FACE OF THE PROVINCE

Infrastructure and Batho Pele

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1. INTRODUCTION

The purpose of this Blueprint is to assess how Batho Pele principles are applied to the PGWC delivery site and to provide some recommendation on how to improve it. This is done with:

- Corporate Branding
- Universal Access and Wayfinding
- Reception and Waiting Areas
- E-Government front office support

Beyond Batho Pele, this study has also given the opportunity to explore the way infrastructure is delivered, the efficiency, the effectiveness as well as the quality. The original brief has been expanded to include the followings:

- Office of the Future
- Green Building
- Better Public Building
- New Entrance to the Legislature Building (7 and 15 Wale Street)

The Steering Committee, in reviewing the project, has advised to incorporate the Corporate Branding blueprint in the Communication workstream and to submit a separate blueprint for the New Entrance to the Legislature Building.

This document summarises the seven documents left, which are submitted for reference purpose with all Annexure.

1.1 Batho Pele: People First: Smile for the Heart: Strive for excellence

The core responsibility of any government is to ensure that it serves its people and puts their interests first. Batho Pele, Sesotho for “putting people’s interests first” is a government initiative to build a culture of service delivery. Batho Pele goes far beyond the eight principles, as it needs to be embedded in the core of service delivery, and, in this case, in the infrastructure of all Western Cape Provincial Government buildings from where it can be woven into the fabric of service delivery within the province. It spells out how services should be delivered therefore all public servants should internalise the principles and make Batho Pele a way of life.

The face of Provincial Government is the face portrayed by the front offices and frontline staff at governmental offices, hospitals, health care centres and schools, etc. It is at this important point where judgement is made. If faces are unfriendly and service is poor, government is immediately set up
as inefficient and bureaucratic. The smile from the heart should be displayed in the way the infrastructure is installed and arranged. To make people who enter the building feel welcome and at ease as they come with specific needs and often experience anxiety and even physical discomfort when coming to hospitals or health care centres.

The initiative of Batho Pele strives to promote human values and dignity. It spells out how services should be provided, thus the planning, provisioning and positioning of infrastructure in any government building should be in such a way that it speaks and carries the message of:

- Readiness to accept the rights and needs of others
- A willingness to help and add value to lives
- A commitment that echoes human compassion to any person that enters the building.

The Belief Set improves the eight founding principles of Batho Pele by introducing a set of values within the PGWC that aim to simplify the Batho Pele message:

- **We belong**: Access; Openness and Transparency
- **We care**: Consultation; Redress; Courtesy
- **We serve**: Service Standards; Information; Value for Money
- **We are proud to serve you!**

### 1.2 Universal Access and Wayfinding

The journey from home to any provincial building is a complex one for citizens. It involves travelling to the facility, using public or private transport, finding parking, locating the main entrance, become orientated once inside, and going to the final destination.

As citizens have also different requirements, because of physical and mental disabilities, it is critical that community settings be as inclusive and universally accessible as possible.

Wayfinding is fundamental, but how many times we visit facilities where:

- there is not clear signage,
- the office we looking for is illogically located
- we experience disorientation about where we are
- too many offices have similar names
- name of the office or classroom is inconsistent with the “rules” of the rest of the building
- the building’s layout makes it difficult to understand and navigate through
- the numbering system is illogical
Universal access is an integral part of universal design and includes more than addressing physical barriers. One hidden barrier to universal access is inadequate and inappropriate wayfinding information.

International studies on universal access and wayfinding look at the needs of citizens as they travel to public buildings, how they can walk there, and using private or public transport, coming from nearby or faraway. How road and street signage should be placed, how to recognise easily the main entrance to the building, and when inside, how easily find the way to the service needed.

There is not any doubt the Western Cape Provincial Government has failed in dealing with wayfinding and signage in general. A journey to a healthcare facility, like Groote Schuur and Tygerberg hospitals for example, can be a terrible experience for patients and visitors, because of lack of proper wayfinding and signage.

The mandate of this project is about delivery of new infrastructure as well as rehabilitating and upgrading of existing ones. The purpose is to improve the wayfinding aspect in design and construction process.

1.3 Reception Area, Waiting Area, and Queuing System

Reception and waiting areas are in the forefront of provincial citizens experience of service delivery.

With this research process, the team focused on healthcare facilities. The reason for this focus is the following:

- the need to limit the scope of the analysis to meet tight project deadlines
- The problems identified are prevalent in health services
- The field of expertise of project team, was conducive to this focus

Overcrowding and long queues in many community health centres and clinics, contribute to a cold ‘face’ and a negative opinion of Provincial Government’s delivery of service in the sphere of health care.

This Blueprint seeks to address the causes of these issues, focusing on reception, waiting areas, and on queuing, making some recommendations for curative actions.

1.4 E-Government front office support

E-government is a key characteristic of modern government. It may be defined as the use of Information and Communication Technology (ICT) to provide and improve government services, transactions and interactions with citizens, businesses and other arms of government.
E-government includes the following:
- e-Democracy
- e-Administration
- e-Services

The scope of this blueprints work is to:
- Assess the e-government demand and supply within PGWC
- Assess to align e-government to PGWC strategic objectives
- Assess the e-government capacity of the PGWC.

### 1.5 Office of the future

There is no question that there will be a revolution in the office over the next 20 years. Many envision the ultimate "office of the future" as a virtually paperless, highly mobile, literally transparent, intimate environment notable for what it physically lacks as much as what it contains. Gone will be the rows of filing drawers, mail trolleys and archival boxes waiting for transport.

A question that every organisation should ask itself about where and how its people work is: **If our people can work anywhere, where can they do their best work?**

The overarching conclusions are that departments will increasingly find themselves trying to catch up with technological developments. This, and the ever changing space requirements, will test the Province’s ability to adjust. The biggest threat to Modernisation is not that it may not be able to get on par with world class standards, but rather the ability to keep up.

