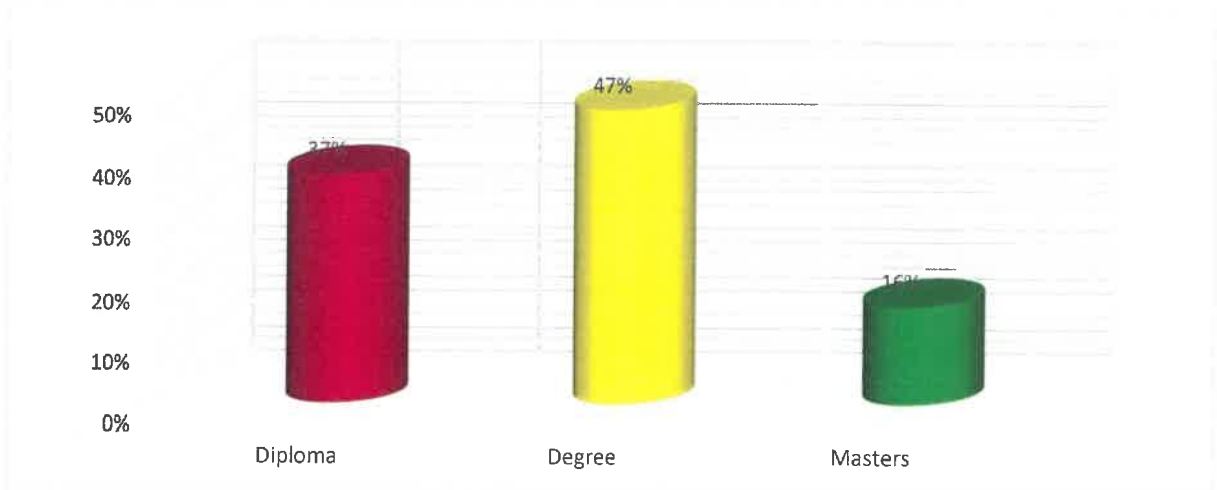


Figure 5.2: Distribution of respondents with respect to qualification attained.

5.3.3 Rank/position in Department

Closely related to the qualification is the rank or position of the respondent in the department. From the three strata of supervisory level, middle management and first level management, as shown in Figure 5.3, 53% of the respondents were from the middle management, 37% and 11% were from supervisory level and first level senior management respectively.

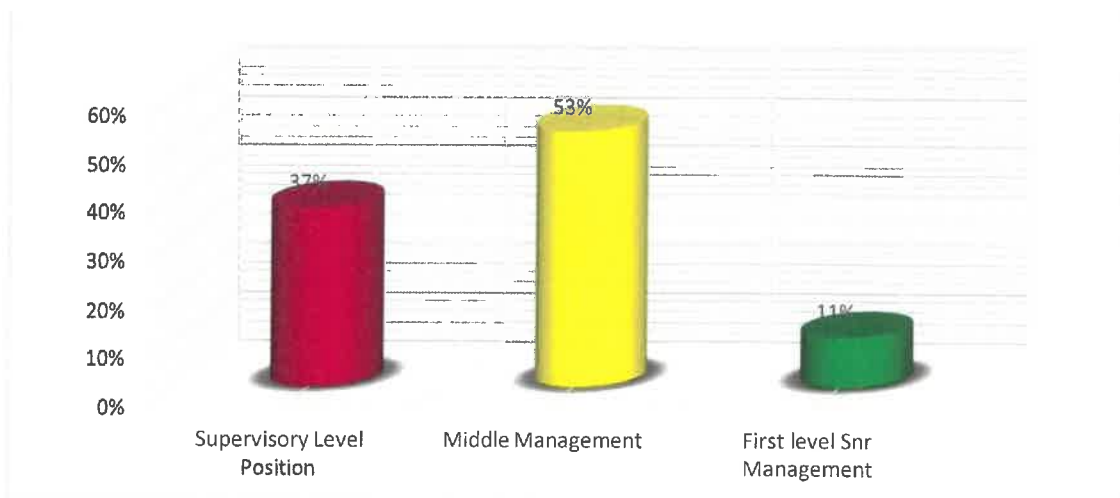


Figure 5.3: Rank/ position in the department

5.3.4 Period of employment

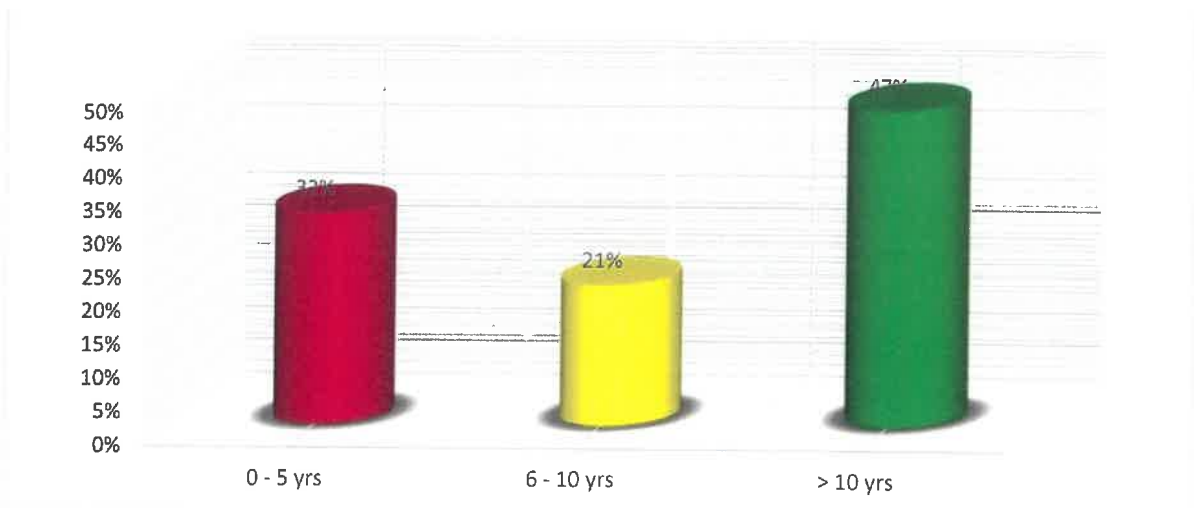


Figure 5.4: Distribution of respondents with respect to the period of employment

Figure 5.4 illustrates the distribution of the respondents according to the three strata of period of employment (0 – 5 years, 6 – 10 years, more than 10 years). The majority of the respondents had more than 10 years of being employed in the department and this constituted 47% of the respondents. In contrast, 32% of the respondents had been employed for between 0 to 5 years whilst 21% of the respondents had been employed for between 6 to 10 years in the department.

5.3.5 Government Sector

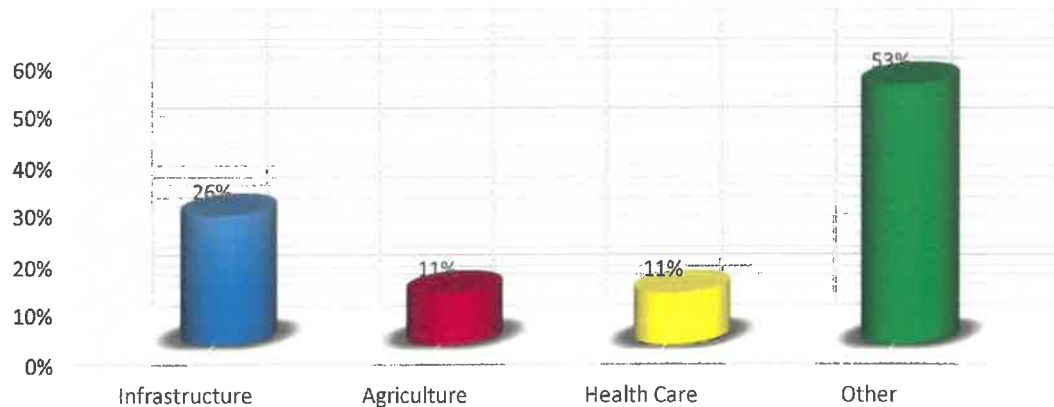


Figure 5.5: Government sector worked

Figure 5.5 illustrates the distribution of respondents according to the four strata of the government sector they work in (Infrastructure, Agriculture, Health Care, other). The majority of the respondents interviewed were working in many other departments, with Infrastructure, Agriculture and Health Care having 26%, 11% and 11% respectively.

5.4 CHARACTERISTICS OF THE OFFICE SPACE

5.4.1 Number of office properties

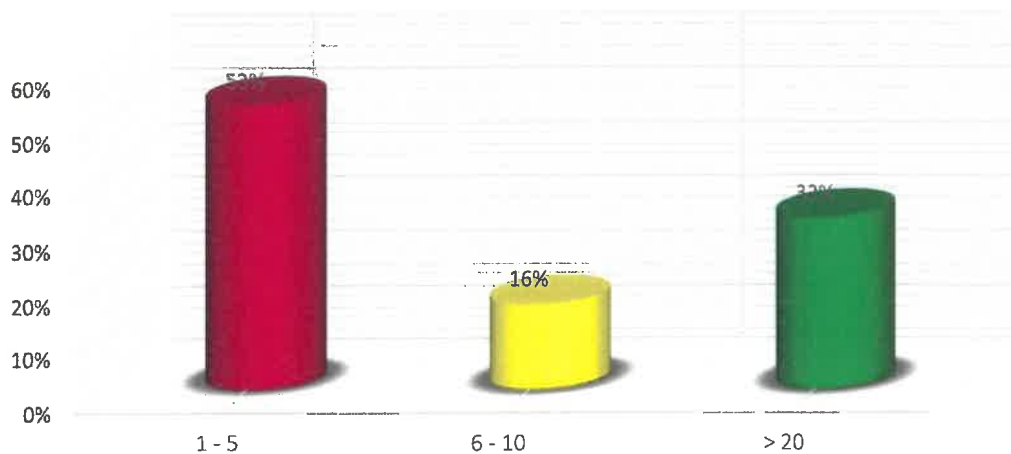


Figure 5.6: Distribution of respondents with respect to number of office properties.

