Western Cape Government

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1 044 Energy Performance Certificates

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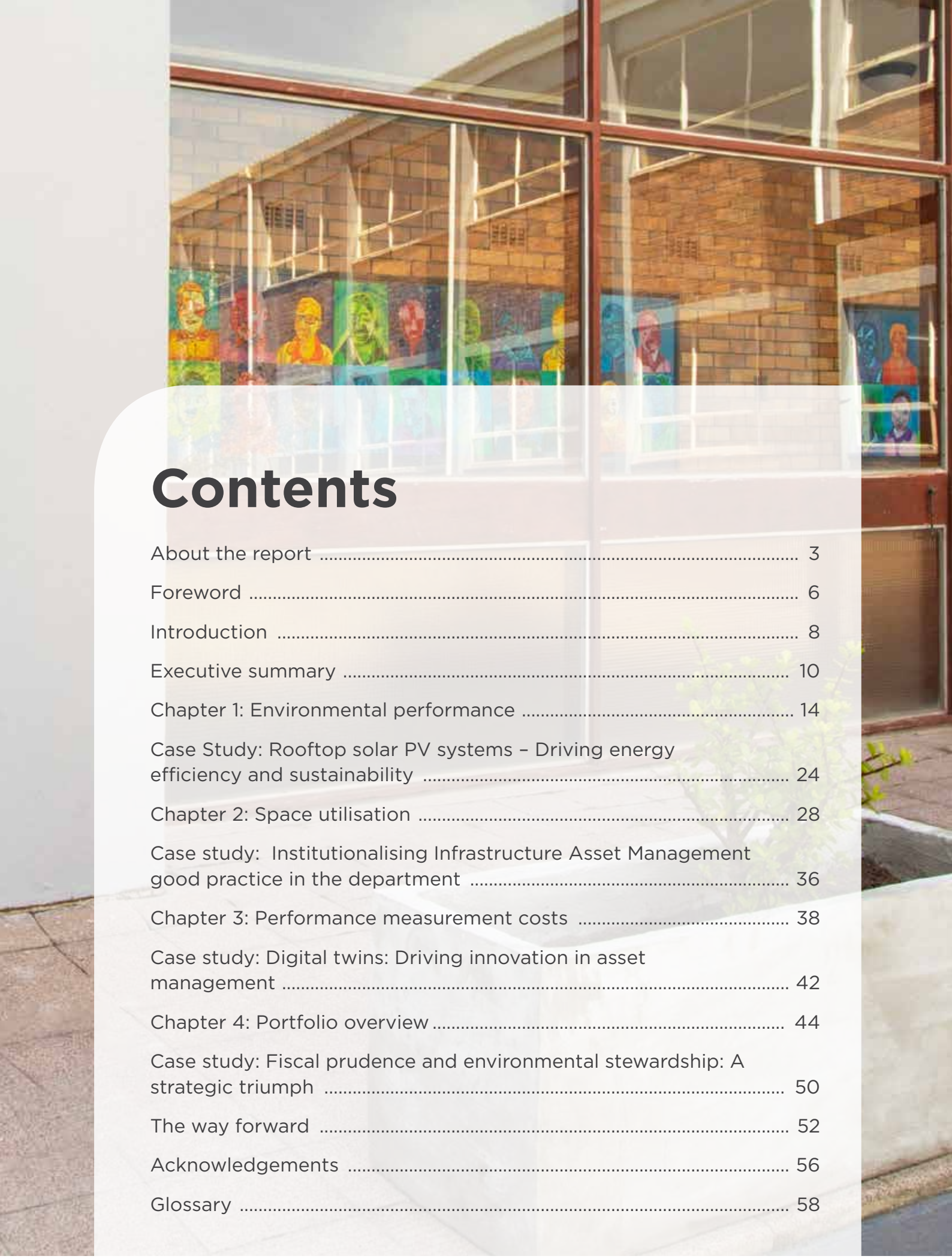
Property Efficiency Report 2024/25

An annual publication that demonstrates the Western Cape Government's commitment to managing and improving the efficiency, effectiveness and sustainability of its property holdings.

Issue no. 14



Contents

About the report

First launched in 2013, with analysis dating back to 2011/12, the Western Cape Government (WCG) Property Efficiency Report (PER) provides a comprehensive portfolio review based on a select sample of buildings. Originally conceived to establish a benchmark for public sector building performance, the PER, now in its 14th edition, continues to uphold this standard, covering the period from April 2024 to March 2025.

Building on its evolution, the PER's scope was broadened in the 11th edition to encompass all office facilities larger than 500m^2.

This year's update introduces revised electricity and water benchmarking figures. To ensure meaningful comparison, we've refined our methodology to incorporate data from private property funds that share WCG's proactive approach to efficiency. This guarantees our portfolio is measured against the highest standards in the sector, drawing directly from industry leaders such as Growthpoint and RPA Property Administration.

Above all, this edition underlines WCG's sustained commitment to transparent asset and operational resource management, championed by the Department of Infrastructure (DOI), custodian of WCG's immovable assets. We've compiled this information using contributions from various DOI teams, property occupants, and key partners.

The immovable asset portfolio reviewed in this report incorporates a varied collection of buildings, spanning from the bustling Cape Town Central Business District (CBD) to non-CBD locations across the Western Cape. Similarly, our analysis of health and education facilities in this edition encompasses sites across the province.

Reporting period and scope

This report assesses the performance of 35 owned and leased office buildings with a floor area larger than 500m^2 from the WCG's portfolio during the 2024/25 period. This edition maintains a consistent scope, with 35 office buildings, 34 health facilities and 60 education facilities under review.

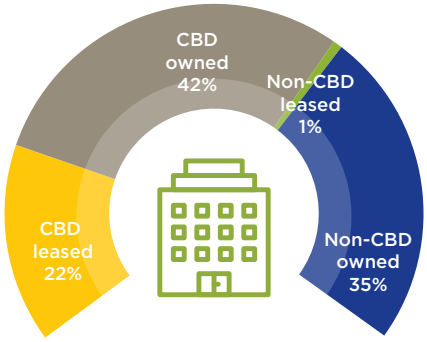
Key changes from the previous report

This year, significant methodological changes were made to improve transparency in property costs. Capital expenditure (capex) is now separated from operational costs, allowing for better benchmarking and cost management. Excluding capex from performance measurement provides a clearer analysis of ongoing operating costs and their impact on building performance. Additionally, a new three-year benchmarking dataset from MSCI has been introduced, enabling recalibration of previously published figures.

Office portfolio

35 office buildings = **208 247m²**

- **27** owned buildings
  - **17** non-CBD — 71 664m²
  - **10** CBD — 87 466m²
- **8** leased buildings
  - **2** non-CBD — 2 535m²
  - **6** CBD — 46 582m²



Office portfolio percentage split based on useable m²

Health portfolio

34 health facilities = **890 911m²**

- **13** clinics — 5 219m²
- **21** hospitals — 885 692m²

Education portfolio

60 education facilities = **401 115m²**

23 high schools
196 585m²

37 primary schools
204 530m²

Data management and access

The importance of accurate data in guiding sound decision-making is paramount for any organisation. To establish a reliable foundation for our analysis, we undertake meticulous primary data collection from a variety of stakeholders, supplemented by careful cross-verification procedures to ensure accuracy. All meter readings are rigorously checked against consumption details from municipal accounts, and any discrepancies are promptly investigated and resolved. Subsequently, the extracted data undergoes robust analysis using validated methodologies to guarantee precise interpretations.

Our private sector cost benchmark is informed by a range of reputable sources, including private landlords, Rode and Associates, MSCI, the South African Property Owners' Association (SAPOA), and other publicly available reports and indices.

To support our continued pursuit of optimal performance, we also maintain ongoing benchmarking of our energy efficiency against a selection of City of Cape Town (CCT) office buildings.

Foreword

MINISTER TERTUIS SIMMERS

Provincial Minister of Infrastructure

In my capacity as Provincial Minister of Infrastructure, I recognise that the management of the Western Cape Government's property portfolio is fundamental to the effective delivery of public services throughout the province. Our work goes beyond maintaining infrastructure. It is about fostering spaces that are inclusive and future-proof.

Managing the Western Cape's property portfolio is essential for effective service delivery. The 14th edition of the Property Efficiency Report marks an important milestone in making sure these assets directly support better schools, clinics, and services. I have seen first-hand the difference efficient facilities make in our communities.

Our government properties are places where people live their daily lives – in classrooms, clinics and service centres across the province. When I walk through a school or hospital, I see how much it matters to teachers, nurses and families that the buildings are safe and well maintained. Good management is not only about saving costs, it means those resources can be redirected to where they are needed most – to frontline services. From a small clinic in a rural town to a busy service hub in Cape Town, each facility carries the weight of our delivery mandate. For me, this is not only about delivery. It is about dignity, and the daily experience of people who rely on government facilities.

All of this is underpinned by strong governance and compliance with the Government Immovable Asset Management Act.