### 1.6 Green Building

Governments have an ethical and moral obligation to deliver new buildings and upgrade existing ones accordingly to green building principles. Green buildings are part of the global response for the increasing awareness on the role of human activity in causing global climate change. Buildings account for more than 40% of all global carbon dioxide emissions, one of main culprits implicated in global warming.

South Africa has made important progress in this regard as the Green Building Council South Africa (GBCSA) was launched in 2008, an organisation that aims to emulate successful international best practice operating in USA, UK, and Australia. Green building objectives must be incorporated in every building project stage from inception, planning, design, construction, maintenance, and recycling.
1.7 Better Public Building

This blueprint wants to raise awareness on what need to be improved in infrastructure delivery at a different level. This document offers more an excursus on how to improve infrastructure delivery with better value for money, as well as, in a more efficient and effective process. If this PGWC wants to follow the Modernisation road, some of the ideas shared in this document should be taken forward at implementation level. The following topics are presented:

- Better Public Building Initiative
- Lean Design and Construction
- Post-Occupancy Evaluation
- Infrastructure Life Cycle

These topics are going beyond the current budgetary constraint, requiring a longer process for implementation. This blueprint is just a pebble in the water, which will make a big difference in delivering infrastructure, if implemented. The Better Public Building blueprint proposes few long-term recommendations, which need further research and a longer period for implementation.

1.7.1 Better Public Building Initiative

In 2000, the British Prime Minister Tony Blair launched the initiative Better Public Building with the purpose to encourage high-quality design in all new public buildings.

“Good design in the public sector enhances the environment and the community, revitalises cities and neighbourhoods, results in buildings that work and retain a human dimension, and makes the delivery of services easier and more efficient. Design also reflects the ambitions and spirit of the people behind it...The best-designed schools encourage children to learn. The best-designed hospitals help patients recover their spirits and their health. Well-designed parks and town centres help to bring communities together. It is widely believed that good design is a costly luxury. But this is simply not true. As Sir John Egan’s report ‘Rethinking Construction’\(^1\) demonstrated, best practice in integrating design and construction delivers better value for money and better buildings, when attention is paid to the full costs of it over its whole lifetime”.\(^2\)

Good design is achievable and affordable and is worth investing in it; it is the key to maximum value during the whole life of a building.

\(^1\) Annexure
\(^2\) Tony Blair, Foreword, Better Public Building
1.7.2 Lean Design and Construction

Lean design and construction is a translation and adaptation of lean manufacturing principles and practices to the end-to-end design and construction process. Lean construction is concerned with the holistic pursuit of concurrent and continuous improvements in all dimensions of the built and natural environment design, construction, activation, maintenance, salvaging, and recycling (Abdelhamid 2007). This approach tries to manage and improve construction process with minimum cost and maximum value by considering customer needs (Koskela and others. 2002).3

- The purpose of Lean Design is to improve the “manufacturability” of a product.
- The purpose of Lean Construction is to improve the flow of information, materials, and people in the production process.
- Design must be integrated with construction.

There are two ways to carry out lean design and construction. The first related to the process and the other one to the product (the building). One-way to lean the process is using a different procurement approach as explained in the key findings and discussion.

1.7.3 Post-Occupancy Evaluation

Once a school or a clinic is designed and built, currently there is no way for finding out the success or the failure of them while in operation.

Post-Occupancy Evaluation consists of a set of methods and techniques applied during use of built environments. Its purpose is to evaluate their performance from the perspective of specialists and from that of the environment’s user. To draw up a systematic diagnosis of the positive and negative functional aspects, as well from the construction system, environmental comfort, cost/benefit relationships related to maintenance, and relationships between the built environment and human behaviour. This diagnosis will serve as feedback for managing the quality of the construction process, the use, management and maintenance of built environments, especially regarding initial planning, programming, and design, and in the maintenance programs of the environments when in use.4

Post Occupancy Evaluation can help in improving outputs and outcomes in infrastructure delivery, as it should be integral part of the design process to

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3 Wikipedia, Lean Construction.
4 Sheila Walbe Omstein, Professor, School of Architecture and Urbanism, POST-OCCUPANCY EVALUATION IN BRAZIL, University of São Paulo, Brazil
be applied to education and healthcare facilities as well as office accommodation.

### 1.7.4 Building Life Cycle

“Life cycle means the prescribed period (by asset class) during which a property custodian could expect to derive optimal value for money from the control of an immovable asset.”

The Western Cape Provincial Immovable Assets are deeply affected by the cancer of lack of maintenance. There is not proper maintenance at provincial buildings because of the scarcity of financial and human resources and buildings are left to decay rapidly. Nevertheless, despite a severe lack of maintenance on the current provincial property portfolio, new infrastructure is built every year, increasing the problem further.

Maintenance is a key yet often under recognised and under resourced facet of the Provincial Government service delivery. Facilities that are poorly maintained don’t only impede the successful delivery of services, but significantly increase the risk of sick building syndrome for occupants, increase service cost and reduce the service life of facilities and equipment. Poor maintained buildings are contributing also in reflecting an ineffective and inefficiency public administration.

## 2 METHODOLOGY

### 2.1 Batho Pele in Provincial Government

The Batho Pele Strategy on service delivery was developed to meet the following strategic objectives in particular within the PGWC:

- to introduce a new approach to service delivery within the PGWC which puts people at the centre of planning and delivering services

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to improve the face of service delivery by fostering new attitudes such as increased commitment, personal sacrifice, dedication from departmental officials within the PGWC

- to improve the image of Provincial Government by providing sustainable infrastructure through planning, design, construction and maintenance.

The main objective of the Modernisation Programme is thus to transform all provincial government departments for the public to perceive them as accommodating, well organised, knowledgeable and professional. The environment created should be conducive to service delivery and service beneficiaries ought to be satisfied when they leave the building.