Figure 5.6 above illustrates the distribution of respondents based on the number of office properties. With respect to the office properties, the majority of respondents,

53%, have 1 – 5 office properties. Only, 32% and 16% of the respondents have between 6 – 10 and greater than 20 office properties respectively.

5.4.2 Properties leased

Figure 5.7 below, shows the number of properties leased by the respondents in their respective departments. The majority of the respondents, 68%, leased properties ranging from between 1 – 5 followed by 16% of the respondents who reported that they leased more than 20 properties. The last group of respondents, 5%, leased properties between 6 – 10.

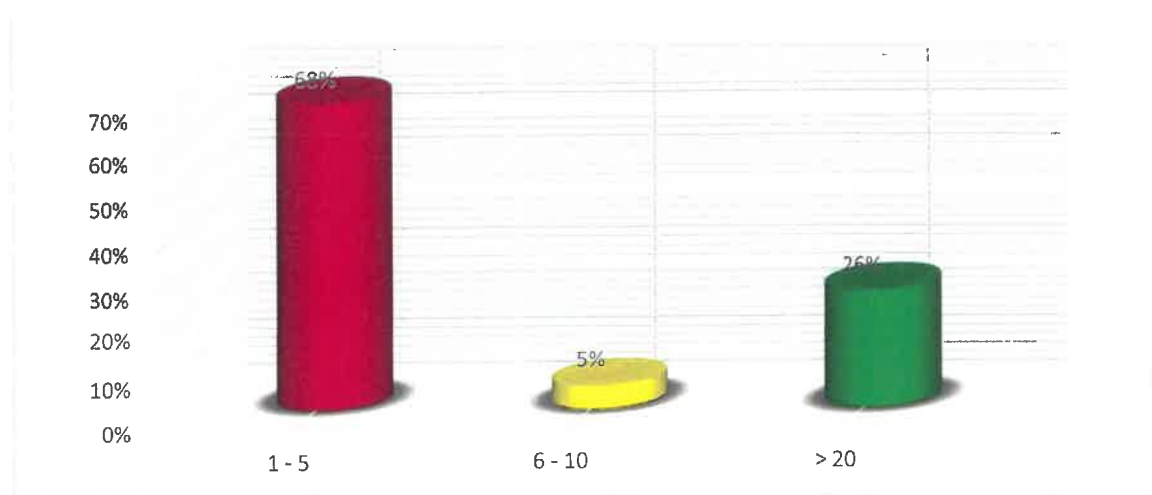


Figure 5.7: Distribution of respondents with respect to properties leased

5.4.3 Floor area of the Department

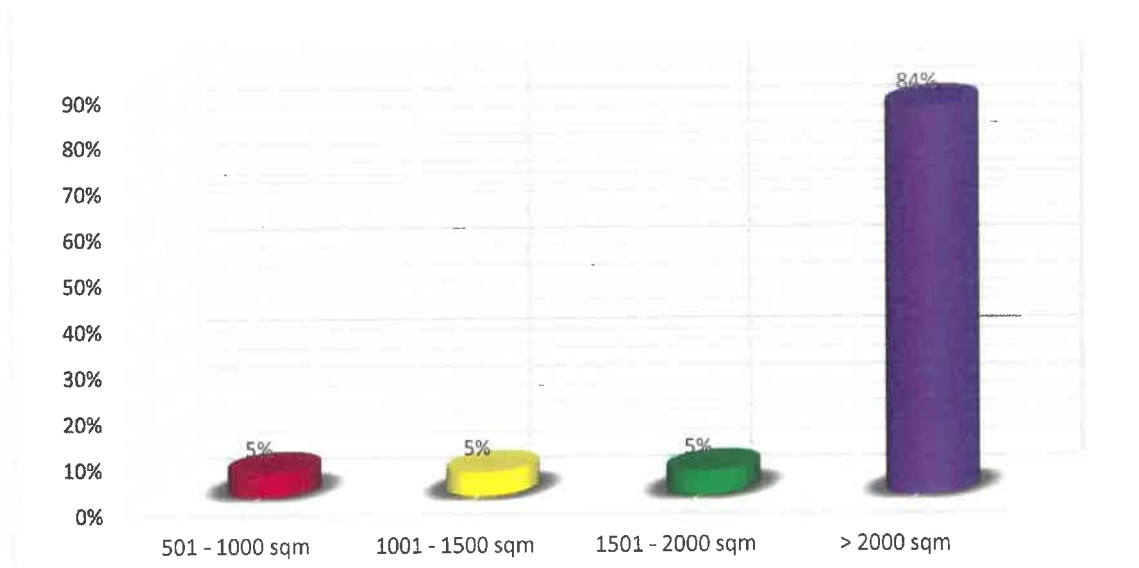


Figure 5.8: Distribution of respondents with respect to the floor area managed

Figure 5.8 shows the floor area respective to the respondent's department. The majority of the respondents, 84%, had a department that managed more than 2000 square meters (sqm). The remainder of the respondents that had a department floor area of 501 – 1000, 1001 – 1500 and 1501 – 2000 square meters all had 5% of total sample, as outlined in the diagram above.

5.4.4 Property acquisition approach

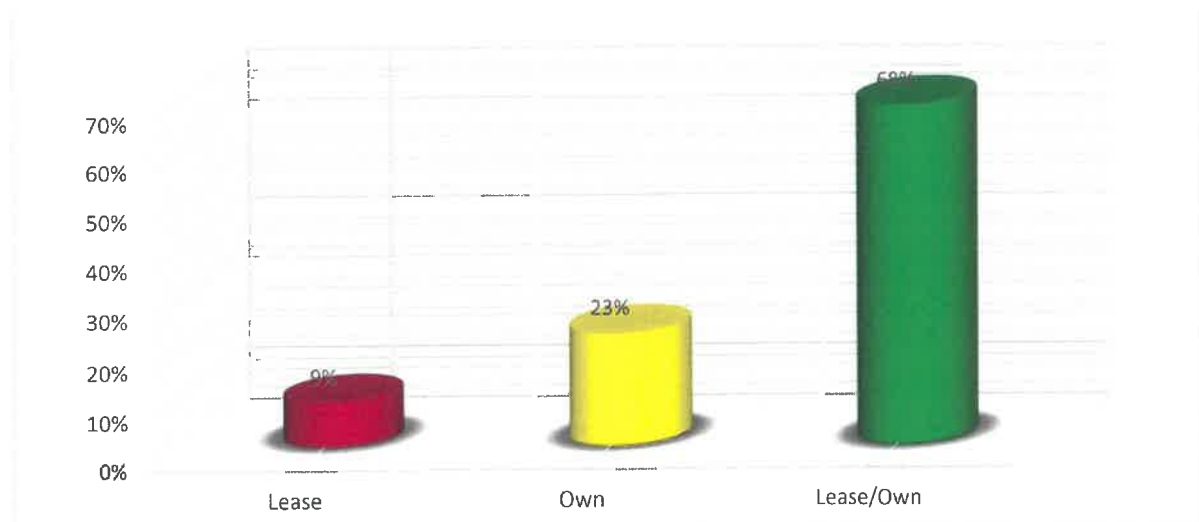


Figure 5.9: Property acquisition approach

Figure 5.9 above illustrates that the bulk of the interviewees used the lease/own property acquisition approach as outlined by 68% of the population. A 23% of the sample used their own approach for property acquisition, whilst 9% of the sample use lease approach for acquiring their property.

5.4.5 Preferred layout

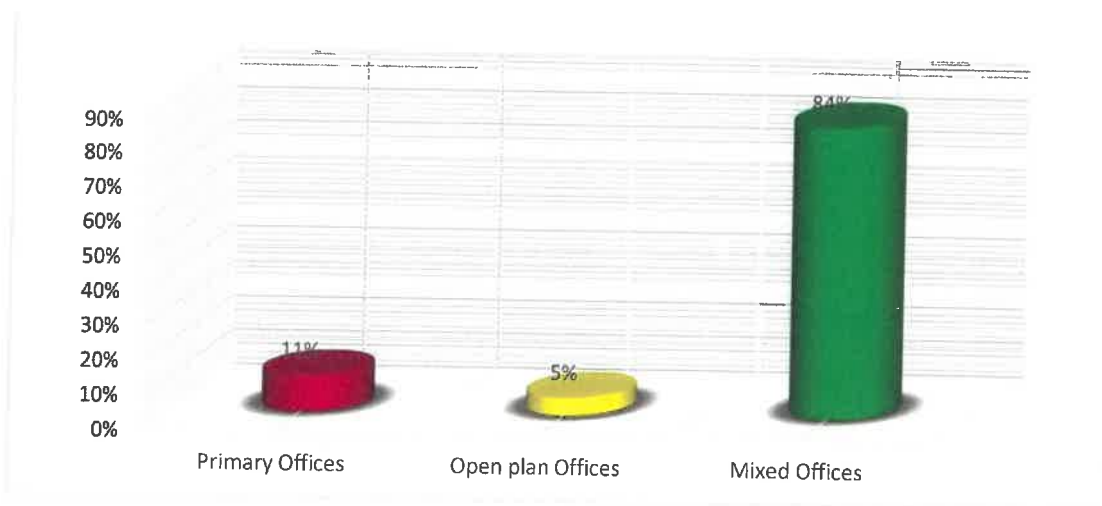


Figure 5.10: Distribution of respondents with respect to the preferred layout

Preferred layout was divided into three strata, namely primary offices, open plan offices and mixed offices, as outlined in Figure 5.10. From the 20 respondents interviewed, 84% preferred mixed offices as an office layout, whilst 11% and 5% of the respondents preferred primary offices and open plan offices respectively.