This report is both an account of the progress we have made and a commitment to keep improving. None of this can be done by government alone. It relies on strong partnerships between spheres of government, the private sector, and communities themselves. By aligning our work with the Western Cape Infrastructure Framework 2050, we can ensure that every investment reduces inequality, builds resilience, and supports growth.

> *This report is both an account of the progress we have made and a commitment to keep improving.*

Government properties are more than buildings, they are places where people receive care, education, and services. I am grateful to the dedicated teams and partners who make this possible. Together with our partners, I am confident that we can leave behind a property portfolio that serves not just today's needs, but those of generations to come.


EXIT

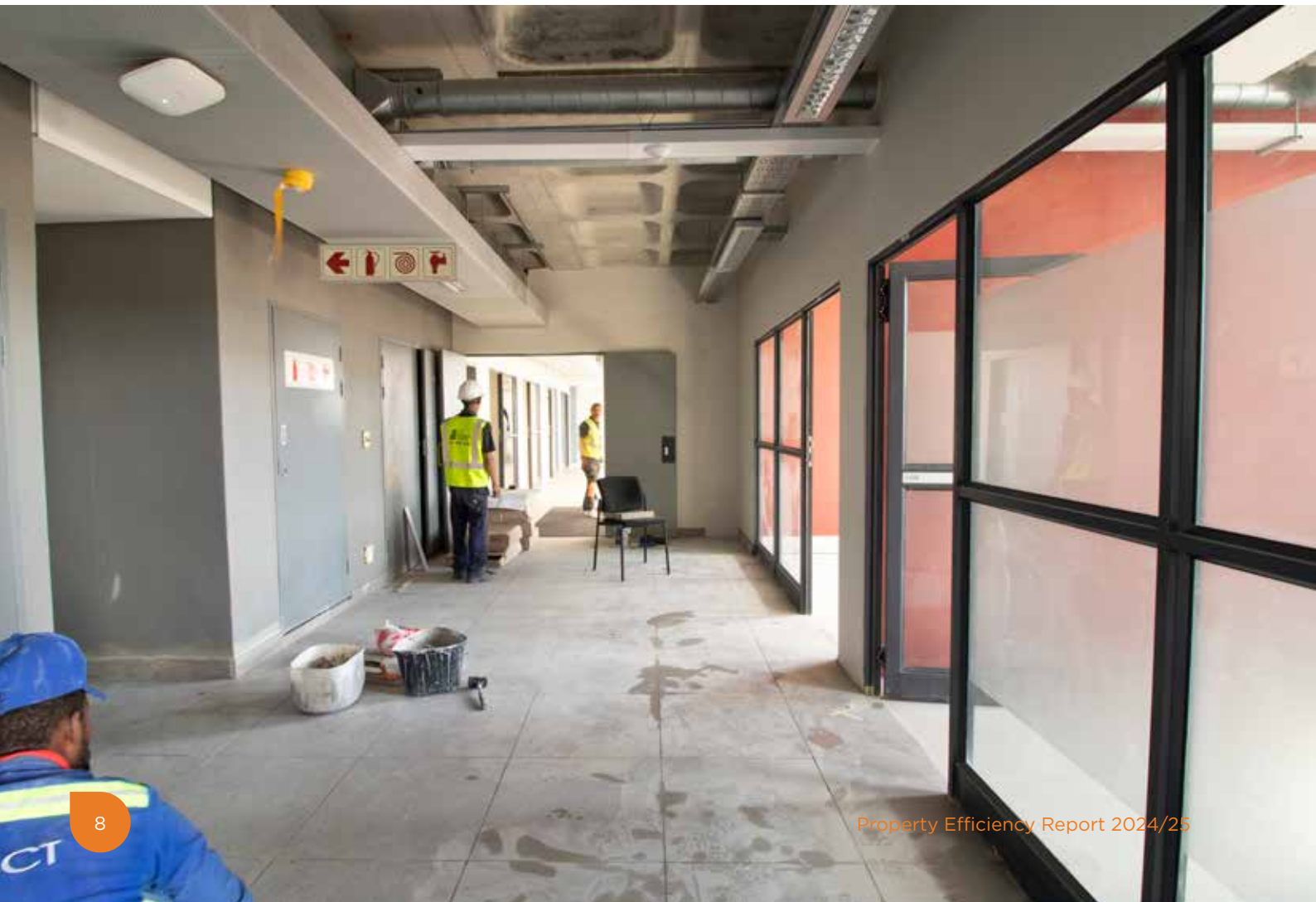
Introduction

ADV. CHANTAL SMITH

Head: Department of Infrastructure

The Western Cape Government, through the Department of Infrastructure, presents the Property Efficiency Report 14th edition as a strategic reflection on how public assets are being managed to create value, drive growth, and support sustainability. This report is not simply about property holdings; it is about how we use these assets to serve citizens, strengthen service delivery, and advance the broader vision of shared prosperity for the province.

Infrastructure is far more than bricks and mortar – it is the foundation on which schools, hospitals, offices, and communities function. When managed wisely, it becomes a catalyst for development. As Nelson Mandela once said, "Vision without action is merely daydreaming, but vision with action can change the world". This Property Efficiency Report is our way of turning vision into action by showing how properties are being used, how resources are being managed, and how we are building efficiency into every decision.



Our focus on efficiency is also shaped by the urgent global call to act on climate change. From the Paris Agreement in 2015 to the 29th Conference of the Parties to the UN Framework Convention on Climate Change (COP29) in Baku, Azerbaijan in 2024, the world has called on governments to reduce emissions, improve energy performance, and use resources more responsibly. The Department of Infrastructure is playing its part. By ensuring that government buildings are run more efficiently and by embedding sustainability principles into property management, we are responding to that call-in practical ways.

This work is closely aligned with the Sustainable Development Goals (SDGs), particularly clean energy, sustainable cities, and climate action. It also speaks to the African Union's Agenda 2063, which envisions a prosperous Africa driven by inclusive growth, and the National Development Plan 2030, which calls for integrated and sustainable infrastructure. The National Spatial Development Framework 2050 and the National Infrastructure Plan 2050 further reinforce the need for responsible planning and long-term thinking. The Provincial Strategic Plan 2025–2030 gives us a roadmap for the Western Cape, while Growth for Jobs (G4J) 2035 serves as our compass, reminding us that growth must translate into jobs and opportunity in our province.

At its core, property efficiency is about stewardship. It is about using public resources responsibly, ensuring that every square metre of owned and leased space delivers value to citizens. This means strengthening governance, improving compliance with the Government Immovable Asset Management Act (GIAMA) and the Western Cape Land Administration Act, and ensuring that property decisions are informed by data, evidence, and future needs. It also means embracing technology to track performance and ensure accountability.

But beyond compliance and systems, this work is about people. Efficient property management creates safe, functional spaces where children can learn, patients can heal, and public servants can deliver services with dignity. It reduces waste, cuts costs, and frees up resources that can be redirected to other priorities. Most importantly, it contributes to the larger vision of a province that is inclusive, resilient, and forward-looking. Our decisions today – about energy, efficiency, and sustainability – are shaping the Western Cape of tomorrow.

> *Efficient property management creates safe, functional spaces where children can learn, patients can heal, and public servants can deliver services with dignity.*

The G4J Strategy challenges us to think boldly about growth, to focus on competitiveness, and to create an environment where businesses and communities can thrive. It reminds us that growth and jobs are inseparable, and that the way we manage infrastructure has a direct impact on whether residents can access opportunities. Through G4J, and through initiatives such as this Property Efficiency Report, we are working to make those dreams a reality.

As Head of Department, I am deeply aware of the responsibility that comes with managing the government's property portfolio. These are not abstract assets; they are spaces that affect people's daily lives. That is why this report does not simply reflect statistics – it reflects a commitment to service, growth, and sustainability. It reflects the urgency captured by Martin Luther King Jr., who said, "We are confronted with the fierce urgency of now". We cannot afford to delay action on climate, on jobs, or on service delivery.

The Property Efficiency Report is both a reflection and a promise: a reflection on the progress already made, and a promise that we will continue to improve, innovate, and lead. Together with our partners, stakeholders, and communities, the Department of Infrastructure will ensure that the Western Cape's property portfolio is a platform for growth, a driver of opportunity, and a beacon of sustainability for the future.

Executive summary

Building performance highlights

	2023/24						2024/25					
	All WCG offices	All leased buildings	All owned buildings	CBD offices	Non-CBD offices	Private sector	All WCG offices	All leased buildings	All owned buildings	CBD offices	Non-CBD offices	Private sector
WCG portfolio area (m^2)	196 853	41 959	154 894	128 211	68 462	-	208 247	49 117	159 130	134 048	74 199	-
WCG portfolio performance data (m^2)	191 461	41 959	149 502	126 843	64 618	-	208 247	49 117	159 130	134 048	74 199	-
Accommodated office staff	9 816	2 819	6 997	6 571	3 245	-	9 627	2 844	6 783	6 607	3 020	-
Cost/m^2	3 118	3 761	2 937	3 345	2 671	2 448	2 556	2 373	3 145	2 816	2 085	2 524
Cost/FTE	70 161	65 350	72 068	76 179	58 753	-	66 907	62 171	69 060	69 237	61 831	-
m^2/FTE	23	18	24	21	24	-	24	18	25	22	27	-
m^2/desk	19	15	20	18	20	-	19	16	20	17	22	-
Energy kWh consumed per FTE/pa	2 516	2 280	2 610	2 975	1 646	-	2 675	2 539	2 737	2 957	2 060	-
Water kL consumed per FTE/pa	14	13	14	13	15	-	16	13	16	13	21	-
Energy kWh/m^2/pa	112	131	106	131	75	240	102	128	94	120	69	140
Water kL/m^2/pa	0.63	0.89	0.56	0.59	0.69	0.90	0.62	0.76	0.58	0.58	0.77	0.76

FTE = full-time equivalent.