The Batho Pele principles should therefore be translated as basic standards for infrastructure to transform the front offices of government buildings within the PGWC.

**Batho Pele Model**

All organisations are a sum total of various interrelated, complementary and mutually reinforcing elements that should be addressed in relation to the others. If a department wants to improve service delivery, but only focuses on addressing one of these elements, no significant improvement will occur. It would be futile to concentrate on just a few of these elements to improve and enhance quality service delivery. It is important that all the elements be addressed, as they are interrelated and complementary to one another. The following are ways in which the elements are to be addressed:

- Back-office re-engineering
- Front-office re-engineering
- Organisational Culture
- Communications (internal and external) leadership and development
- Infrastructure and information technology;
- Processes, procedures, regulations, systems
- People (training, development, empowerment)
2.2 Project Objective

For the scope of this project provincial government buildings were visited to determine and make an analysis of the current situation in particular on the environment created in front and frontline offices and Batho Pele compliance.

The objectives of this project are:

1. Make Batho Pele visible
2. Create inviting, open, accessible, and friendly buildings
3. Taking service delivery to the people with e-government
4. Fist tentative step towards a virtual office
5. Reduction of building carbon footprint
6. Design and build better public buildings

2.3 Project Design and Methodology

The information gathering method for developing the blueprint consisted of internet research, interviews, observations, site visits, consultation, workshops, and study of primary literature, including international best practices. More information was available within departments following some overseas trips as well as from the work currently being undertaken on the Cape Town CBD Revitalisation and Head Office projects. Case studies were also conducted at two health care facilities in the Cape Town Metro: Gugulethu Community Health Centre and Red Cross War Memorial Children’s Hospital. Findings were broadly compared with SARS successful implementation of own modernisation programme.

The information was extracted and interrogated during several workshops, with the relevant role players. The results of this process lead to develop the concepts, principles and approach followed in this report.

3 KEY FINDINGS

3.1 Batho Pele compliance

- The sites visited do not fully comply with the Batho Pele principles, as buildings should be more accessible and comfortable for members of the public. Signage and way finding need to be addressed.
- Government buildings are not people-friendly environments as members of the public often experience discomfort and are
Modernisation Programme: Face of the Province Infrastructure and Batho Pele Executive Summary

confronted with long queues and delays, as well as confusing processes.

- Lack of or poor infrastructure adds to discomfort in particular for people with disabilities and those in rural areas.
- Front offices have to ensure that a worthy judgement is made when the public interfaces with government and perceptions are formed.
- The first encounter is often with securities for the safety and security of staff. These securities however have to be trained in customer care to be able to assist and direct people at the first point of contact. One proposal is to establish the role of receptionist, common figure in the private sector.
- Signage and way finding need to be addressed.
- Simple measures and innovative ideas are necessary to improve efficiency and effectiveness of existing front offices and facilities at provincial government buildings to expand access to services and ensure citizen satisfaction.

3.2 Universal Access and Wayfinding

3.2.1 The main wayfinding difficulties

Site surveys highlighted that most wayfinding problems experienced by first-time or occasional visitors can be attributed to one of the following:

- Inconsistency in names and labels used for the site, its facilities, and directions to it
- Lack of advance of warning and reassurance at route junctions
- Missing the site entrance.
- Becoming confused, lost or frustrated once on-site

3.2.2 Key Factors in Better Wayfinding Design

It is important to clarify the good wayfinding does not related only to good signage. Good wayfinding can be achieved in different ways and the followings are just few of them:

Spatial Organisation or building layout: this is considered the first major component in wayfinding design. Key points to look for in spatial organisation include:

- Architecture features
  - Destination zones
  - Spatial overview opportunities
  - Overall layout
Landmarks: many people with different types of cognitive disabilities as well as those who cannot read at all, rely on landmarks to mark and remember a path. Landmarks should be distinct in shape, colour, appropriately illuminated and paired with appropriately signage.

- Signage: even though it is not universally accessible (for those who do not read or are visually impaired), it can be a valuable cue for many. Factors for an effective signage are the followings:
  - Placement of building signage
  - Readability of information
  - Colour

Other factors are the usage of directories, maps, colours, and lighting.

### 3.3 Reception, Waiting Area and Queuing System

Main key findings are:
- Poorly designed and crowded reception and waiting areas, and lengthy queues, negatively impact on perceptions of service quality. While well designed and aesthetically suitable reception and waiting areas may enhance patient experience of service, and improve service delivery.
- To apply simple, relatively unsophisticated queue management principles can substantially reduce waiting times, and improve the resource utilisation and efficiency.
- Corporate signage and wayfinding information are deficient in, at least, the following respects:
  - Inadequate or just lacking
  - Inconsistency of specification and quality of signage

### 3.4 E-government front office support

Main key findings are that:
- The existing e-government front office in not adequately supported by policy, resources, business processes or back office support
- No current e-government policy mandate approved by Cabinet

### 3.5 Office of the future

Technology is changing the way we do business at an ever increasing rate. Apart from the bewildering pace of change, the world finds itself at a juncture where a wide range of concepts, principles and technologies have to be integrated in one whole to make some sense of where we are heading. Future planning has to at least take cognisance of the following principles:
• Convergence of technology
• The need to be flexible, adaptable and to provide various choices
• Mobility (wireless connectivity, working off-site, on-site and between sites)
• Requirements to improve productivity and service delivery
• Integration of/with all systems
• Adaptation to radically different and new technologies and equipment
• Collaboration and interactive communication
• ‘Green’ and sustainability (energy, paperless)
• Issues of performance and Quality (the three E’s)
• The need to be Developmental and Empowering.

The pace of change makes firm predictions difficult for developers, manufacturers and users alike.