5.4.6 Office Space Allocated

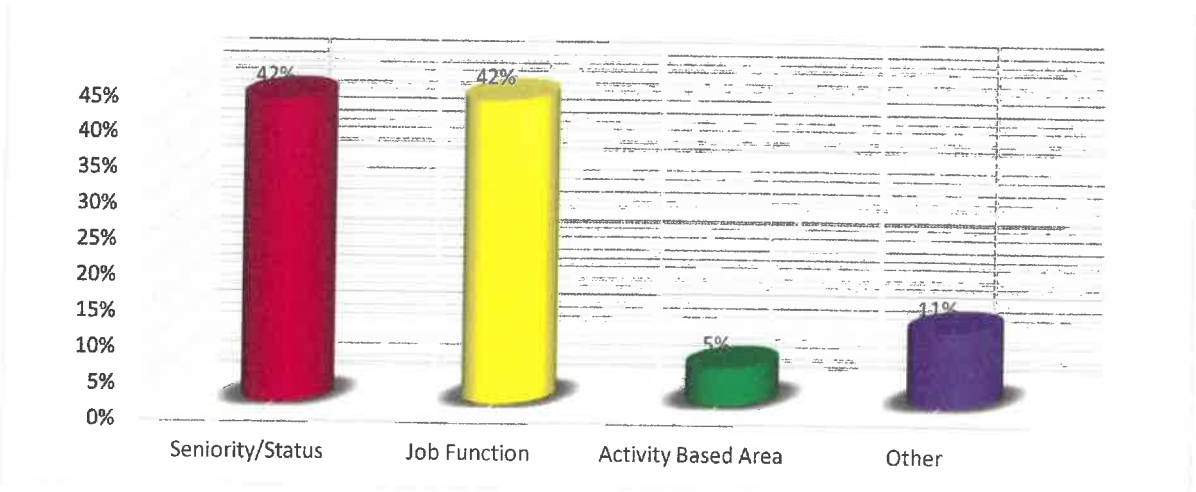


Figure 5.11: Office space allocated

Office space allocated was divided into four strata, namely seniority/status, job function, activity-based area and other, as shown in Figure 5.11. Seniority/status and job function both had 42% of the sample and were the major reasons believed to be used in allocating office space. At least 11% of the sample considered other reasons for office space allocation, whilst 5% of the sample considered activity-based area.

5.4.7 Reason for office space allocation

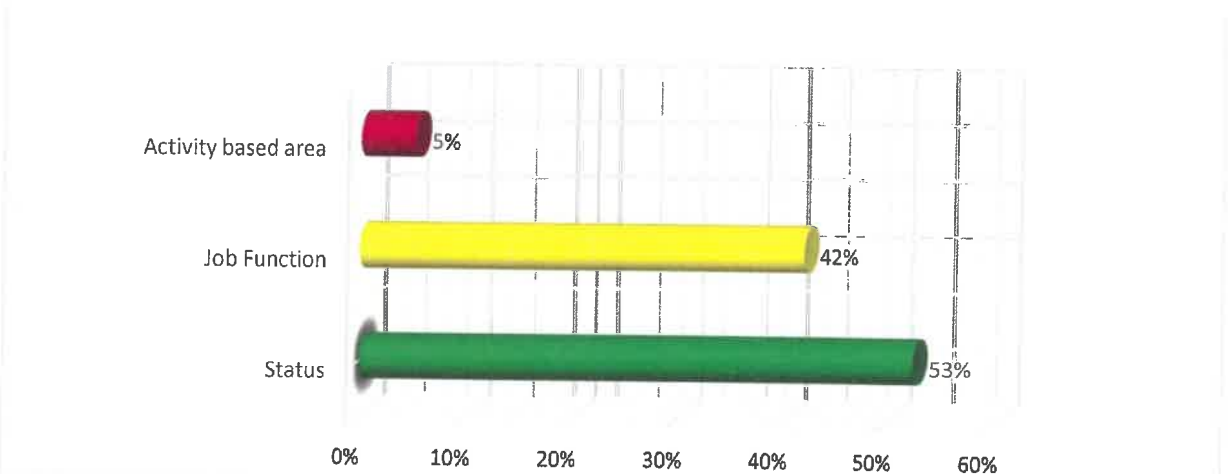


Figure 5.12: Reason for office space allocation

Figure 5.12 shows that the majority of the respondents, 63%, consider status as the major reason for the allocation of office space, while 42% of the sample consider job

function. At least 5% of the sample considers activity-based area for allocating office space.

5.4.8 Departments that have accommodation norms and standards as a guide

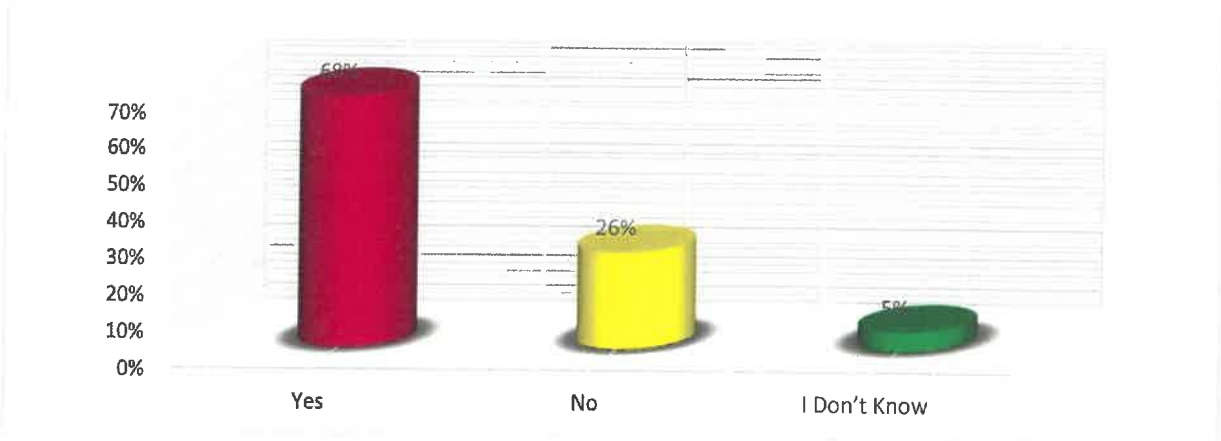


Figure 5.13: Accommodation norms and standards

Figure 5.13 shows that the majority of the respondents, 68%, acknowledged that their respective departments have accommodation norms and standards as a guide, whilst 26% did not have such norms and standards in their respective departments. At least 5% of the sample did not know if their respective departments have such norms and standards as a guide.

5.4.9 Department implement the prescribed office accommodation norms

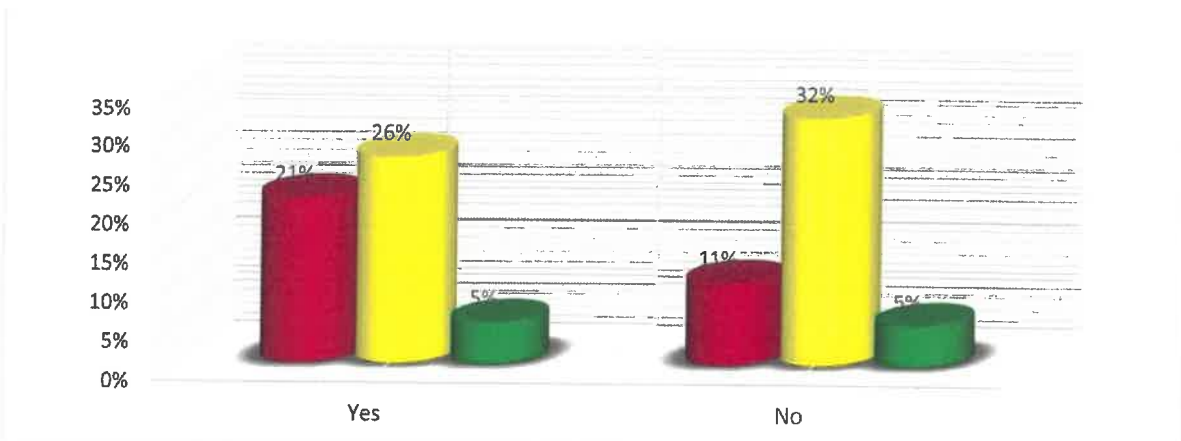


Figure 5.14: Department implement the prescribed office norms

Norms provide guidance in respect to the management of office property by the department, hence, a vital aspect of the study phenomenon. In that respect, Figure 5.14 outlines that the greater number of the interviewees, 52%, acknowledged that their respective divisions do implement the prescribed office norms, whilst 48% outlined that their departments did not implement such norms. It can be observed that 26% of the respondents, whose departments implemented norms were from Provincial department, whilst 21% and 5% were from the National department and Provincial district office respectively. In contrast, it can also be observed that of the respondents who do not implement the prescribed office norms, 32% were from the Provincial department, whilst 11% and 5% were from the National department and Provincial district office respectively.

5.5 SPACE UTILISATION

5.5.1 Maintenance of office space utilisation register

From the 20 respondents interviewed, 79% acknowledged the maintenance of the office space utilisation register and 21% did not use the maintenance of office space utilisation register, as shown in Figure 5.15 below. 37% of the respondents from the provincial department acknowledged the maintenance of the office space utilisation register, whilst 32% and 11% who also acknowledged the use, were from the national department and provincial district office respectively. In contrast, 21% of the respondents from the provincial department did not have maintenance of the office space utilisation register.