Report highlights

14th

This is the 14th edition of the Property Efficiency Report.

- This report summarises the performance of 35 selected office buildings, 34 health facilities, and 60 education facilities within the Western Cape Government (WCG) property portfolio, comparing data from the 2023/24 and 2024/25 reporting periods.
- The analysis focuses on key performance indicators (KPIs) related to space utilisation, energy consumption, water consumption, and occupancy costs.
- The WCG has completed 1 044 energy performance certificates (EPCs).
- The WCG continues to focus on improving the efficiency and modernisation of facilities within its owned buildings.

New additions

- We have improved our methodology for private sector benchmarking by incorporating data from private property funds that align with WCG's proactive approach to efficiency. This includes direct input from industry leaders such as Growthpoint and RPA Property Administration.
- Capital expenditure has been separated from operational costs and listed as a distinct category.
- This enables us to do more precise benchmarking and cost management. Excluding capex from performance measurement enables a clearer analysis of ongoing operating costs and their impact on building performance.

Office buildings

Overall energy consumption decreased by 8.9% (112kWh/m²/pa in 2023/24 to 102kWh/m²/pa in 2024/25), showing continued outperformance of the private sector benchmark.

- A significant milestone this year is that WCG-owned buildings within the Central Business District (CBD) outperformed the City of Cape Town (CCT) CBD portfolio benchmark (124kWh/m²/pa) for the first time, demonstrating an overall efficiency figure of 114kWh/m²/pa.
- The WCG-owned buildings also outperformed the energy performance certificate (EPC) benchmark by 1%, which is a remarkable achievement.
- In the 2024/25 reporting period, the WCG-owned buildings portfolio achieved an electricity consumption rate of 94kWh/m²/pa, reflecting a 26.6% greater efficiency compared to leased premises, which recorded an average consumption of 128kWh/m²/pa.
- During the reporting period, electricity consumption across combined non-CBD owned buildings decreased by 8%, dropping from 75kWh/m²/pa to 69kWh/m²/pa.
- Non-CBD leased assets outperformed the non-CBD owned properties, which recorded a consumption rate of 66kWh/m²/pa, by 5.7%, highlighting the relative efficiency of leased versus owned facilities.
- The CCT sample of 32 office buildings recorded a 5.4% increase in electricity usage, with an average consumption of 97kWh/m²/pa.
- Solar photovoltaic (PV) installations generated 2 811MWh of electricity, which reduced overall energy demand from the grid.

Water consumption in CBD buildings showed a slight decrease from 0.59kL/m²/pa to 0.58kL/m²/pa.

- Overall consumption (kL/m²/pa) for the portfolio water consumption slightly decreased by 1.6%, from 0.63kL/m²/pa in 2023/24 to 0.62kL/m²/pa in 2024/25. The WCG continues to outperform the private sector in this regard.
- The non-CBD leased building portfolio experienced a substantial increase in water consumption during the reporting period, rising by over 157% from 0.75kL/m²/pa to 1.93kL/m²/pa.
- The report acknowledges that burst pipes and leaks continue to be challenges.

Health facilities

Health facilities overall recorded an average water consumption rate of 1.17kL/m²/pa, reflecting an overall decrease in water use.

- Hospitals demonstrated the most substantial improvement, with their water consumption decreasing from 1.60kL/m²/pa to 1.17kL/m²/pa.
- Clinics experienced a slight increase in their energy usage, from 70kWh/m²/pa to 72kWh/m²/pa, a rise of 2.8%.
- Hospitals reported a 3.4% increase in energy consumption, escalating from 88kWh/m²/pa to 91kWh/m²/pa.
- The observed trends may be attributed to the growing number of patients seeking care at health facilities, coupled with an increase in the population of the Western Cape.

Education facilities

Overall electricity consumption in education facilities increased from 14kWh/m²/pa to 17kWh/m²/pa, reflecting a 21.4% decline in energy efficiency.

- Primary schools demonstrated a decline in energy efficiency, with their consumption increasing from 10kWh/m²/pa to 12kWh/m²/pa.
- High schools experienced an increase in energy consumption of 15.8% from 19kWh/m²/pa to 22kWh/m²/pa during the same reporting period.
- An overall increase in water consumption was observed across education facilities. The rise in electricity and water consumption is linked to the growing number of learners in educational facilities, reflecting the year-on-year population growth in the Western Cape and the associated increase in resource demand.
- High schools experienced a rise in water usage, with consumption levels increasing to 0.83kL/m²/pa from 0.74kL/m²/pa, reflecting a 12.2% decrease in efficiency.
- Primary schools showed an increase of 1.6% in water consumption, rising from 0.61kL/m²/pa in 2023/24 to 0.62kL/m²/pa in 2024/25.

Space utilisation

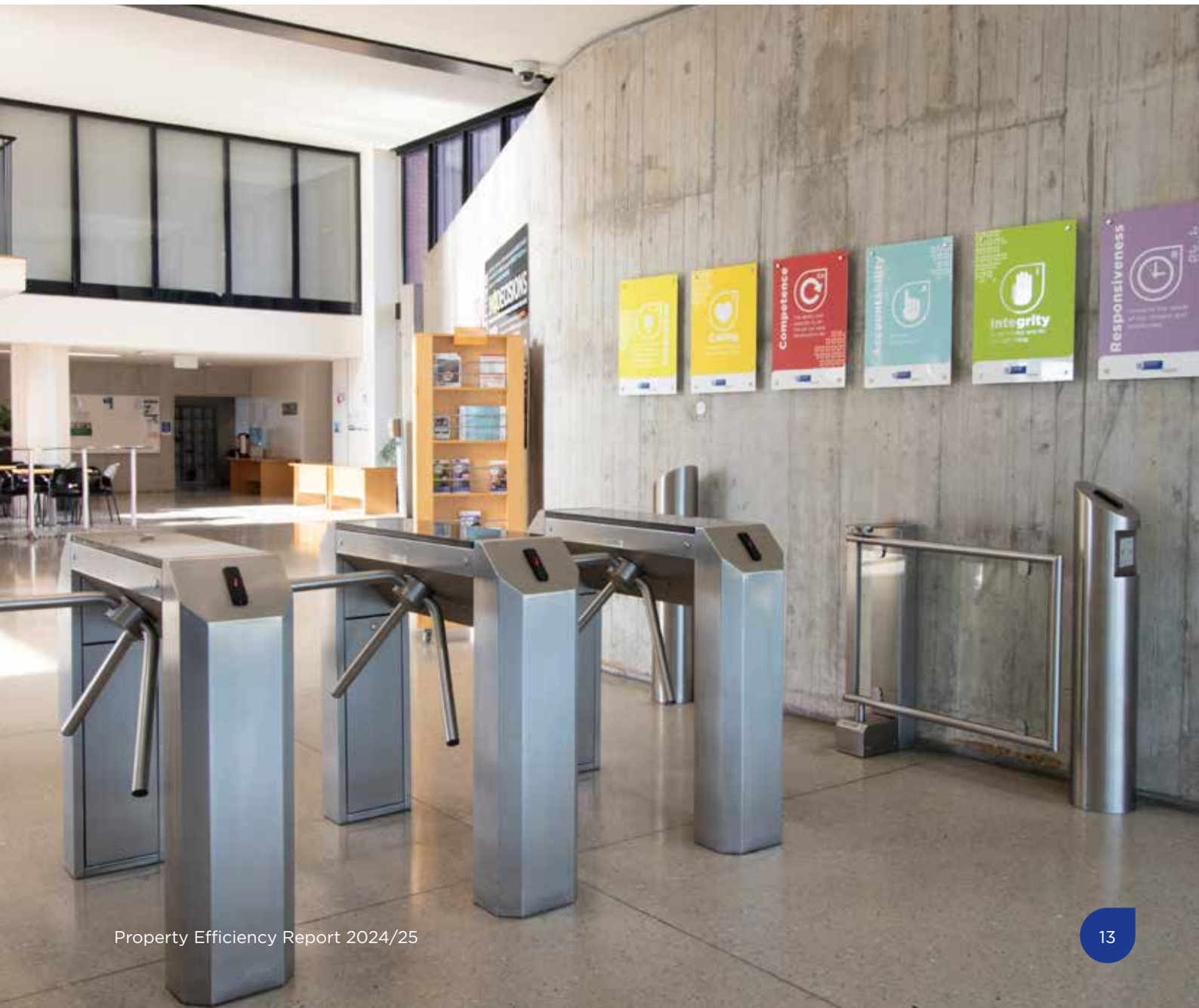
Desk space within the WCG portfolio has remained stable at 19m² per desk.