The following are key findings indicating how the workplace is expected to evolve in the coming years:

• Emerging technologies will allow a company’s staff to work off-site with greater ease.
• Core teams will manage employees working from diverse locations — from home offices to temporary business spaces to cafés.
• Increasingly, companies will depend on temporary, instant "plug and play" offices that can be established wherever needed.
• The concept of going to work will be redefined as employees use portable, wireless tools to communicate from any location.
• For business, investment in technology will be offset by substantial savings on traditional overhead expenses such as leases, property taxes and facilities maintenance.
• Ubiquitous wireless connectivity will permit people to easily collaborate with their colleagues.
• Advanced electronic communication devices will eliminate traditional time, distance and language barriers, facilitating communication and preventing lags in production.
• A greater number of people will telecommute to work.
• While technology will make employees more flexible, it doesn’t appear people will work fewer hours.
• The concept of "emotional intelligence" will grow in prominence.

Skills development will focus on analysis, collaboration, technical aptitude, intuition, ongoing education and negotiation.

3.6 Green Building

The Provincial property portfolio is made of buildings, which are energy inefficient. Office accommodation, like 4 Dorp Street, 7 and 15 Wale Street buildings are fully air-conditioned and don’t allow, in general, any window opening. Hospitals, like Groote Schuur and Tygerberg, are also high in
energy demand. The recent steep Eskom rate cost increase has further worsened the situation. And Eskom has already announced future electricity cost increases.

However the negative effect is not only on the energy consumption as it has been proven that fully air-conditioned and artificially lit buildings are the main culprits for the so-called sick building syndrome.

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<th>Sick Building Syndrome⁶</th>
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<td>Sick Building Syndrome has been defined as a “general malaise”. Though not life-threatening, it can be seriously debilitating and severely disabling. The symptoms are usually a combination of fatigue, poor concentration, general drowsiness, headaches, a runny nose and eyes, dry or sore throat and eyes, aching limbs, skin rashes, tight chest and allergy fever. Most Western governments recognize that many buildings (not just offices, but also houses, schools, and even hospitals built since the 1950s) are the direct cause of either severe illnesses or the malaise known as sick building syndrome suffered by occupants. The general deterioration in health of those who occupy such buildings is attributable to a combination of several factors including the sitting, the choice of materials, and the design and configuration of interior space. Even the acoustic properties and colour schemes are known to trigger adverse mental and physical reactions. Poor ventilations systems, synthetic materials exuding toxic gases, tinted glass windows, and electromagnetic field are just a few of the modern innovations causing stress, depression, fatigue, or even more serious illnesses – the so-called diseases of civilisation – such as cancer. The efficiency and healthiness of any standard air-conditioning system depends on how it is maintained. Frequent changing of air filters, keeping the main ducts cleaned to remove dust, bacteria and gasses, some of which may have been left in place by the original building contractors. In 1992, the UK Health and Safety Executive reported three hundred toxic substances had been found in offices and stated that air-conditioned buildings with sealed windows and plenty of electrical equipment created an unhealthy working environment aggravated by low humidity levels.</td>
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Steel, glass, and reinforced concrete buildings are not sustainable and they are the cause for damaging our health. Even if South Africa is a developing country and the African continent is the minor contributor to global warming, there is still an obligation to create a sustainable and healthy architecture with green buildings.

A green building is energy and resource efficient, environmentally responsible, and incorporates design, construction and practices that significantly reduce or remove its negative impact on the environment and its occupants. Building green is an opportunity to use resources efficiently and address climate change, while creating healthier and more productive environments for people to live and work in.

There is a vast literature related to green building design. In narrowing the key findings for the blueprint, references are made only to the following:

- Green Building Council South Africa (www.gbcsa.org.za)
- City of Cape Town Green Building Guidelines (draft)
- Energy Efficiency in Buildings, Transforming the Market

If Province is going to support the GBCSA, a significant step will be made to reach a positive impact for reducing the carbon footprint of provincial buildings.

### 3.7 Better Public Buildings

#### 3.7.1 Better Public Building Initiative

Commissioning and managing to build a public sector project is a complex task. Drawing on its expertise and experience of working with both government and built environment professionals, The UK Commission for Architecture and Built Environment\(^7\) (CABE) has set out clear principles that clients must follow if they are to achieve the best in public building projects. CABE as advisory body on architecture, urban design, and public space has set out the following principles:

- Understand the role of design
- Recognise the barriers to design
- Insist on the importance of design from brief to on-site construction
- Consider whole-life value
- Recognise Good Design with a proper Award
- Appoint the design champion
- Get design advice
- Use the design quality indicator

Everyone has the right to live, work and learn in well-designed buildings, places and spaces that inspire and lift the spirits as well as being functional and fit for purpose. Good design is in the public interest.

#### 3.7.2 Lean design and construction

The Lean Design and Construction will require a different procurement approach to infrastructure service delivery. To reduce waste, limit mistakes, the new approach requires a partnership between employer (client), built environment professionals and contractor as, for example, envisaged by the NEC (New Engineering Contract) Engineering and Construction contract.

In which way the NEC is different from the traditional form of construction contracts?

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\(^7\) CABE (Commission for Architecture and the Built Environment) is the UK government’s advisor on architecture, urban design and public space, established in 1999.
• Get early contractor involvement will assist with the build ability of the project (reduction of design waste)
• Improve integration in the project
• Use tools for value and risk management
• Collaborative relationships
• Partners share the cost risk
• Develop long-term relationships
• Effective control of changes
• Speedy agreement on time, quality, and cost impacts of change
• Improved early forecasting of end costs
• Greater accuracy of end date forecasts
• Early warning of risks and potential change
• Quick dispute resolution mechanism

One other way to apply lean design principles is to refer to the Toyota Production System. There are five lean principles that must be understood in any service driven organisation:

• **Value**: To act on the things which are important to the customer or the user of the service
• **Value stream**: To understand which steps in the process add value which steps do not add value. This implies identifying the sequence of activities
• **Flow**: Keep activities moving always and eliminate the waste that creates delay
• **Pull**: Avoid doing unnecessary work or making more inputs for non-existent customers.
• **Strive for perfection**: There is no optimum performance. There is a need to aim for improvements after a period of evaluation.