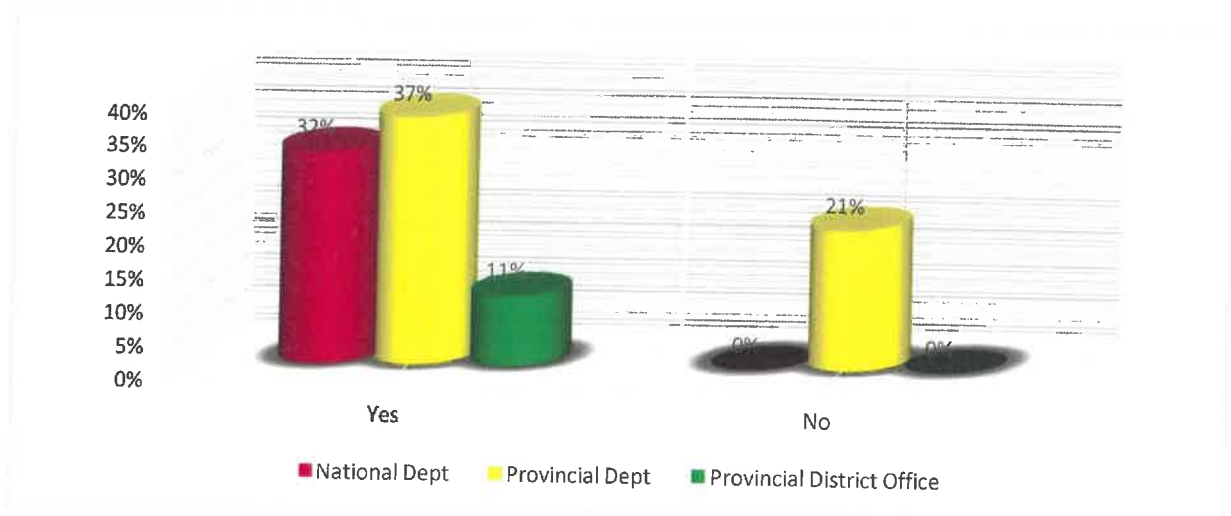


Figure 5.15: Maintenance of office space utilisation register

5.5.2 Accuracy and completion of Register

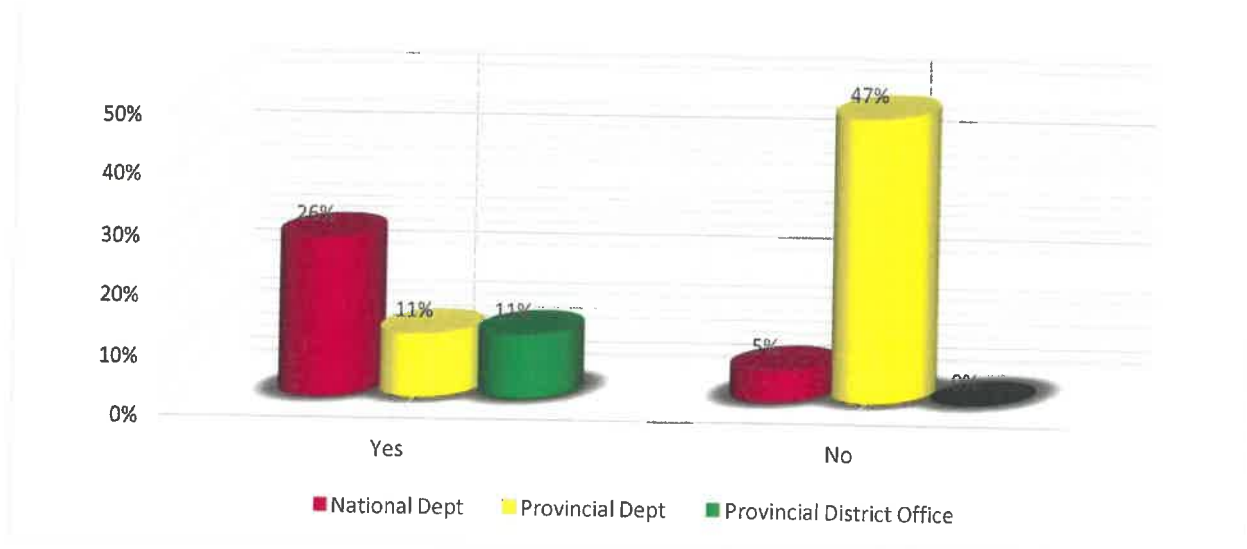


Figure 5.16: Accuracy and completion of register with respect to type of department.

The greater number of interviewees were of the view that there were inaccurate and incomplete registers. For example, the provincial department and national department constituted 52% of the respondents that said, “No.” In contrast, 26% of the respondents from the national department and 11% from both the provincial department and provincial district office, respectively, considered their departments to have accurate and complete registers.

5.5.3 Department conducts annual space audit for office space

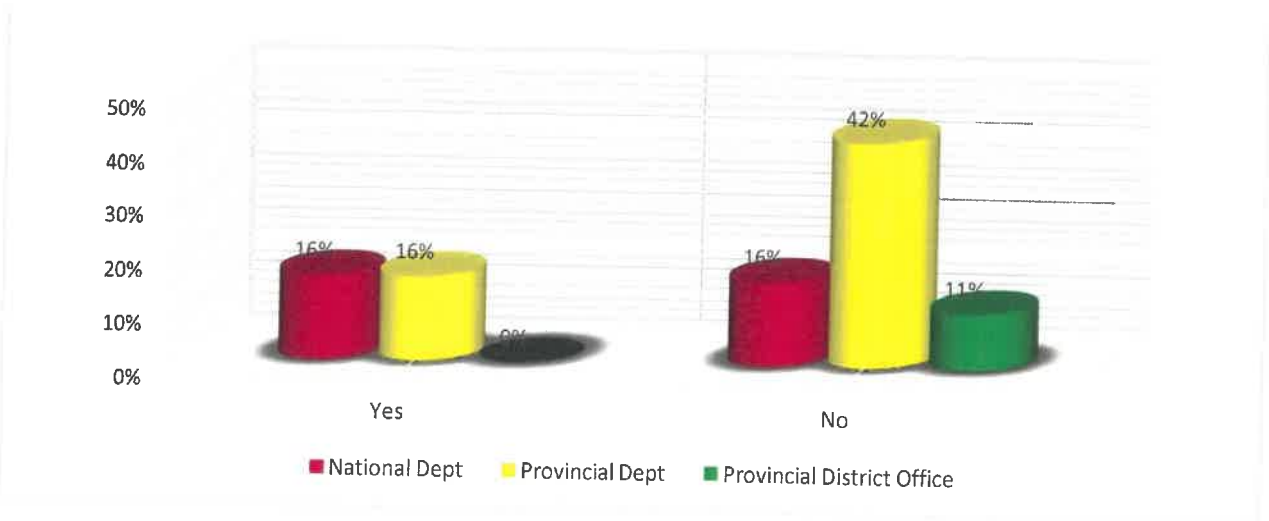


Figure 5.17: Annual space audit with respect to the department

From the 20 respondents interviewed, 63% outlined that their respective departments do not conduct the annual space audit for office space maintenance and 32% did conduct annual space audits for office space. As shown in Figure 5.17, 42% of the respondents from provincial department do not conduct annual space audits for office space, whilst 16% and 11% of the respondents from the national department and provincial district office respectively, also acknowledged that their respective departments do not conduct annual space audits for office space. In contrast, 16% of the respondents from both the national department and the provincial department conduct annual space audits for office space.

5.5.4 Audit able to find discrepancies

Figure 5.18 shows the distribution of respondents with respect to various departments, and whether their respective audits were able to find any discrepancies. The greater number of interviews were of the view that their respective divisions did not find any discrepancies in their audits. Of the 20 respondents interviewed, 47% from the provincial department highlighted their audits did not find any discrepancies; with 11% and 5% from the national department and the provincial district office having the same sentiments. In contrast, 21% of respondents from the national department outlined that their audits were able to find discrepancies

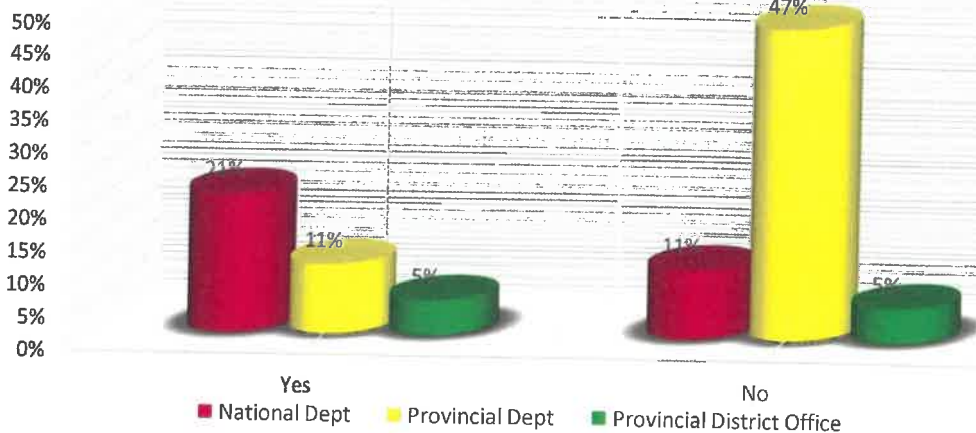


Figure 5.18: Audit able to find discrepancies with respect to department

5.6 OFFICE SPACE MANAGEMENT

5.6.1 Space management policy framework exist

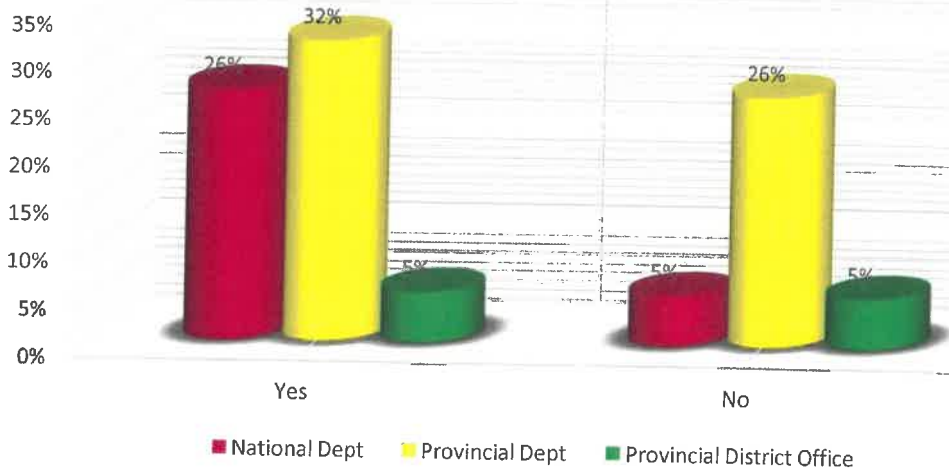


Figure 5.19: Existence of space management policy framework with respect to department

Office space management policy framework for each department was investigated so as to appreciate if the respective departments provided guidance in the management of their respective office space. The existence of a space management policy framework is depicted in Figure 5.19 above. A department that had a policy framework, accounted for 64% of the respondents, whilst 36% did not have a policy framework. Of the departments that have a policy framework, 26% were from the national department

whilst 32% and 5% was the provincial department and the provincial district office respectively.