- Space allocation will, in the near future, be guided by the draft Master Office Accommodation Plan (MOAP) which is currently being developed by the Department. Although the MOAP has not yet been approved, it will serve as a planning framework intended to ensure that all available office space is utilised efficiently, including provision for employees working from home.
- The portfolio experienced a decrease in employee density, with space utilisation increasing from 23m²/FTE (full-time equivalent) in 2023/24 to 24m²/FTE in 2024/25, representing a 4.3% decrease in efficiency.
- Non-CBD space allocation per person increased to 27m²/FTE from 24m²/FTE, a 12.5% increase.
- CBD-owned properties demonstrated a decline in efficiency, with employee density increasing by 13% from 23m²/FTE in 2023/24 to 26m²/FTE in 2024/25.
- All leased properties demonstrated the strongest performance, remaining stable at 18m²/FTE in the previous reporting period.
- All owned buildings exhibited a reduction in efficiency, with space utilisation expanding from 24m²/FTE to 25m²/FTE, a 4.2% decline.

Occupancy costs

The cost of occupying office space within the WCG's All office buildings has decreased by 9%, from R2 809/m² in the 2023/24 financial year to R2 556/m² in 2024/25.

- In this edition capital expenditure has been separated from operating costs.
- Influencing factors: The costs declined due to decreased scheduling, maintenance, cleaning, and operational costs, even while excluding soft services and municipal charges.
- A new benchmarking dataset for the past three years has been provided by MSCI, allowing for the recalibration of analysed figures, which now differ from prior publications.
- The overall cost per square metre is R2 556 compared to the average sector of MSCI at R2 524/m². The WCG recognises that sustained investment in its property portfolio could result in reduced operating costs over time.
- The majority of the capex is due to various modernisation projects in the portfolio.
- All office buildings saw a 25% increase in capex from R284/m² to R355/m².
- All owned WCG buildings are the most expensive segment of the portfolio, at a cost of R3 145/m².



Chapter 1:

Environmental performance

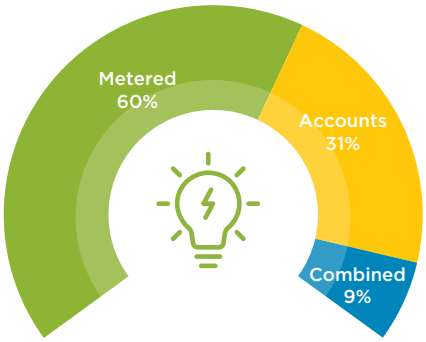
In the 14th edition of the Property Efficiency Report, the total number of buildings across all three types remained unchanged. The number of office buildings in the study sample remains 35, comprising 27 owned buildings and eight leased buildings. The number of education and health facilities remains 60 and 34 respectively. A key update in this chapter in the 2024/25 edition is the introduction of revised electricity and water benchmarking figures. We have amended our benchmarking methodology to incorporate data from private property funds that are as proactive in driving efficiencies as the Western Cape Government. This ensures that our portfolio's performance is assessed against the highest standards within the private sector.

Effective planning and responsible utilisation of resources are vital to fostering sustainable development and safeguarding societal and environmental well-being. This approach underscores strategic management, conservation initiatives, and a careful assessment of the long-term impacts associated with resource consumption. Implementing these strategies is essential for achieving environmental sustainability, strengthening economic resilience, and protecting the well-being of both current and future generations. The primary goal remains the optimal use of resource efficiency.

The EPC team has made notable progress in securing and maintaining compliance with legislative energy performance certification requirements. At the time of publication, we have 1 368 EPCs on record, of which 1 044 have been completed. It should be noted that this total figure is subject to change, as some facilities on record may have a floor area that is too small in size to require an EPC at this point, not yet due for an EPC due to ongoing major construction, or not under the Department's custodianship. The status of EPCs is continually updated as the project progresses, ensuring that records reflect current, accurate information.

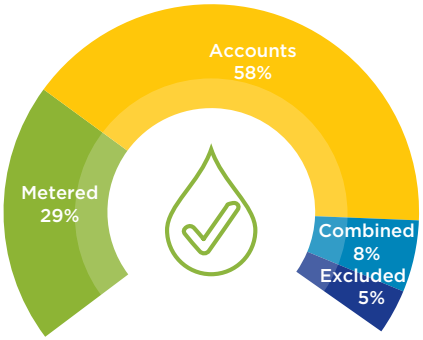
Office buildings

The WCG employs a robust methodology for collating electricity consumption data, incorporating information from municipal and Eskom accounts, as well as remote metering systems. Of the total energy data gathered, 60% is derived directly from internal energy consumption meters. An additional 31% is sourced from monthly municipal and Eskom accounts submitted by various departments and institutions, with 9% obtained through a combination of metered data and these accounts.



Office energy consumption data compilation per m²

The water consumption dataset is compiled using three principal data collection methods. Direct meter readings contribute 29% of the data, while 58% is obtained from monthly municipal accounts; 8% is derived through a combination of metered data and municipal accounts, while 5% of properties were excluded from the analysis due to factors such as leased buildings without separate water billing, ongoing modernisation projects, and unresolved discrepancies in municipal accounts, thus ensuring data accuracy and reliability.



Office water consumption data compilation per m²

Electricity benchmarks

Electricity benchmarks						
Types of buildings	kWh/m²/pa		kWh/m²/pa		kWh/m²/pa	
	WCG portfolio	Private sector	WCG portfolio	Private sector	WCG portfolio	Private sector
	2022/23		2023/24		2024/25	
CBD leased	139	245	134	245	132	153
CBD owned	126	227	129	227	114	153
CBD all buildings	130	234	131	234	120	153
Non-CBD leased	85	231	82	231	66	123
Non-CBD owned	81	227	75	247	70	123
Non-CBD all buildings	81	245	75	245	69	123
All leased	136	241	131	241	128	140
All owned	107	240	106	240	94	140
All buildings	113	240	112	240	102	140

During the reporting period, annual electricity consumption per square metre (kWh/m²/pa) decreased by 8.9%, from 112kWh/m²/pa to 102kWh/m²/pa. This improvement emphasises that we continue to outperform the private sector benchmark of 140kWh/m²/pa for the financial year 2024/25. As previously stated, we have revised our private sector benchmarking methodology to incorporate data sourced directly from industry stakeholders. The primary contributors to this data set are Growthpoint and RPA Property Administration.

Water benchmarks

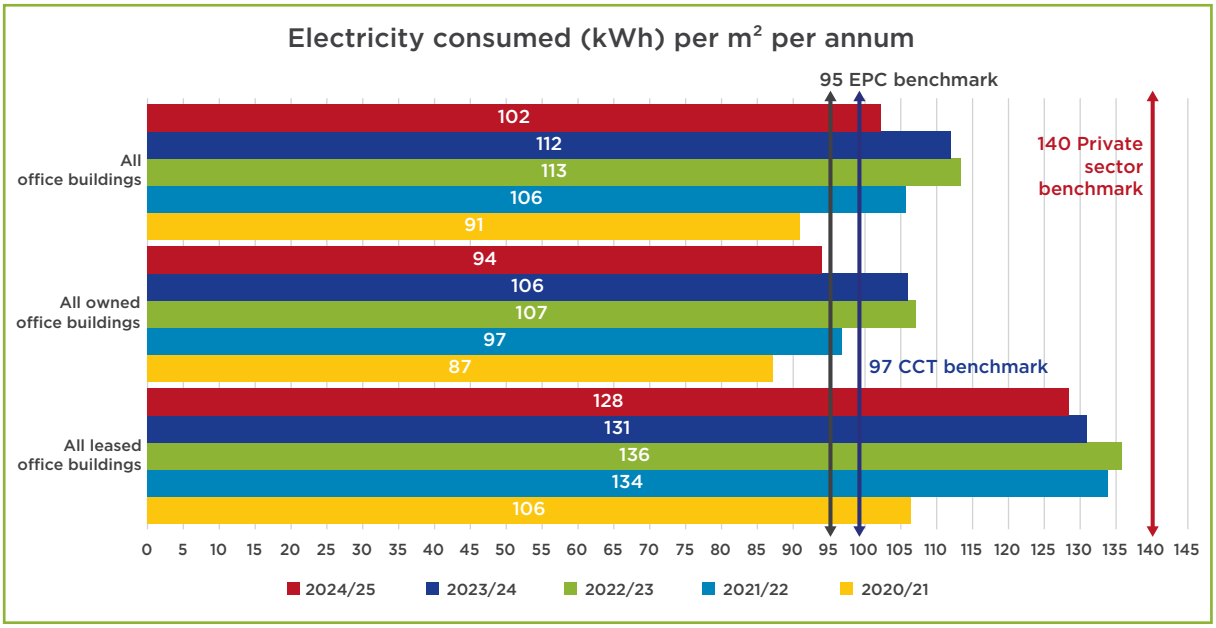
Water benchmarks						
Types of buildings	kL/m²/pa		kL/m²/pa		kL/m²/pa	
	WCG portfolio	Private sector	WCG portfolio	Private sector	WCG portfolio	Private sector
	2022/23		2023/24		2024/25	
CBD leased	0.75	0.82	0.90	0.89	0.83	0.68
CBD owned	0.47	0.64	0.47	0.82	0.48	0.68
CBD all buildings	0.55	0.70	0.59	0.84	0.58	0.68
Non-CBD leased	1.11	1.18	0.75	0.83	1.93	0.76
Non-CBD owned	0.63	0.70	0.69	0.96	0.73	0.76
Non-CBD all buildings	0.65	0.75	0.69	0.94	0.77	0.76
All leased	0.77	0.93	0.89	0.87	0.76	0.76
All owned	0.53	0.68	0.56	0.90	0.58	0.76
All buildings	0.58	0.73	0.63	0.90	0.62	0.76