### 3.7.3 Post-Occupancy Evaluation

The main objectives of a Post-Occupancy Evaluation are the followings:
• Providing feedback on a particular building
• Aiding in developing future design
• Contributing to knowledge on social impact of designs
• Enhancing and clarifying programming
• Strengthening the implementing agent-client relationship
• Measuring the functionality and comfort of a design with performance requirements
• Providing information that allows for fine-tuning a building
• Advising facilities of the implications of repeating design features
• Testing innovation
• Providing justification for design decisions

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8 Sara O, Marberry, Healthcare Design, John Wiley and Sons, Inc., 1997, USA
3.7.4 Building life cycle

Some of the key constraints identified in managing the Provincial Immovable Assets are:

- The current maintenance is inadequate to retain infrastructure in acceptable condition and state for the constant safe delivery of the relevant service
- The current funding allocated to maintenance is well below required international best practice levels
- Maintenance is reactive rather than proactive with little evidence of planned and preventive maintenance
- There is no consolidated register of movable or immovable assets and no system in place to measure the condition of assets or the current maintenance backlog making proactive planning and effective budgeting difficult, if not impossible to achieve
- The lack of a maintenance culture and an acceptance of poor condition as an unavoidable aspect of Provincial infrastructure.

4 DISCUSSION

4.1 Batho Pele

4.1.1 Batho Pele in Practice

The front office of every provincial government building is literally the ‘face’ of government and the platform where the public interfaces with government. It plays a central role in the successful operation of the organisation. Customers/clients identify the staff at the front desk as a reflection of the quality of service they can expect from the particular department. This therefore, is an important point in the service delivery chain. The front office should thus ensure that effective policies and procedures realised by the back office are passed on to the public when they interface with government. Infrastructure should reflect the “smile from the heart” to make members of the public feel welcome and comfortable while visiting the particular government department.

It is therefore important to have well functioning front offices that include the following aspects:

- Batho Pele Principles visibly on display
- Service Charter

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9 Front Office Standards for the Department of the Premier
4.1.2 Pilot Project: Overberg Education District

This is a new district and as such can serve as a pilot project to take the necessary steps to accommodate Batho Pele as a way of life and create a culture of responsiveness, efficiency and effectiveness in delivering services to the public. The following are steps that could be taken to ensure that quality services are delivered to communities:

- Branding corporate identity of Education District
- Signage: Street and road signage Name of District more visible in streets, maps, graphic illustrations, arrows.
- The entrance that is at the back be moved to the front.
- Upgrade the front office in line with Batho Pele principles.

4.2 Universal Access and Wayfinding

The followings are some of the International Best Practice, which Province should consider in developing a wayfinding strategy.

National Health System Wayfinding Guidelines
One of the most relevant international best practices in dealing with wayfinding is the study commissioned by the National Health System in UK, which has published a seminal book, about the topic.

The primary aim of this Guide is to implement effective Wayfinding in the healthcare environment. The contents address both new and existing facilities of any size. Wayfinding for public buildings and sites is subject to a growing regulatory environment; although most of this is concerned with safety there is a steady expansion in providing for people with disabilities.

Wayfinding System Audit
This Wayfinding system audit booklet is a practical and comprehensive approach to wayfinding, using an inclusive design approach. It includes a design audit and checklist to assist designers, developers and property owners and managers identify ways to improve access to, into and through new or existing properties, buildings and large complex facilities and for people who are blind or vision impaired. Designers can use the inclusive design method and the principles, techniques, strategies and solutions to resolve contextual design problems to benefit all users. Wayfinding design principles have universal application and this document can be used from several perspectives including applying wayfinding systems for pedestrians, cyclists, drivers, building occupants and local and international visitors.

The Wayfinding system audit has an emphasis on new buildings and the immediate spaces surrounding them. It is also applicable to upgrades of existing buildings, and improving wayfinding around large complexes such as university campuses, hospitals, schools and urban spaces like malls and shopping centres.

DTPW Disability Protocol
This document was finalised in 2003, and it is applicable to all provincial property infrastructure. The purpose of the document is to guide architects in designing an enabling built environment for assisting people with disabilities, whether physically or mentally challenged. These guidelines include standards for effective structures for treatment and rehabilitation of patients, including the disabled public and to ensure the medical and public service personnel are assisted in doing so in their work environment.

4.3 Reception, Waiting Area and Queuing System

Towards Best Practice: Design Considerations in Health Care Facilities. International research suggests that environment plays a significant role in patient and staff functioning. Research findings show that particular attention should be given to:

- Ambient features
  - Ambient features include lighting, air quality and noise. Soft, indirect, and pervasive or full-spectrum lighting is generally recommended, with ample natural day-light. Good air quality is a function of fresh air, good ventilation and neutral odours.
  - Highly reverberant spaces should be avoided.
- Architectural features
- Research has not been focussed on the design of waiting areas as such. In health care buildings, the emphasis has been upon easing patient flow and maximising the efficiency of staff, by giving special attention to physical plans, layout, size and shape of rooms and treatment areas.
- Outdoor gardens and other elements of nature can serve as a ‘positive distraction’ – it reduces stress and fatigue, and may facilitate recovery.
• Access to nature has been identified by general consumers as a priority design factor; it should be a particular area of focus in waiting areas and group meeting spaces.
• Interior design features
• Interior design features: Take cognisance of the symbolic meaning or set of messages the environment sends to its users.
• Clearly identifiable reception area and method of greeting patients and visitors reflects customer service values and patient centeredness.
• Furnishings and colour can help reduce the institutional feel of a facility.