5.6.2 Policy framework able to provide guidance

Figure 5.20 below shows the distribution of respondents in their respective departments, according to whether a policy framework is able to provide some guidance. The majority of the respondents were of the opinion that their respective department policy framework is able to provide guidance. As depicted in Figure 5.19 below, the distribution is along three strata, namely no guidance, some guidance and excellent guidance. At least 64% of the respondents outlined that their respective policy framework had some guidance, whilst 36% of the respondents had their respective policy framework unable to provide guidance.

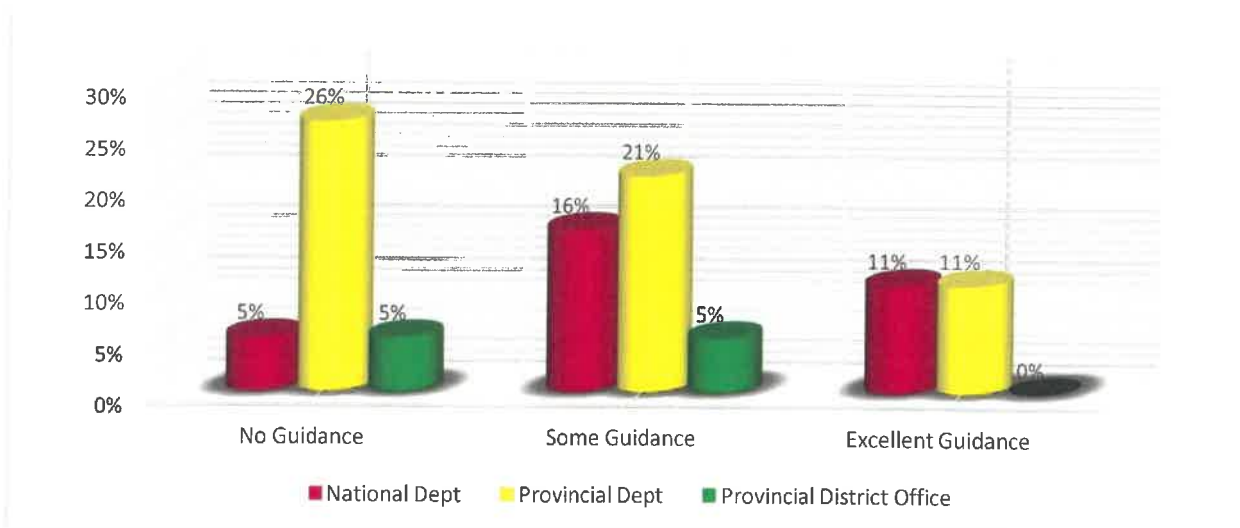


Figure 5.20: Policy framework able to deliver guidance with respect to department

5.6.3 Framework address most possible office space encounters

Possible office space encounters addressed by the department framework was investigated so that there are minimum norms and standards for ensuring the application of such, in managing immovable assets and related to service delivery. Figure 5.21 shows the distribution of respondents in relation to the four strata of space encounters, namely, I don't know; not at all; some encounters and all encounters. The majority of the respondents from all the departments had some policy framework

encounters. For example, the national department, provincial department and provincial district office constituted 21%, 26% and 5%, respectively. In contrast, 21% of the respondents from the provincial department and 5% from the provincial district office had no encounters at all. At least 11% of the respondents from the provincial department and 5% from the national department considered themselves to have no knowledge whatsoever, about their department’s framework being able to address the most possible office space encounters. These results illuminate that the majority of the respondents interviewed had some idea of what their respective department’s framework is and what are the minimum expected norms and standards, hence, most were skewed towards their framework having some encounters.

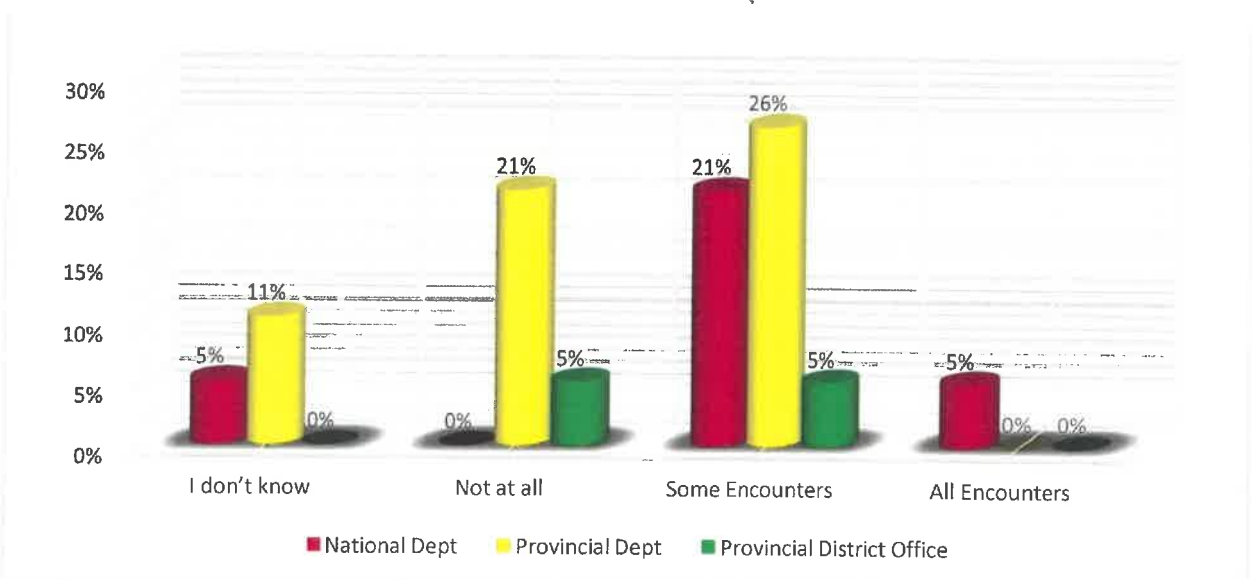


Figure 5.21: Framework able to address most possible office space encounters

5.6.4 Department has strategic plan for office space management

Strategic planning for office space was investigated on the notion that space in inhabited amenities is often restricted; sustained demands for space caused by increased employment numbers, drive organisations to create methodologies to enhance the efficacy of space utilisation. Figure 5.22 indicates that 74% of the respondents acknowledged that their respective departments have a strategic plan, whilst 26% did not have a strategic plan. For instance, the findings showed that, from three departments, 42% were from the provincial department, whilst 26% and 5% were from the national department and the provincial district office.

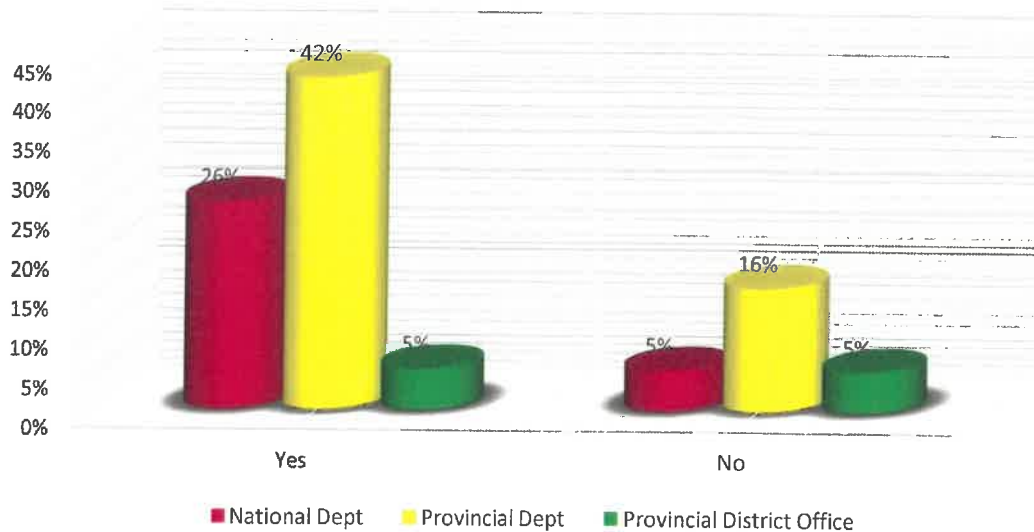


Figure 5.22: Strategic planning for office space management with respect to department

5.6.5 The office strategic plan gets referred to in decision making

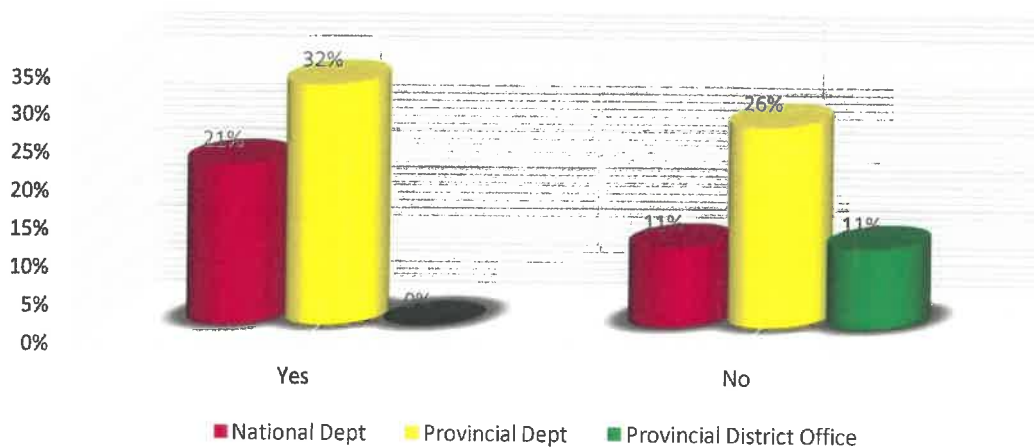


Figure 5.23: Strategic plan is used in decision making

Strategic plan use in decision-making was investigated on the notion that it is an important part of any corporation's policy, as it guides the acquisition, use, upkeep and disposal of every asset of a firm in order to conduct business. In that respect, Figure 5.23 shows the distribution of respondents with respect to their departments and whether a strategic plan is referred to during decision making or not. The majority of the respondents outlined that their respective department's strategic plan is used in decision making. For instance, 52% outlined that a strategic plan gets referred to in the

decision making process of their respective departments whilst 48% outlined that a strategic plan is not used for decision making in their departments.