Water consumption decreased by 1.6% compared to the previous period, reaching 0.62kL/m²/pa. This decrease was recorded in spite of recent updates to the work-from-home policy which gradually brought employees to the office more frequently, and occasional spikes caused by burst pipes and leaks. WCG's overall water consumption for all buildings outperformed the private sector benchmark by 18.4%, with our reporting figure of 0.62kL/m²/pa comparing favourably to the private sector's 0.76kL/m²/pa. This performance underscores WCG's ongoing commitment to efficient water management.

Electricity

Over the past year, electricity consumption decreased by 8.9%, declining from 112kWh/m²/pa in 2023/24 to 102kWh/m²/pa in 2024/25. The WCG portfolio continues to outperform the private sector electricity consumption benchmark of 140kWh/m²/pa for 2024/25.

In contrast, the CCT sample of 32 office buildings recorded a 5.4% increase in electricity usage, with an average consumption of 97kWh/m²/pa, up from 92kWh/m²/pa. This consumption figure is approximately 4.9% more than the WCG portfolio's performance. When benchmarked against the EPC standard for Climate Zone 4, set at 95kWh/m² for G1 office buildings, the WCG portfolio falls short of the EPC benchmark by 6.8%. Meanwhile, the CCT's office buildings exceeded this benchmark by only 2.1%, demonstrating relatively closer alignment with industry standards.



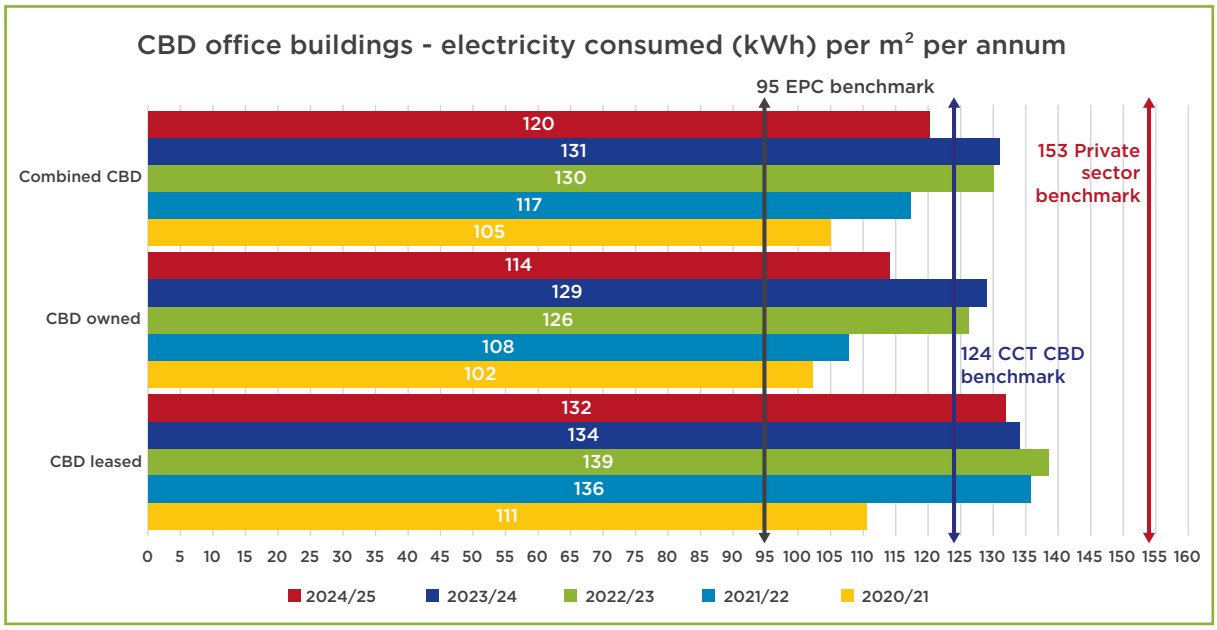
In the 2024/25 reporting period, the WCG-owned buildings portfolio achieved an electricity consumption rate of 94kWh/m²/pa, reflecting a 26.6% greater efficiency compared to leased premises, which recorded an average consumption of 128kWh/m²/pa. All leased buildings experienced a 2.29% decrease in energy use.

The WCG-owned buildings portfolio improved its efficiency by 11.3%, with consumption decreasing from 106kWh/m²/pa to 94kWh/m²/pa. The WCG-owned buildings also outperformed the EPC benchmark by 1%, which is a remarkable achievement. This trend highlights the ongoing impact of renovation works and staffing adjustments, alongside improved energy management practices within owned assets.

CBD electricity

During the reporting period, the electricity consumption for the Combined CBD portfolio declined by 8.4%, decreasing from 131kWh/m²/pa in 2023/24 to 120kWh/m²/pa. CBD leased buildings' efficiency also improved, having reduced their consumption by 1.5%, from 134kWh/m²/pa to 132kWh/m²/pa.

WCG-owned buildings in the CBD demonstrated a substantial improvement in energy efficiency, with consumption decreasing by 11.6%, from 129kWh/m²/pa to 114kWh/m²/pa. The owned buildings, at 114kWh/m²/pa, still outperform the leased assets by 13.6%, which had a consumption rate of 132kWh/m²/pa.

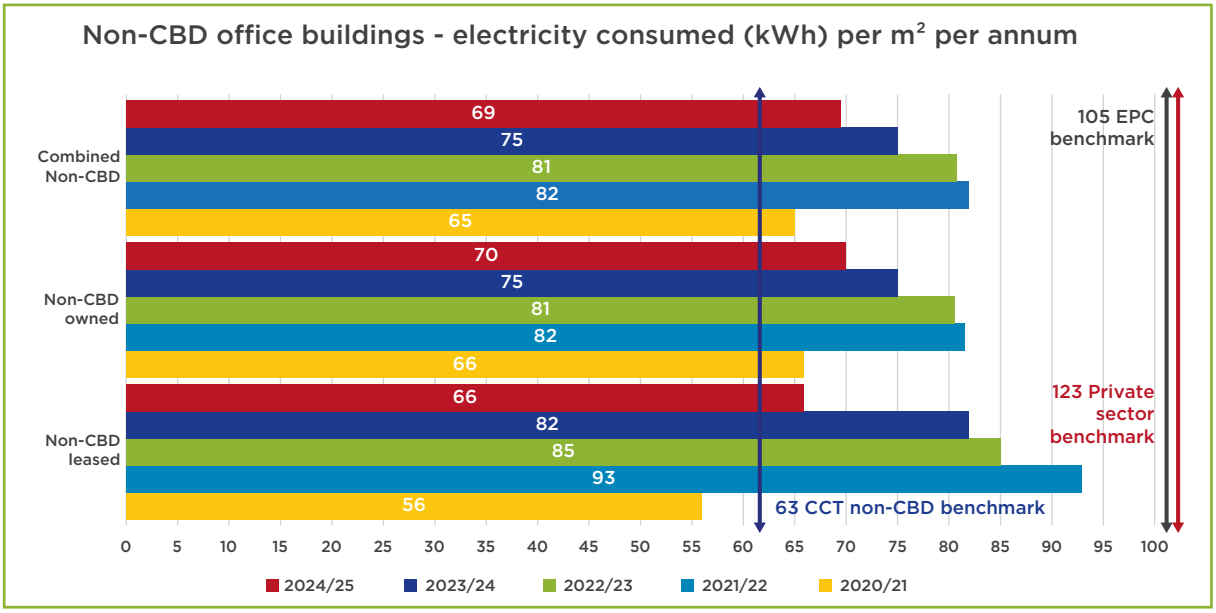


The WCG's CBD portfolio achieved a consumption rate of 120kWh/m²/pa during the period, 21.6% better than the private sector benchmark of 153kWh/m²/pa. The WCG portfolio outperformed the CCT's CBD portfolio benchmark of 124kWh/m²/pa by 3.2%. The CCT CBD benchmark increased from 120kWh/m²/pa to 124kWh/m²/pa for 2024/25, reflecting a slight rise in the municipal portfolio.