• Queuing
  o Queuing theory is the mathematical study of waiting lines (or queues)
  o Determine performance measures
  o including the average waiting time in the queue or the system,
  o the expected number waiting or receiving service
  o probability of encountering an available server or having to wait a certain time
  o Queuing modelling is widely researched and applied to healthcare environments, and models have been used to predict fairly accurately waiting room and patient care times
  o Queuing modelling is useful for supporting the decisions about staffing levels, resource allocation, building layout and implementing new policies.

• Operations Research
  o Study conducted by an independent consultant at some clinics in the Metro.
  o Using concepts based on the Toyota Production System and Lean Thinking, operational changes were introduced as short term solutions to make an immediate impact on and improvement to service delivery.
  o To implement the Lean concepts can be used to effect immediate changes, which are perceptible, which can be applied and improved on in the long term.

At some of the facilities the waiting times were reduced by half.

4.4 E-government front office support

• E-government is a key characteristic of modern government
• The relationship between that “front office” (the demand side) and the “back office” (the supply side) is lacking
• The Directorate cape>gateway needs to be strengthened to fulfil its e-government front office role
The following model summarises the reasons behind success and failure of e-government projects.

<table>
<thead>
<tr>
<th>e-government failure</th>
<th>e-government success</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Constraints</strong></td>
<td><strong>Enablers</strong></td>
</tr>
<tr>
<td>• Lack of Drivers</td>
<td>• External pressure</td>
</tr>
<tr>
<td></td>
<td>• Internal political desire</td>
</tr>
<tr>
<td>• Lack of vision and strategy</td>
<td>• Overall Vision and strategy</td>
</tr>
<tr>
<td>• Poor Project Management</td>
<td>• Effective Project Management</td>
</tr>
<tr>
<td>• Poor Change Management</td>
<td>• Effective Change Management</td>
</tr>
<tr>
<td>• Dominance of politics and self-interest</td>
<td></td>
</tr>
<tr>
<td>• Poor / unrealistic design</td>
<td>• Effective design</td>
</tr>
<tr>
<td>• Lack of requisite competencies</td>
<td>• Requisite competencies, attracting and</td>
</tr>
<tr>
<td></td>
<td>retaining them</td>
</tr>
<tr>
<td>• Inadequate and or irrelevant technological infrastructure</td>
<td>• Adequate and relevant technological infrastructure</td>
</tr>
<tr>
<td>• Technological incompatibilities</td>
<td></td>
</tr>
</tbody>
</table>

4.5 Office of the Future

A very clever man once said that we shape the world we live in and the world we live in shapes us. The question is what sort of world do we want to live in, what is the image that we want to portrait?

Modernisation means “to become world class”. The world is not waiting for us to catch up. It is moving ahead at a blistering speed. This report therefore is in essence an appeal to change direction. It is believed the way we are currently doing business, is not going to deliver the results.
4.6 Green Building

Buildings worldwide account for a surprisingly high 40% of global energy consumption, and the resulting carbon footprint, significantly exceeding those of all transportation combined.

The green building movement is still young in this country, and therefore the Western Cape Provincial Government must set an example for the other provinces, and national government and become a champion is green building infrastructure delivery.

4.7 Better Public Building

Infrastructure investment is one of the main priorities of the South African Government. While the focus is on delivery buildings, we have to focus on their quality. We have to focus on how to use the scarce human and financial resource in the most economical, efficient, and effective way. We have to solve the current maintenance backlog as well as to ensure that all new infrastructures are properly maintained.

We have to improve the quality of design and construction to convey a message of openness, friendliness, efficiency, and effectiveness to all citizens. Citizens must be proud on any public building and take ownership of it.

5 CONCLUSION

5.1 Batho Pele and Wayfinding

If people find themselves in unfamiliar environments, they feel insecure. They need to know where they actually are, what the layout of the particular department is, locating their destination and what services are being offered in the various facilities or units. People should not be hindered by architecture, lack of or poor signage and even furniture blocking the way to elevators, corridors or helpdesks.

Provincial government buildings in particular institutions and health care facilities, can be daunting and should be designed in such a way the limitations imposed on citizens are minimised and services can be accessed smoothly and effectively.

When citizens visit government department buildings they have specific needs and should be able to access those particular services in a straightforward and direct way. It is clear from the observations during site
visits that provincial government departments are still challenged and need to be developed to make it easy for members of the public to access their particular services. Lack of infrastructure can compromise quality service delivery. The spirit of Batho Pele: People First should remain alive and practically experienced by citizens in buildings fit for purpose and infrastructure that create comfortable environments with facilities that meet the needs of service beneficiaries.

The wayfinding system must be an integral part of the design, construction, and maintenance for all provincial buildings.

5.2 Reception Area, Waiting Area, and Queuing System

- It has been shown by case studies, the problems associated with congested reception and waiting areas, and excessive time spent queuing for service, are real issues in Provincial health care facilities.
- The review of the literature has highlighted the potential to enhance the perceptions of users – staff and customers alike – of the quality of service at health care facilities, by addressing essential elements of the design of reception areas and waiting areas.
- Drawing on queuing theory and operational research methodologies, practical steps can be taken to improve administrative and operational procedures, as well as work flow, which will lead to better utilisation of resources, reduced waiting times, and greater customer satisfaction.

5.3 E-Government front support office

- E-Government represents real challenges to the accessibility, structure, culture, and responsiveness of the PGWC.
- E-Government is a process and not a single outcome.
- Ensuring a strong nucleus to assist in taking the process forward is key to the long term transition to e-government for the PGWC and its citizens.
- Cape gateway currently represents the front office.
- PGWC back office capacity and co-ordination is lacking.

5.4 Office of the Future

- Modernisation means that we will have to find ways to keep up and new ways of adapting to and managing change. A flexible way of working and flexible accommodation options is advocated.
- Even five years ago it was impossible to predict the spread technologies, which allows workers to become office nomads, yet always connected.
to email and crucial corporate data. The technology has proven so popular that it has become a key force in reshaping the topography of the modern office.