5.6.6 Strategic plan provides guidance

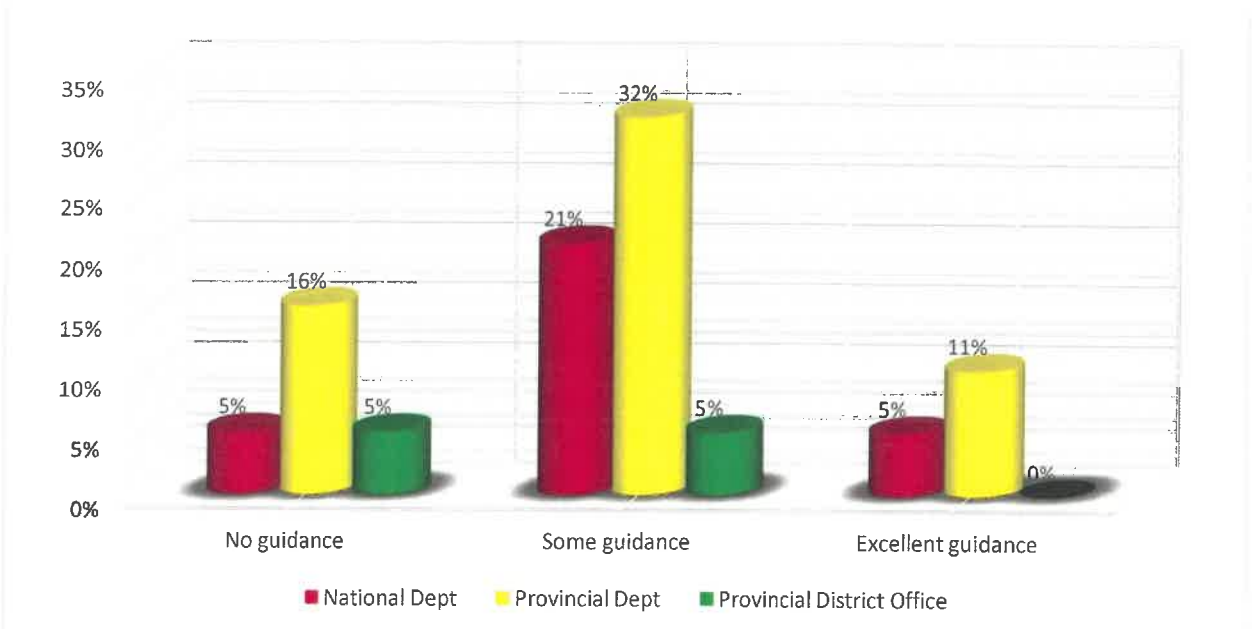


Figure 5.24: Strategic Plan provides guidance

Figure 5.24 shows the distribution of respondents along three strata, namely no guidance, some guidance and excellent guidance, along their respective departments. The majority of the respondents outlined that their respective department's strategic plan is able to provide some guidance. For instance, 58% outlined that their strategic plan provides guidance whilst 36% outlined that a strategic plan does not provide guidance, with 16% outlining that a strategic plan provides an excellent guidance.

5.7 CHAPTER SUMMARY

The chapter supplied a breakdown of the information that was gathered through the interview schedule. The chapter provided an analysis and interpretation of these results to enable conclusions to be made in the next chapter. The worker's response rate, a framework of their demographic and occupational information and office space management, utilisation and characteristics of office space were analysed in this chapter. The following chapter offers a discussion of these findings or results and a comparison is made with literature, which was presented in Chapter Two.

CHAPTER SIX

FINDINGS, LIMITATIONS, AND CONCLUSION REMARKS

6.1 INTRODUCTION

This chapter presents a review of the three distinctive research questions that were tested just as the main findings. It offers possible justifications for the outcomes that were reported in the previous chapter. The overall findings, limitations and recommendations of this research will also be presented, with an emphasis on the connection between the results of this research and the research objectives that were sketched in Chapter One.

6.2 TESTING RESEARCH QUESTIONS

6.2.1 Research questions

Instead of a classic hypothesis, a summary of the three distinctive research questions that were tried and the primary findings are provided, as well as the end, concerning whether the diverse research questions were answered/accepted or rejected.

Is there a policy framework in place that serves as a guide for user departments on how to manage office space?

In a literature review, Mavasa (2007:26) indicated that the purpose of the Immovable Asset Management (IAM) framework is to give direction with regards to the way in which Immovable Assets (IA) will be managed by the whole of government in the future, in line with the broader objectives of government.

6.2.2 Research answer

The office space management policy framework for each department was investigated in order to appreciate whether the respective departments provide guidance in the management of their respective office spaces. The existence of a space management policy framework is reported in the previous chapter and indicates that departments with a policy framework accounted for 64% of the respondents, whilst 36% did not have a policy framework. Of the departments that have a policy framework, 26% were from

the national department whilst 32% and 5% were from the provincial department and provincial district office respectively.

Are user departments considering the existing office accommodation norms and standard framework, as a guide to manage consistency?

According to Hoffman and Viljoen (2013:11), space norms are instruments to quantify and assess the competence of space planning and allocation. The SMG (2006:3) mentioned in a study that utilisation studies offer information on how space is being utilised and recommends choices about the sort and size of offices required; they brought up issues about the best effective use of resources.

Hoffman and Viljoen (2013:12) believed that the frequently utilised industry norms acknowledge that office necessities are determined in two parts: people space and non-people space (machinery room and circulation area). People space would consist of standard individual space and an allowance for immediate ancillary needs and factors for primary circulation.

6.2.3 Research answer

The pilot survey conducted in the study showed the distribution of respondents in their respective departments according to whether policy framework was able to provide some guidance. The majority of the respondents, 64%, were of the opinion that their respective department policy framework was able to provide guidance whilst 36% indicated that their respective policy framework was unable to provide some guidance.

Is there a department office space management strategy?

McCune (2000:1) indicated in the study that “strategic facility planning is the process of translating an organisation’s strategic business plans into medium- or long-range facility plans and alternatives. Traditional architectural space planning skills play a role but must be supplemented by skills in forecasting, financial analysis, scheduling, real estate transactions, and hedging site selection.”

Nik Lah *et al.* (2015:91) were also of the view that efficient utilisation of space can be accomplished through a planned method, and that the tactical approach initiates with the start of space construction. The SMG, (in Nik Lah *et al.* 2015:91), emphasised that

a planned method can be accomplished by establishing well-defined instructions about the utilisation of room, and that these instructions will be the benchmark for every organisation, to guarantee proficient and effectual usage of their space managing and preparation.

6.2.4 Research answer

The survey indicated that 74% of the respondents acknowledged that their respective departments have a strategic plan, whilst 26% did not have a strategic plan. For instance, the findings showed that, of three departments, 42% were from the provincial department, whilst 26% and 5% were from the national department and provincial district office respectively.

6.3 EXPLANATIONS OF THE RESEARCH OBJECTIVES

The research problem presented in this study was pointed at defining the ability of the user departments to formulate and implement their precise office space management framework and how it contributes to the way office space is managed. The main problem has been the inconsistency of the user department in utilising and allocating office space for their employees. This was precisely clarified and enunciated obviously and sub-problems were recognised from areas in the key issues that required definite consideration.

6.3.1 Sub Objective 1

To establish whether there is policy framework that serves as a guide for user departments?

6.3.1.1 Research outcome

In addressing the first sub-problem, Roux (2002:218) mentioned that the capability to adequately create guidelines for change and, on a continuous premise, evaluate or scrutinise such policy initiatives, is of fundamental significance in order for public establishments to endure, develop efficiently and extract superior services to the public.

The literature study also made reference to states in Australia that have their specific policies and guidelines that force departments and constitutional bodies to oversee

assets in agreement with their asset management systems. This is also evident in countries like New Zealand, where asset management has been reinforced in such a way that the central body no longer manages assets; each department has autonomy and is considered solely accountable for the delivery of services by the government.

The empirical survey conducted by the current study, indicated that 64% of respondents do have specific policy and procedure manuals that govern their management of office space, whilst 36% did not have such a policy framework. Of the departments that have a policy framework, 26% were from the national department whilst 32% and 5% were from the provincial department and provincial district office respectively.

Although the survey reveals that the majority of user departments do have the policy framework, it also revealed the inconsistency of user departments within the province, in relation to the development of such a policy. This concurs with the literature study, indicating an absence of clear policies with an inadequate regulatory framework, that opens the door for careless and often unqualified, if not unethical, government procedures in the management of government property assets.

6.3.2 Sub-Objective 2

To establish whether the space norms and standards are designed, in line with the objectives of the user department.

6.3.2.1 Research outcome

The second sub-problem was also discussed at length in the literature review. The literature covered the importance of office space allocation, whereby attempts are being made by public sector organisations to use office space more efficiently and effectively, by applying performance standards and adopting flexible working practices.

The literature further claimed that cautious thought ought to be given to the idea of the work done in a particular office and that no conventional work practices should be left untouched. The literature also recommends that office designs be re-engineered to ensure more diversity in a workplace, as well as allowing a greater emphasis on ways to change the workplace layout more rapidly and completely.

The survey conducted in this study has revealed that the majority of respondents, 68%, acknowledged that their respective department have accommodation norms and standards as a guide, whilst 26% did not have such norms and standards in their respective departments. At least 5% of the sample did not know whether their respective departments had such norms and standards as a guide. In an open ended question it became evident that the 68% of those respondents further indicated that they were complying with space norms and standards provided by the Provincial Department of Roads and Public Works, as they did not have their own departmental norms and standards.