A significant milestone this year is that WCG-owned buildings within the CBD outperformed the CCT CBD portfolio benchmark for the first time, demonstrating an overall efficiency of 114kWh/m²/pa. This marks an 8.1% improvement relative to the CCT benchmark of 124kWh/m²/pa, highlighting the effectiveness of recent energy management initiatives and operational efficiencies within WCG's owned assets. These achievements underscore a positive shift in WCG's energy performance, closing the gap with CCT benchmarks and establishing a new standard for future sustainability efforts.

Non-CBD electricity

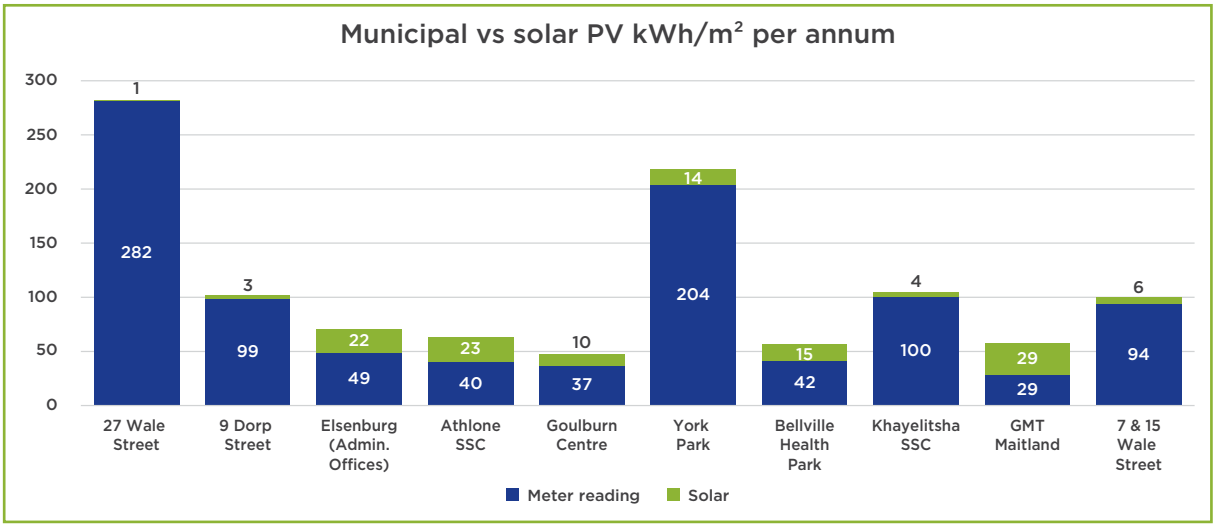
During the reporting period, electricity consumption across non-CBD owned buildings decreased by 8%, dropping from 75kWh/m²/pa to 69kWh/m²/pa. Notably, these non-CBD leased assets outperformed the non-CBD owned properties, which recorded a consumption rate of 66kWh/m²/pa, by 5.7%. This highlighted the relative efficiency of leased versus owned facilities.



The non-CBD buildings portfolio demonstrated a high level of energy efficiency, surpassing both the private sector benchmark of 123kWh/m²/pa and the EPC benchmark of 105kWh/m²/pa. However, when compared to the CCT non-CBD buildings benchmark of 63kWh/m²/pa, the WCG portfolio was 8.7% less efficient, with a recorded consumption of 69kWh/m²/pa.

This disparity underscores the scope for further optimisation within WCG's non-CBD estate, particularly in aligning energy performance with industry-leading standards set by CCT. It highlights the ongoing challenges in achieving greater efficiency across all assets.

Energy consumption – solar photovoltaic and general electricity consumption

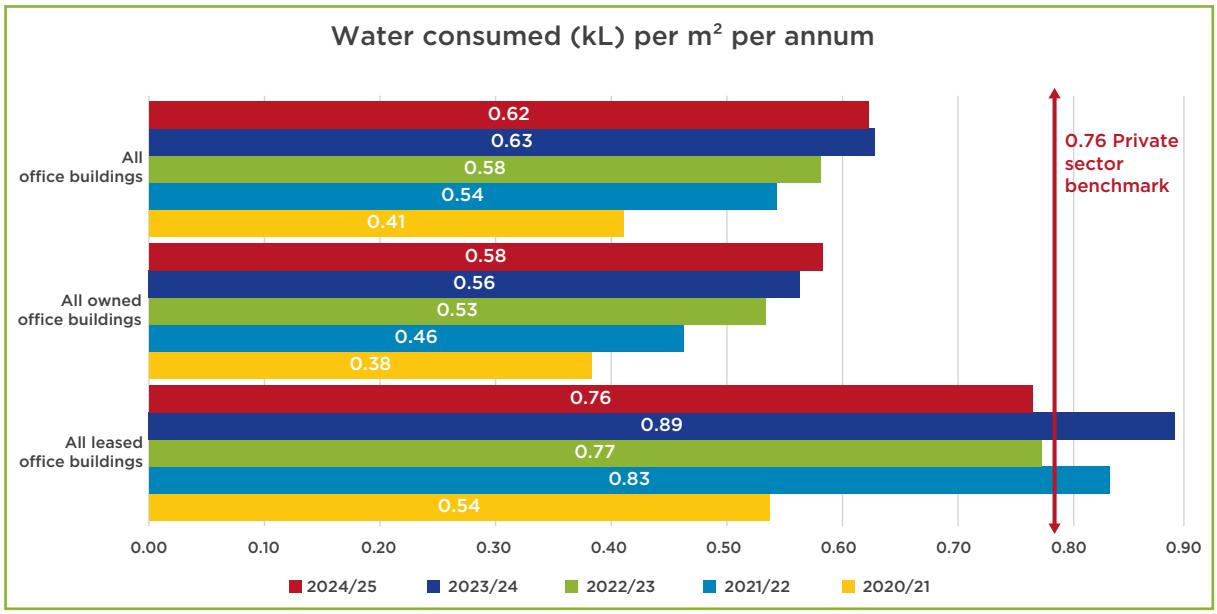


The most prominent buildings in solar electricity generation are the Government Motor Transport building in Maitland, with a solar generation rate of 50%. The Athlone Shared Services Centre (SSC) generating 36.2% of its electricity needs through solar energy, and Elsenburg Administration Offices, where 30.5% of the electricity needs are met in this way. Other notable contributors include Bellville Health Park and Goulburn Centre, producing 26.3% and 21.6% respectively of their electricity via solar power. A recent addition to this analysis is 7 & 15 Wale Street, which now demonstrates a solar generation rate of 5.9%.

These figures highlight the ongoing integration of renewable energy solutions within WCG's infrastructure, with several facilities achieving substantial reliance on solar power. These investments in renewable energy not only reduce reliance on grid electricity but also illustrate a commitment to sustainability and ongoing efforts to minimise the carbon footprint of the WCG's portfolio. For a more detailed analysis, please read the solar case study on page 24.

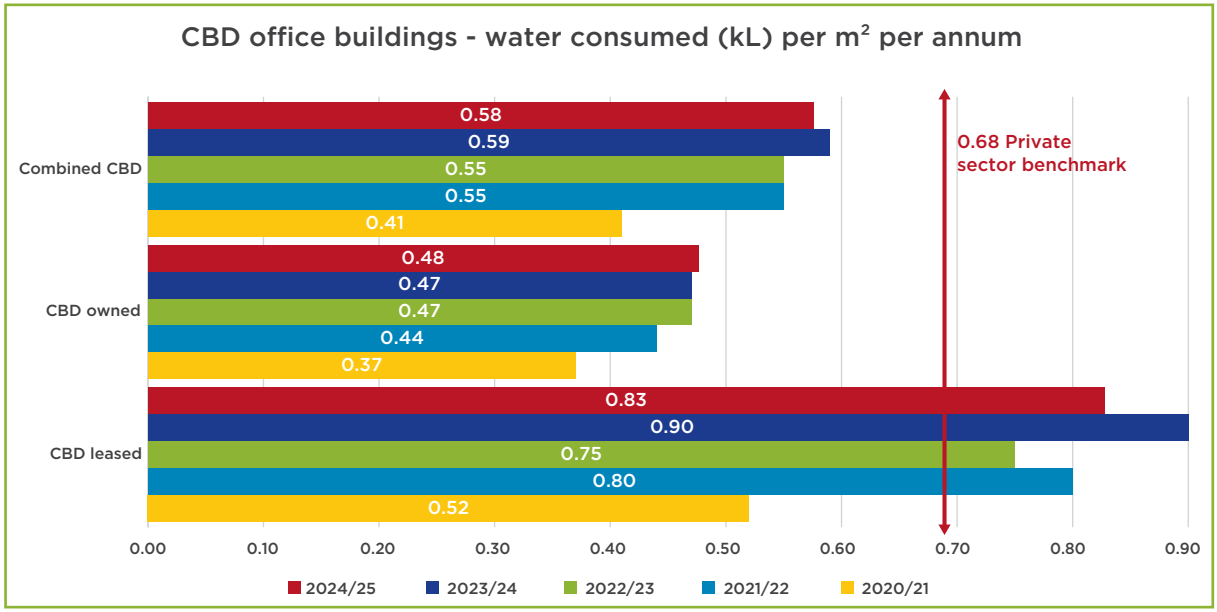
Water

During the 2024/25 reporting period, water consumption across the portfolio decreased by 1.6%, declining from 0.63kL/m²/pa to 0.62kL/m²/pa. The portfolio continues to outperform the private sector benchmark figure of 0.76kL/m²/pa by 18.4%. It is important to note that the private sector benchmark is now based on data provided by various private landlords, which may influence comparability. In terms of comparative performance, WCG-owned buildings achieved a water consumption rate of 0.58kL/m²/pa, demonstrating a significant efficiency advantage over leased buildings, which recorded a consumption of 0.76kL/m²/pa. This equates to a notable efficiency differential of 23.7% in favour of owned assets, highlighting the benefits of effective water management strategies within owned properties. WCG-owned buildings had an increase in water consumption from 0.56kL/m²/pa to 0.58kL/m²/pa and an increase of 3.6% over the reporting period. The observed increase in water use underscores the importance of ongoing maintenance and leak management to maintain high levels of resource efficiency.