- The main goal of tomorrow's office will be to help workers capture, organise, analyse and share information more easily and efficiently. Ultimately, the focus is not on gadgets, but on production, privacy and personalisation for office workers. Multi-directional audio/video conferencing with all-surface visual displays may become the norm.

- The high-tech concepts making their way into the workplace will require new and more versatile office layouts, adaptable furniture and new tools to ensure the comfort and productivity of tomorrow's office worker.

5.5 Green Building

The following are the reasons why the Provincial Government of Western Cape should become a member of the Green Building Council South Africa (GBCSA) and design and build only certified green buildings.

- **Moral and Ethics:** Be recognised as an organisation that takes a stance in recognising the impacts of global warming, and strives to be more sustainable in addressing issues such as resource depletion and environmental degradation as part of their business.
- **Intelligence:** Access the latest green building news, research, and information about Green Star. There are regular newsletters and e-flashes and the resources currently on the web.
- **Influence:** The opportunity to participate in subcommittees and working groups, and have a say in the future direction of the Council.
- **Support:** Receive priority support in the use of Green Star tools and ensure the interests in green building practices are supported by Council representations to policymakers and regulatory bodies.
- **Recognition:** Use of the member logos on the communication and promotional materials displaying the green credentials.
- **Network:** The opportunity to connect with other green building advocates and practitioners.

5.6 Better Public Building

- Better Public Building to improve quality of infrastructure delivered. Through a Better Public Building, Provincial Government will offer a new image to citizens: modern, efficient, and effective public administration.
• Lean design and construction will reduce waste and inefficiencies and getting better value for money.
• Post-occupancy evaluation for improving new design and construction.
• Building life cycle analysis to guarantee that service delivery is conducted in buildings, which are properly maintained and ensure the well-being of employees and users.

6 RECOMMENDATIONS

The overall recommendations, to be implemented from 1 April 2010, are the following:

1. To establish the Infrastructure and Batho Pele steering committee chaired by Public Works with nominate representative from each department to ensure the implementation of the road map.

2. To upgrade one front office facility, per department, annually as described in this project.

3. To provide adequate Batho Pele training to all employees.

4. To strengthen the capacity and resources of Cape gateway.

The followings are more detailed recommendations specifically related to each individual aspect of the project.

6.1 Batho Pele: Smile from the Heart

1. Upgrade government buildings to comply with Batho Pele principles

2. Each government department should take responsibility i.e. budget and set aside funds for upgrading their front offices. This is a process that can occur gradually over a period of time.

3. Each government department should establish a Batho Pele committee to ensure that their front offices are Batho Pele compliant and front-office staff are trained in customer care, are knowledgeable and efficient to assist.

4. Each provincial government employee should attend the MIP training (Massified Induction Program)

The Department of the Premier (Chief Directorate Organisation Development) support provincial departments with this process.
6.2 Universal Access and Wayfinding

The following are some recommendations:

1. To recognise wayfinding in buildings is an essential part of the project
2. To develop a Provincial wayfinding strategy
3. To develop Provincial guidelines based on NHS Wayfinding book and the Australian Technical Series 2, Wayfinding for Health Facilities
4. To establish a Provincial Government Wayfinding Unit
5. To draft standard specifications for all provincial buildings. Provincial building wayfinding should be consistent and easily recognisable
6. To reinforce the co-ordination with the local government for road signage
7. Wayfinding must be also listed as standard “special service” offered by architects on major upgrading and new building infrastructure.

The Steering Committee will ensure the appointment of the Wayfinding Unit, which will take responsibility for the implementation of the specific wayfinding recommendations. The Wayfinding Unit will be championed by Public Works with the support of all the relevant departments.

6.3 Reception Area, Waiting Area and Queuing System

1. To draft guidelines/checklist for the professional design team to ensure that Better Building practices and capacity planning are addressed in the initial design phases
2. Appoint a project team to assess and identify health facilities where congestion and long waiting times are problematic.
3. Conduct pilot studies at three to four facilities
4. Introduce and test electronic queue management systems at key sites.
5. Provide basic training to facilities management in handling queuing problems:
   a. manage the service expectations of clients - keep them informed
   b. dis-aggregation of services - create service delivery streams - not all services require the same amount of time
   c. management should be visible to both clients and staff
6. Develop a short course / training module for facilities managers to provide this skill, and conduct pilot study, before wider roll-out.
7. Implementation: Target date: June 2010 for course development

The Steering Committee will ensure the appointment of a representative project team to implement the specific recommendations.
6.4 E-government front office support

1. Confirm e-government front office as a transversal PGWC service through Cape>gateway with SLAs with the Centre for e-innovation (Ce-I) and each Department
2. Ce-I to initiate process to secure Cabinet mandate and policy base for PGWC e-government (March 2010)
3. Ce-I to initiate the process toward a five year strategy and plan for e-government in the PGWC (March 2010)
4. Develop and implement a plan to update the technology, systems, brand and content of the existing e-government channel (March 2010)
5. Cape>gateway to identify e-government custodian tasks in each Department and a PGWV e-government Custodian Panel (March 2010).

6.5 Office of the future

Taking the Province forward on this new and modern way of doing business requires the following steps are taken:

1. All staff involved in the field (inspectors, mobile community workers) work should start to work off-site starting July 2010
2. Discontinue the use of desktop computers in favour of laptops (initial cost benefit analyses are in favour of this option)
3. Move to ‘paperless’ and digital registries. Set a target for a 50% reduction in paper use by 2014, move rapidly to paperless procurement and payment processes
4. Remove/relocate paper-based archives and stores for files, to cheap space elsewhere and develop the related office policy and processes
5. Integrate systems (Dashboard, RPM Livelink) and promote paperless reporting.
6. Acquire fast Wireless and or radio links (Wi-Fi and Wi-Max) as well as 3G connectivity for all mobile staff working off site.
7. The DTPW in 9 Dorp Street as the incubator.
8. Incorporate all the well known ‘‘Green’’ principles

6.6 Green Building

1. All new capital infrastructure projects should be registered with the South African Green Building Council and get star rating of, at least, Four Green Star. This applies to project design and construction.