Although the objective has been achieved, the controversy is that the space norms and standards are only implemented on newly constructed government buildings. The literature study indicated the challenge faced by facility managers on how new and, more often, existing buildings are being transformed, utilised and managed over time to comply with different needs, such as the high utilisation rate for better working environment.

Empirically the study also indicated that there are challenges presented by existing buildings and the leased buildings that are within the 68% of respondents indicated on lease/own criteria. Only 9% of the respondents on lease agreements were of the view that, due to service delivery needs and ever-changing markets in the property industry, it often becomes difficult to source a building that accommodates the department's needs or meets the general norms and standards. Hence, a compromise is often reached with landlords to accommodate existing current challenges experienced by the user department.

6.3.3 Sub-Objective 3

What is the user department's strategy on office space management?

6.3.3.1 Research outcome:

The survey indicated that 74% of the respondents acknowledged that their respective departments have a strategic plan for space management whilst 26% of the respondents did not believe that their departments had a strategic plan. For instance, the findings showed that, of three departments, 42% were from the provincial

department whilst 26% and 5% were from the national department and the provincial district office, individually.

The 74% of respondents who acknowledged that their departments have a strategic document, further indicated that they have developed U-AMP as their comprehensive strategic document in the management of their Immovable Asset Management. The literature study indicated that the U-AMP is then forwarded to the Provincial Department of Roads and Public Works with the budget for implementation as the custodian of all immovable government assets as indicated in the Constitution.

6.3.4 Sub-objective 4

Determine whether user departments conduct an annual verification audit for office floor space against the number of employees.

6.3.4.1 Research outcome:

This sub-question was also addressed in Chapter Three. Roos (2009:13) provided the background to and insight on both the Constitution and the PFMA, as government prescripts to promote efficient and effective management of state resources. This author further indicated that the PFMA highlights the necessity for liability of accomplished results by concentrating on yields and duties, as opposed to simply on procedural accountability which guarantees that instructions are being adhered to. It is these outputs and responsibilities that Best and Langston (in Nik Lah *et al.*, 2015:89) viewed as being the practices and activities that are completed to attain successful space management and are aimed at comprehending the wants, needs and objectives of the organisation.

In attempting to answer sub-objective 4, a literature study further indicated the role of the user department, citing section 12 of GIAMA (2007), in which a user department is required to amend or revise its user immovable asset management plan in agreement with recommended processes and submit this to the relevant custodian as prescribed. This could mean that the user asset management plan can only be revised and amended once the annual verification audit for office space has been conducted.

Empirically 63% of user departments do not conduct annual verification audits for office space and only 32% conduct annual space audits for office space. The survey further

indicated that 42% of the respondents from provincial departments do not conduct annual space audits for office space, whilst 16% and 11% of the respondents from the national department and the provincial district office respectively, also acknowledged that their respective departments do not conduct annual space audits for office space. By contrast, 16% of the respondents from both the national department and the provincial department conduct annual space audits for office space.

The literature study was also aimed at determining the existence of a standard office space management model that could be used to guide user departments on the allocation of office space. In the literature, an IDEF (Integration Definition for Function Model) was discussed as undertakings that occur inside of a commercial procedure and was defined as the responsibilities that need to be done within each process. Meanwhile, GIAMA was established to offer a unchanging structure for the management of a fixed asset held or utilised by a national or provincial department; to guarantee the harmonisation of the utilisation of a fixed asset, with the service delivery objectives of a national department; to accommodate for the distributing of procedures and minimum standards with regards to fixed asset management by a national or provincial department; and to accommodate these incidental matters.

6.4 IMPLICATIONS OF THE FINDINGS

The main significance of the study is:

- To encourage the consistency of user departments in managing government office space.
- To address the importance of office space management as a fundamental component within the overall management of government immovable assets and;
- To bring awareness to asset users, that if acceptable performance standards for office space management are met, management of space can be seen as an instrument to reduce costs and maximise space on the use of immovable assets.

6.5 ETHICAL CONSIDERATIONS

The researcher committed to and fully observed the Ethical Code of the Cape Peninsula University of Technology (CPUT). A letter asking for consent to conduct research was submitted to the Office of the Premier on behalf of the Eastern Cape provincial departments. Additional letters were also submitted to National Departments, District Offices within the area of the Buffalo City Metropole asking for consent to conduct research on office space management.

The researcher had the chance to work together with potential respondents to the study and informed them about the survey, in advance of the distribution of questionnaires, in order to protect respondents from harm or unnecessary risk or discomfort that could be inherent in the research procedures.

The cover letter that clarified the importance of anonymity of the respondents was attached to the questionnaire in order to give respondents the assurance that the information would be treated as confidential.

6.6 LIMITATIONS TO THE RESEARCH STUDY

The investigator recognised the following restrictions while conducting this research:

- Time limitation. The researcher made every effort to have continuous interaction with the respondents through telephone conversations and emails, before and after the distribution of questionnaires, and provided clarity when requested. The respondents took time to respond to the questionnaires, citing the challenge of not having the time to complete the questionnaire because of their work commitments.
- In most cases, respondents did not honour their appointments made with the researcher even after arrangements were made for appointments.
- Although a consent letter was received from the Office of the Premier granting the researcher consent to conduct the research with Provincial Departments, a second letter was requested by the Heads of Departments in most Provincial Departments.
- Local district office spaces are acquired by the user departments without the intervention of the Department of Roads and Public Works.

- The main challenge the researcher encountered was the delay in acquiring consent letters from the user departments, in particular National Departments that are geographically located within the Buffalo City Metropole. The Regional Heads in the Province frequently had no authority to grant the necessary permission and had to refer the researcher to Head Office in Pretoria.

6.7 RECOMMENDATIONS FOR THE STUDY

In consideration of the findings of the study the following recommendations are made:

6.7.1 Recommendations on establishment of Immovable Asset Management Policy Framework for User Departments.

In this study Mavasa (2007:26) defines Asset Management framework as a comprehension of what you have, it's worth, what you need to do to make enhancement, the minor additions from various investments and from various things you do to the system.

The findings revealed that although user- departments do have an asset management framework as a guiding document, it has become evident that not all the user-departments have the policy document; which then leads to inconsistency among the user-departments within the Eastern Cape Province. Hence, it is recommended that Immovable Asset Management in general is to be reinforced by ensuring that both the Department of Treasury and Department of Roads and Public Works do encourage user-departments to develop their own policy document that must be in line with the U-AMP.

Furthermore, it is recommended that both these departments, together, provide cohesion and support to user departments through continuous interaction by means of creating a platform or quarterly Immovable Asset Management Forum, so that challenges pertaining to policy matters can be discussed.

6.7.2 Recommendations on creation of precise user department space norms and standard guidelines.

The findings indicated that due to service delivery needs and ever-changing markets in the property industry, it has often become difficult for user-departments to source

buildings that accommodate both the department's needs and to comply with the general norms and standard guidelines. It is then recommended that the Department of Roads and Public Works revise the norms and standards guidelines to allow user-departments to reach a compromise with landlords, as a means to accommodate existing current challenges experienced by the user department when sourcing new office space.

In dealing with old buildings inherited from TBVC states, it is further recommended that the Department of Roads and Public Works, provide guidance when user-departments develop their own unique norms and standards guidelines in solving the challenge of shortage of existing space that does not meet the departmental objectives.

In doing so, this will create an opportunity for both user departments and the Department of Roads and Public Works, with the support of the Provincial Department of Treasury, to benchmark on best office space management practices; developing a framework that attempts to solve challenges experienced on these existing space norms and standard guidelines in the Eastern Cape.

6.7.3 Recommendations on the utilisation of U-AMP as a comprehensive strategic document.

The findings indicated that user departments do acknowledge that U-AMP is regarded as a comprehensive strategic document that embraces the office space management as part of Immovable Asset Management. If so, it is recommended that the Provincial Department of Treasury and Public Works are to continuously monitor the implementation process and submission of U-AMPs by user departments. Furthermore, encourage the Accounting Officers to budget and also monitor the utilisation of funds allocated to management of office space. This would allow the Accounting Officers to have the power to execute, and be considered responsible for proficient and effective management, including keeping up and protecting those properties.

6.7.4 Recommendations on verification audit for office floor space

The literature study indicated the role of the user department citing section 12 of GIAMA (2007) in which a user departments are required to amend or revise the user

immovable asset management plan in accordance with prescribed processes and submit this to the relevant custodian as prescribed. McFarlane *et al.* (2006:26) indicate that a lot of data, for example design specifications, dependability information, location, use rate and environment stipulations is then needed to make effectual decisions that intend to amplify its use all through the asset's life

Warren (in Daman, 2012:14) focusing on the significance in the preparation of a strategic asset management plan, concur by indicating that occupancy density provides facilities' managers with a proportion of how efficiently their office surroundings are being used and, more significantly, with the long-term trends in office density, which gives hard information to demonstrate future space necessities. In a literature, Chang (2012:3) refers to occupational density as the rate of the amount of occupiers to the floor area of a single habitable unit. He further refers to a habitable unit as a dwelling, office, theatre and others.

Effective development, and continuous updating of U-AMP requires user departments to have accurate and reliable data about existing and projection for future office space needs, and with government challenges in determining its vacancy rate, due to vacancies in provincial departments, matters relating to the turnaround time to fill a post; there is a need for the user department to conduct verification audits for office space at least once a year.

Hence, the study recommends and stresses that during the Immoveable Asset Management Framework development phase, the importance of procedures to be followed in the conducting of physical verification audits for office space is to be clearly articulated. This will assist in providing accurate dates for better planning and amendment of U-AMP.

6.8 SUGGESTIONS FOR FURTHER RESEARCH

The use of performance measuring instruments can position the user departments to better manage the office space utilisation and costing challenges associated with Immoveable Asset Management. Hence, future studies on office space management have to give important consideration to effective and efficient office space distribution to evade wastage of state resources. However, due to the diversity of this approach and the difficulties that it might present, a best performance measuring model or technique, that is relevant to user departments, is to be explored.