During the reporting period, water consumption in the leased buildings portfolio decreased by 14.6%, falling from 0.89kL/m²/pa to 0.76kL/m²/pa.

CBD water

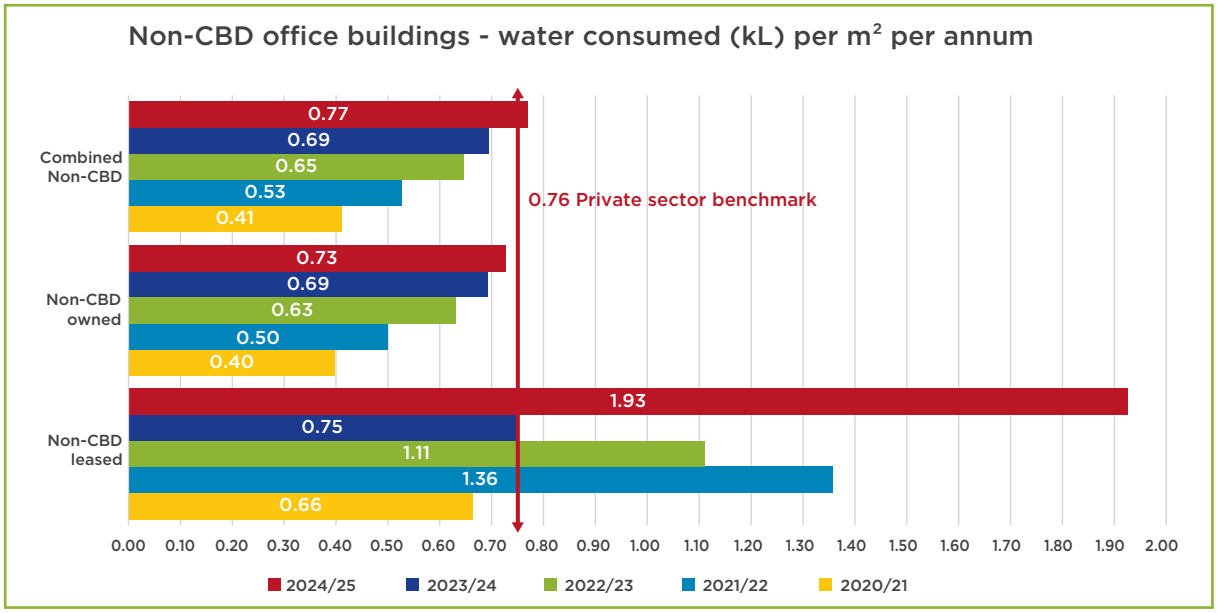


During the reporting period, water consumption in the CBD buildings showed a slight decrease from 0.59kL/m²/pa to 0.58kL/m²/pa. The CBD buildings portfolio continued to outperform the private sector benchmark of 0.68kL/m²/pa by 14.7%, reflecting strong water efficiency. Among the various

portfolios, the CBD owned buildings demonstrated the highest level of water efficiency, maintaining a consistent consumption rate since the 2022/23 period of approximately 0.48kL/m²/pa. This significantly outperforms the leased buildings portfolio, which recorded a consumption rate of 0.83kL/m²/pa. The efficiency advantage here is an impressive 42.1%.

Furthermore, the leased CBD buildings experienced an improvement in water efficiency during the reporting period, with consumption decreasing by 7.8% from 0.90kL/m²/pa to 0.83kL/m²/pa. These figures underscore the effectiveness of water conservation efforts within the portfolio and highlight the continued focus on sustainable resource management across all CBD assets.

Non-CBD water



The non-CBD leased building portfolio experienced a substantial increase in water consumption during the reporting period, rising by over 157% from 0.75kL/m²/pa to 1.93kL/m²/pa. This sharp escalation was primarily driven by an incident at Eersterivier Social Services, which suffered a leak and a burst pipe in August 2024, followed by a further spike in water usage in November 2024. Burst pipes and leaks are common yet unpredictable issues within water systems; their detection often takes time, leading to prolonged periods of excessive water consumption. Such delays not only elevate operational costs, but also severely compromise overall water efficiency.

Addressing these issues swiftly is critical to minimise wastage, reduce expenses, and ensure sustainable resource management. Meanwhile, the non-CBD owned buildings portfolio recorded a water consumption rate of 0.73kL/m²/pa, which is 3.9% below the industry benchmark of 0.76kL/m²/pa. These figures underscore the importance of ongoing maintenance and proactive leak detection to uphold water efficiency standards across all assets and reduce unnecessary resource expenditure.

Health facilities

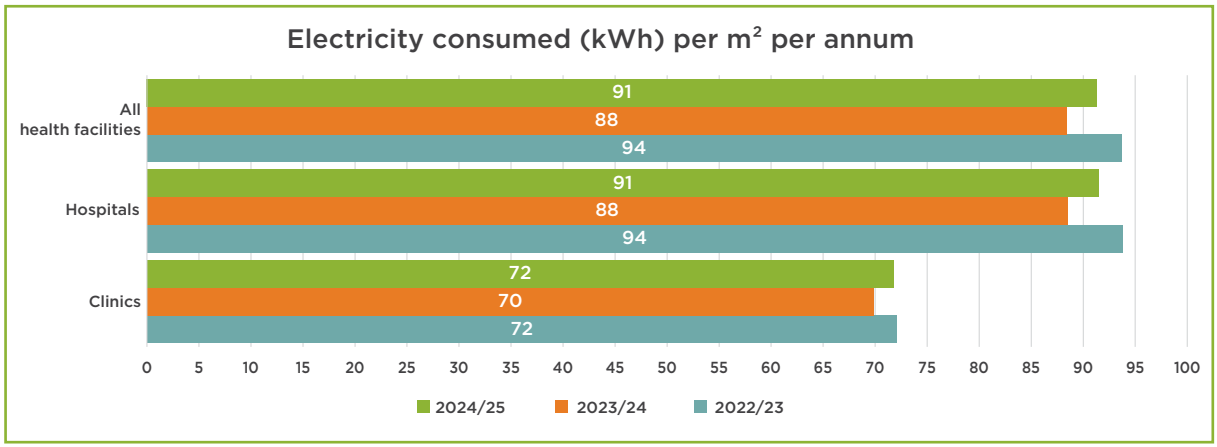
The health sector occupies a crucial position in advancing sustainability through substantial improvements in energy and water efficiency, acknowledging its considerable environmental impact. Hospitals and clinics are among the most energy-intensive structures, primarily due to continuous operational demands, specialised medical equipment, and sophisticated climate control systems. Despite these inherent challenges, many pioneering health institutions have adopted innovative strategies such as automated lighting systems, high-efficiency heating, ventilation and airconditioning (HVAC) units, and comprehensive energy management solutions, resulting in significant reductions in their carbon footprints. In relation to water efficiency, the sector is also characterised by its high consumption levels, driven by essential activities such as sterilisation, patient care, laundry operations, and sanitation. Nonetheless, the deployment of water-saving technologies, such as low-flow fittings, greywater recycling systems, and smart irrigation, has enabled numerous facilities to

achieve impressive water savings, with some hospitals reducing their usage by as much as 30%. These measures highlight the sector's capacity for environmental responsibility and resource stewardship.

Overall, the health facilities' proactive approach to enhancing energy and water efficiency exemplifies their commitment to sustainability. It demonstrates that health facilities can lead by example in environmental stewardship without compromising patient safety or service quality. This analysis draws on data from 34 health facilities, including 21 hospitals ranging in size from 1 041m² to approximately 365 210m², and 13 clinics of between 150m² and 730m², illustrating a broad spectrum of operational scales and resource management practices within the sector.