2. The Draft City of Cape Town Green Building Guidelines must be translated in standard specifications applicable to all capital and maintenance projects executed by the Provincial Government of Western Cape.
3. PGWC to register as member of the Green Building Council South African (GBCSA).

The Department of Transport and Public Works will be responsible for the implementation of the recommendations.

6.7 Better Public Building

1. To launch a Better Public Building initiative in the Western Cape. Better Public Building initiative should be launched and managed in partnership with National Public Works, Local Government, Construction Industry Development Board (CIDB), Universities, Built Environment Councils, and other relevant stakeholders. Proposal is to investigate the matter further.

2. To capacitate Public Works for exploring other form of procurement using the New Engineering Contract.

3. To apply lean design and construction principles to all infrastructure projects.

4. Post Occupancy Evaluation becomes a standard process to be conducted after one year of use of a new building.

5. To audit the current property portfolio for assessing the real status of the maintenance backlog.

6. To draft reduction of maintenance backlog strategy and implementation plan.

7. Last, it is recommended that every new building be planned for its entire life cycle. At construction completion the user will receive a building maintenance plan to apply for the life span of the building. Each department responsible for infrastructure must ring fence the maintenance operational cost for each new building. Capital cost will be approved only if the operational maintenance cost is also reflected in the infrastructure plan and user plan.

The Department of Transport and Public Works will be responsible for the implementation of the recommendations.
7 HUMAN RESOURCE IMPLICATION

1. Public Servants need to internalise Batho Pele. It should become a way of life for them, which means that it is not only a job to be done, but also a service that comes from the heart. Front office staff should be trained to have a practical understanding of Batho Pele, work ethics and customer care. Compliance to the Code of Conduct for public servants is of utmost importance. New employees as well as those who have been in the service for a long time need to be orientated or attend a refresher course in particular the Massified Induction Programme (MIP) a course developed by PALAMA which is delivered in all departments.

2. E-Government human resource implications are addressed in the Organisational Design workstream.

3. In this highly versatile and mobile office environment proposed, the personnel implications for working come down to the adjustment of how we measure work and output. Systems such as PERMIS already pave the way for this way of working.

4. The job descriptions and performance agreements may however require substantial changes. Certain components may also have to be restructured. Further study is required.

5. Training should be envisaged for the better public building initiative, the use of different construction contract, post occupancy evaluation, and lean design and construction.

8 FINANCIAL IMPLICATION

Batho Pele visible
A once-off amount of approximately R 15 000 for every front office, each is required for the development, printing, framing and mounting of front office posters depicting Service Charters, Batho Pele Principles, working hours, Organisational structures and contact details, complaint and redress mechanisms and pictures of relevant Executive Authorities. Further upgrading of buildings need more detailed costing.

Wayfinding
The wayfinding costs can range from 0,4% to 0,75% of the construction cost. This applies to new buildings and the cost depends on the size of the buildings, the use of pictograms, and the translation in the three official languages.
For existing buildings, subject to major renovations, the cost could be higher as temporary signage must be installed because of decanting stages of the project.

Queuing
Determining the financial implications is difficult at this stage, without a preliminary assessment or feasibility study. As far as possible, the expertise and skills of specialists already in Provincial departments may be drawn upon.

The Province’s Training Academy is expected to develop and present training programmes.

E-Government
- Technology base (R5 million, included in existing budget submission for 2010/11):
  - The enhancement of the Portal and Intranet platform
  - A Client Relationship Management (CRM) System for the PGWC Contract Centre for the cape>access Centres
  - Infrastructure refresh for the cape>access Centres
- E-Government re-branding exercise (R500 000.00)

Office of the future
- The way we design our offices is a result of the way we work. The costs for the new way of working are therefore linked to technology advances such as wireless connectivity. This is reported under another work stream.

- The proposal to undertake a pilot project for the physical redesign of offices in 9 Dorp Street eventually results in the entire building being redesigned. This will cost in the region of R100 million over 4 years. A sample office suite is estimate at R10 million and will take approximately 2 years to complete.

Green Building
- To register PGWC as member of the Green Building Council South Africa: R18 000 each. Budget should be made available from the Public Works as custodian of provincial buildings.

- To register every new building project with the GBCSA, fees approximately R50 000 per project.

Better Public Building
- Maintenance Audit: R20 million.

- Maintenance cost to be ring-fenced for every new building: 3% of replacement cost every year to allow for proper maintenance.
9 ANNEXURE

- Batho Pele: strive for excellence
- Universal Access and Wayfinding
- Reception Area, Waiting Area, and Queuing System
- E-Government front office support
- Office of the Future
- Green Building
- Better Public Building

REFERENCE AND INTERNATIONAL BEST PRACTICE

Universal Access and Wayfinding
  - Department of Health Draft Signage Policy for Community Health Centre and District Hospital
  - Australia New South Wales, Wayfinding Guidelines
  - DTPW Disability Protocol, 2003

Reception, Waiting Areas, and Queuing
  - Case Studies: Gugulethu CHC and Children Red Cross War Memorial Hospital
  - South African Revenue Services: Lessons in Modernisation

Office of the Future
  - Dorp Street: Pilot Project
  - Norms and Standards
  - Waste Management

Green Building
  - M Swilling, Growth, Sustainability and Dematerialisation: Resource Use Options for South Africa 2019
  - City of Cape Town Green Building Guidelines (draft)
  - Energy Efficiency in Buildings, Transforming the Market

Better Public Building
  - Rethinking Construction, edited by Sir John Egan