6.9 CONCLUSION

This research study consisted of six chapters. Chapter One of the study outlined the background to the study, identifying the main problem using relevant research questions. It further presented a review on the literature of office space management, and at the same time formulating both the objectives and limitations to the study. The research methodology and discussions on the significance to the study were identified, together with the clarification of basic terms and concepts that were relevant to the study.

The literature review in both Chapters Two and Three was conducted to examine the importance of government regulatory frameworks that were relevant to Immovable Assets (IA) and how policy consequences impacted on government immovable assets. The study further looked at the generic framework model that was more considerate of the current requirements of staff, modern working processes and future requirements of organisations.

In Chapter Four a questionnaire was designed as the main research instrument to gather primary data from a total population sample within the Buffalo City Metropole area, comprising of Bhisho, King Williams Town and the East London area, focusing on both National and Provincial user departments.

The previous chapter (Chapter Five) presents the descriptive results and discussions on the phenomenon under study. It gave special attention to the characteristics, such as the participant's type of department, qualifications, rank in the department, period of employment and government sector. Furthermore, other characteristics were discussed, such as the office space management, utilisation and characteristics of office space.

This chapter provided a summary of the three different research questions that were tested with their main findings, just as the conclusion with respect to whether the diverse research questions have been answered /accepted or rejected. In an attempt to answer the research problems, the chapter also provided a discussion on the research objectives with their applicable sub-objectives. The implications, limitations to the study, recommendations and suggestions for further research were outlined.

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ANNEXURE A: QUESTIONNAIRE COVER LETTER SURVEY

Dear Sir/Madam

QUESTIONNAIRE ON THE MANAGEMENT OF NATIONAL AND PROVINCIAL OFFICE SPACE IN THE BUFFALO CITY METROPOLE.

I am at present conducting research into the management of office space in the Buffalo City Metropolitan Municipality area, at Cape Peninsula University of Technology in partial fulfillment of an M-Tech: Business Administration degree.

Your kind co-operation is sought for the completion of this questionnaire which is part of a survey on the management of office space in the Buffalo City Metropolitan Municipal area in the Eastern Cape. Your willingness to complete the questionnaire will be much appreciated, as the information thus obtained will assist the researcher to evaluate the perceptions of respondents at selected institutions relevant to the research topic.

The questionnaire has been prepared in such a way that it will require the minimum time to complete. Responses to the various questions will be decisive for the eventual outcome of the research. All information will be treated as confidential.

It will be appreciated if you can complete this questionnaire and return it to me as soon as possible, but not later than 10 August 2017.

Please indicate if you wish to receive an electronic copy of a summary of the findings.

Should you require any further clarification, please contact me at 083 574 8406 or at email address, fdyani04@gmail.com

Thank you for your time and co-operation.



RESEARCHER
MR DALUBUHLE M DYANI
DATE: 07/07/2017

SUPERVISOR
PROFESSOR IW FERREIRA

QUESTIONNAIRE

SECTION A

PLEASE INDICATE YOUR EMPLOYMENT STATUS IN THE APPROPRIATE BLOCK

1. Type of Department? *(Please tick the appropriate answer)*

National Department	
Provincial Department	
Provincial District Office	

2. What is the level of your training/qualification?

Diploma	
Degree	
Masters	
Other (Please specify)	

3. Please indicate your rank/position in your current Department?

Supervisory level position	
Middle Management	
First Level Senior Management	
Second level Senior Management	
Other (Please specify)	

4. Please indicate the period of employment appropriate to you.

0-5 years		6-10 years		10< years	
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5. Please indicate the government sector appropriate to you.

Infrastructure (Public roads, bridges, Buildings etc.)	
Agriculture	
Public Education	
Health Care services	
Other (Please specify)	

SECTION B

6. Please tick the approximate number of office properties your Department own in the area.

1-5	6-10	11-15	16-20	20<

7. Please tick the approximate number of office properties your Department leases in the area.

1-5	6-10	11-15	16-20	20<

8. What is the estimated floor area in square metre the Department manages in this area?

Up to 500m ²	
501-1000m ²	
1001-1500m ²	
1501-2000m ²	
More than 2000m ²	

9. Please tick to indicate which of the following office property acquisition approach does your Department prefer?

Lease		Own		Lease/Own	
-------	--	-----	--	-----------	--

10. What is the preferred layout of the office space?

Primary offices (closed office)	
Open plan offices	
Mixed offices (combination of primary and open plan)	
Other (specify).....	

11. How is the office space allocated?

Seniority/Status	
Job Function	
Activity based area	
Others (Specify).....	

12. Does the closed office space layout for employees indicate the following?

Status	
Job Function	
Activity based area	
Others (Specify).....	

13. Does the Department have office accommodation norms and standards as a guide for allocation of office space?

Yes		No		I don't know	
-----	--	----	--	--------------	--

14. If so, does the Department implement the prescribed office accommodation norms and standards when allocating office space?

Yes		No	
-----	--	----	--

SECTION C

15. Does your Department maintain office space utilisation register?

Yes		No		I don't know	
-----	--	----	--	--------------	--

If the answer is yes, is the Department office space utilisation register accurate and complete?

Yes		No	
-----	--	----	--

16. If the answer is No, please provide your view on the lack of developing and operating of such a system in your Department?

.....

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.....

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.....

.....

17. Does your Department conduct annual space utilisation audit for office space?

Yes		No		I don't know	
-----	--	----	--	--------------	--

18. If the answer is yes, does the space utilisation audit conducted able to identify discrepancies on office space norms and standards?

Yes		No	
-----	--	----	--

SECTION D

19. Does an office space management policy framework exist within your Department?

Yes		No		I don't know	
-----	--	----	--	--------------	--

20. If the answer is yes, is the policy framework able to provide guidance to what should happen when managing office space?

1	No guidance	
2	Some guidance	
3	Excellent guidance	

21. Do the fundamentals of the developed framework address most possible office space encounters?

1	I do not know	
2	Not at all	
5	Some encounters	
6	All encounters	

22. Does your Department have a strategic plan for office space management?

Yes		No		I don't know	
-----	--	----	--	--------------	--

23. If the answer is yes, does the office space strategic plan get referred to when making office space management decision?

Yes		No	
-----	--	----	--

24. Does the office space strategic plan provide guidance to what should happen when managing office space?

1	No guidance	
2	Some guidance	
3	Excellent guidance	

25. Is feedback on the implementation of office space strategies ever reported to the top management?

Yes		No		I don't know	
-----	--	----	--	--------------	--

If the answer is yes, how often feedback reported to the top management?

Monthly		Quarterly		Biannually		Annually	
---------	--	-----------	--	------------	--	----------	--

26. How are your Departmental goals and objectives integrated into the decision-making process for office space management?

.....

.....

.....

.....

.....

27. Is the office space strategic plan able to answer questions pertaining to the Departmental property portfolio for the foreseeable future? Please indicate the extent of your agreement or disagreement with this question by placing a tick in the appropriate box.

The response scale is as follow:

Legends:

1 – Yes

2 – No

Scale	Yes	No
Is the strategic plan able to indicate the following?		
Appointment of champions for managing of office space and cost-in-use (cost of owning, leasing or running of the property)?		
Systematically collect and updating of space information?		
On agreed space targets, monitoring their attainment and report to Senior Management?		
Ensure that agreed space targets are in line with Government Norms and Standards for space allocation?		
Collect standardised utilisation data, including office space utilisation?		
Incorporate space efficiency concepts into the Office Space Strategic Plan?		
Design and incorporate relevant and reliable Key Performance indicators (KPI) on the Office Space Strategic Plan?		
Benchmarking on best practices that will lead to best utilisation of office space?		

ANNEXURE B: APPROVED ETHICS CLEARANCE



P.O. Box 1906 • Bellville 7535 South Africa • Tel: +27 21 4603534 • Email: majamanin@cput.ac.za
Symphony Road Bellville 7535

Office of the Chairperson Research Ethics Committee	Faculty: BUSINESS AND MANAGEMENT SCIENCES
--------------------------------------------------------	------------------------------------------------------

At a meeting of the Research Ethics Committee on 15 August 2017, Ethics Approval


was granted to Dekubhle Mlungisi Dyani (216158893) for research activities

Related to the MTech/DTech: Mtech Business Administration at the Cape Peninsula University of
Technology

Title of dissertation/thesis/project:	MANAGEMENT OF NATIONAL AND PROVINCIAL GOVERNMENT OFFICE SPACE IN THE BUFFALO CITY METROPOLE Lead Researcher/Supervisor: Prof IW Ferreira
---------------------------------------	-------------------------------------------------------------------------------------------------------------------------------------------------------

Comments:

Decision: **APPROVED**

	15 August 2017
Signed: Chairperson: Research Ethics Committee	Date

Clearance Certificate No | 2017FBREC463

ANNEXURE C: LETTER ON EDITING

AG Klopper

24 Justin Road, Broadwood, Port Elizabeth. 6070

Tel: 074 3209463;

e-Mail: aileenk@absamail.co.za

I, Aileen Gail Klopper, hereby state that I have provided language editing and proof reading to the best of my ability for the treatise titled

**MANAGEMENT OF NATIONAL AND PROVINCIAL GOVERNMENT OFFICE
SPACE IN THE BUFFALO CITY METROPOLE**

as written by Mr Dalubuhle M Dyani (216158893), a student for M-Tech: Business Administration in the Faculty of Business and Management Science at the Cape Peninsula University of Technology.

Any enquiries can be forwarded to me at the above contact details.



AG KLOPPER

DATE: 30 October 2018

Associate Number KLO001
Professional Editors Guild

ANNEXURE D: TURNITIIN RESULTS

MANAGEMENT OF NATIONAL AND PROVINCIAL GOVERNMENT OFFICE SPACE IN THE BUFFALO CITY METROPOLE

ORIGINALITY REPORT



PRIMARY SOURCES

1	hdl.handle.net Internet Source	2%
2	Submitted to Mancosa Student Paper	1%
3	www.bhishocompetition.com Internet Source	1%
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