Over the past decade, the Western Cape has experienced a significant population increase of 19.6%. Looking ahead, the province is projected to accommodate an additional 1.196 million residents over the next decade. This population growth has primarily been fuelled by in-migration, both from other provinces within South Africa and from beyond its borders. Between 2022 and 2026, it is estimated that net in-migration would have accounted for 51.2% of the total population growth in the Western Cape over this period. This will continue to add pressure on the existing health and education facilities throughout the province.

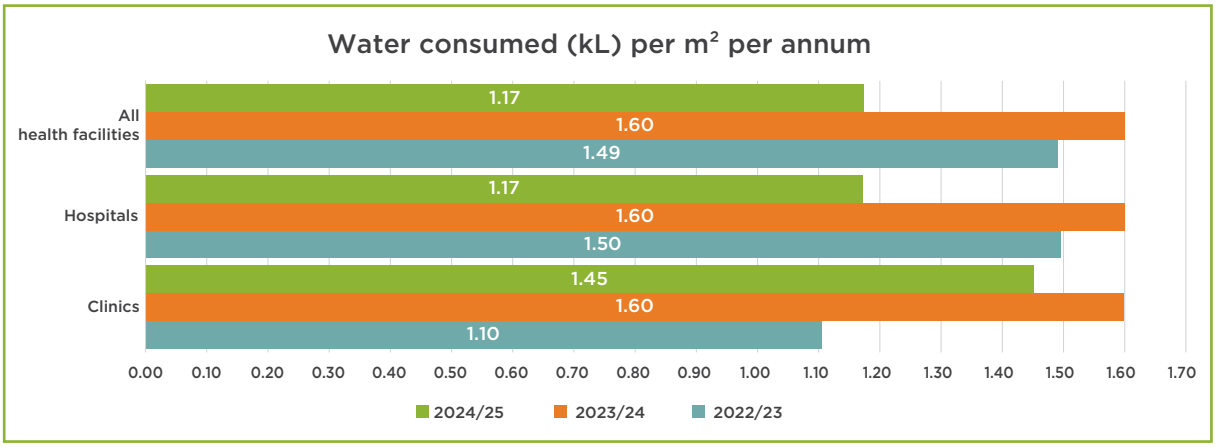
Health facilities' electricity consumption



Overall, energy consumption rose by 3.4%, increasing from 88kWh/m²/pa to 91kWh/m²/pa. Specifically, clinics experienced a slight increase in their energy usage, from 70kWh/m²/pa to 72kWh/m²/pa, a rise of 2.8%. Similarly, hospitals reported a 3.4% increase in energy consumption, escalating from 88kWh/m²/pa to 91kWh/m²/pa. **The observed trends may be attributed to the growing number of patients seeking care at health facilities, coupled with an increase in the overall population of the Western Cape.**

Health facilities' water consumption

During the reporting period, all health facilities collectively recorded an average water consumption rate of 1.17kL/m²/pa, reflecting an overall decrease in water use across the sector. Notably, hospitals demonstrated the most substantial improvement, with their water consumption decreasing from 1.60kL/m²/pa to 1.17kL/m²/pa. This reduction of 26.9% highlights successful water conservation efforts within hospitals, driven by the adoption of efficiency measures such as low-flow fixtures, water recycling initiatives, and enhanced leak detection systems.



Education facilities

The education sector is increasingly recognised as a key driver of sustainability, with significant efforts to optimise electricity and water efficiency across schools, colleges, and universities. Many education facilities have adopted innovative solutions, such as light-emitting diode (LED) lighting, significantly reducing energy waste.

Water efficiency remains a priority, with facilities implementing measures like dual-flush toilets, low-flow taps, rainwater harvesting, and greywater recycling, leading to potential savings. Additionally, many facilities are incorporating renewable energy sources, such as solar PV panels, to reduce reliance on the grid and cut greenhouse gas emissions. These sustainable practices not only reduce resource consumption, but also serve as valuable educational tools, fostering environmental awareness among students and staff. Overall, the sector's commitments exemplify responsible resource management and position educational institutions as leaders in environmental stewardship.

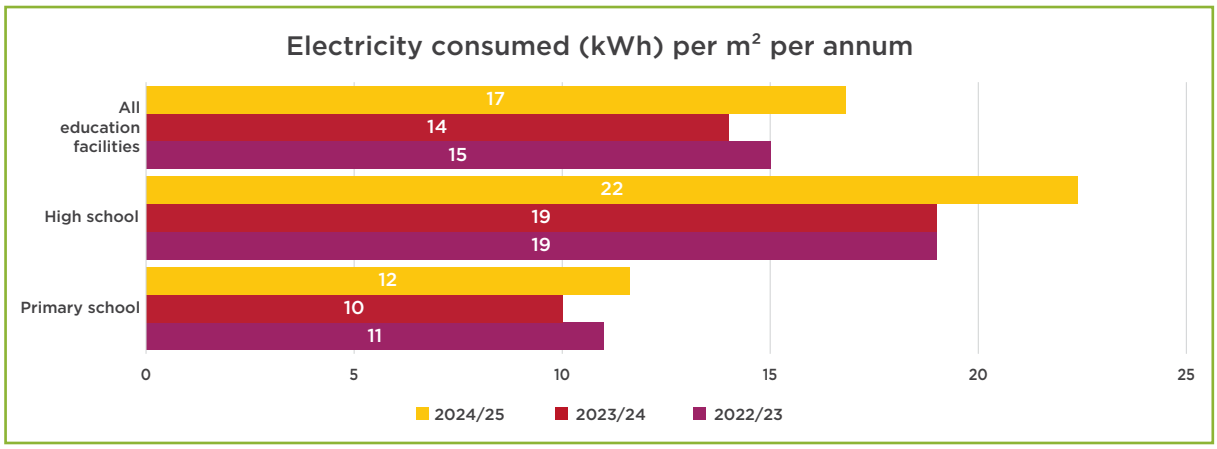
In this edition of the PER, the study sample of educational facilities includes 60 facilities, consisting of 37 primary schools and 23 high schools. These facilities vary in size from 1 180m² to 32 692m² and are distributed across the Western Cape. It's essential to note that the increase in electricity and water consumption may be attributed to the growing number of learners at educational facilities. This trend aligns with the year-on-year population growth in the Western Cape, highlighting the increased demand for resources in response to a larger learner population.

Education facilities' electricity consumption

The overall portfolio of education facilities demonstrated a reduction in energy efficiency during this reporting period, with electricity consumption increasing from 14kWh/m²/pa to 17kWh/m²/pa, reflecting a 21.4% decrease in efficiency.

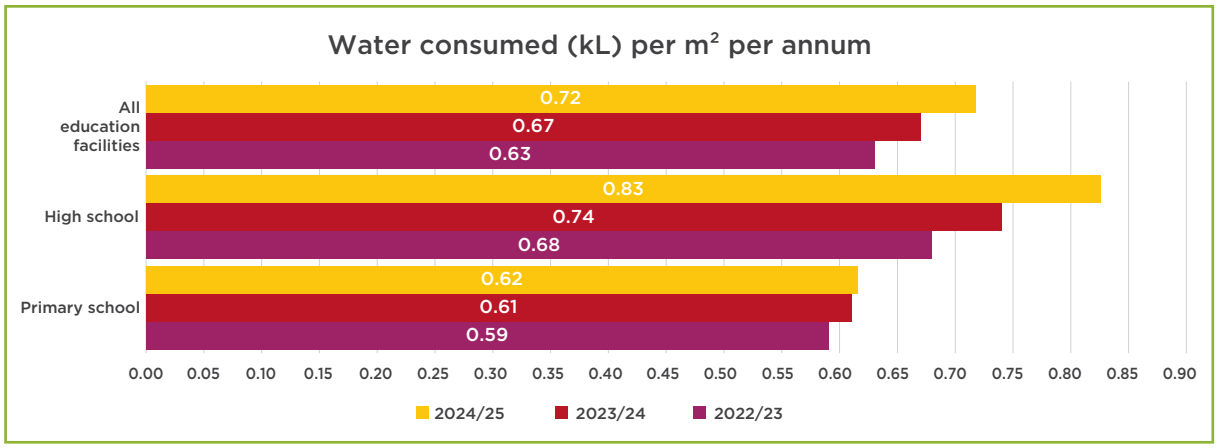
Primary schools demonstrated a decline in energy efficiency, with their consumption increasing from 10kWh/m²/pa to 12kWh/m²/pa. This represents a 20% reduction in efficiency compared to the previous period. Similarly, high schools experienced an increase in energy consumption of 15.8%

from 19kWh/m²/pa to 22kWh/m²/pa during the same reporting period. Although the figures indicate higher energy use, the overall trend underscores a growing awareness and commitment to operational efficiency within the education sector, as the number of learners per school continues to increase.



Education facilities' water consumption

Across all education facilities, water consumption increased. High schools experienced a rise in water usage, with consumption levels increasing to 0.83kL/m²/pa from 0.74kL/m²/pa, reflecting a 12.2% decrease in efficiency. By contrast, primary schools showed only a slight increase of 1.6% in water consumption, rising from 0.61kL/m²/pa in 2023/24 to 0.62kL/m²/pa in 2024/25. Primary schools continue to lead in water efficiency in the education category.

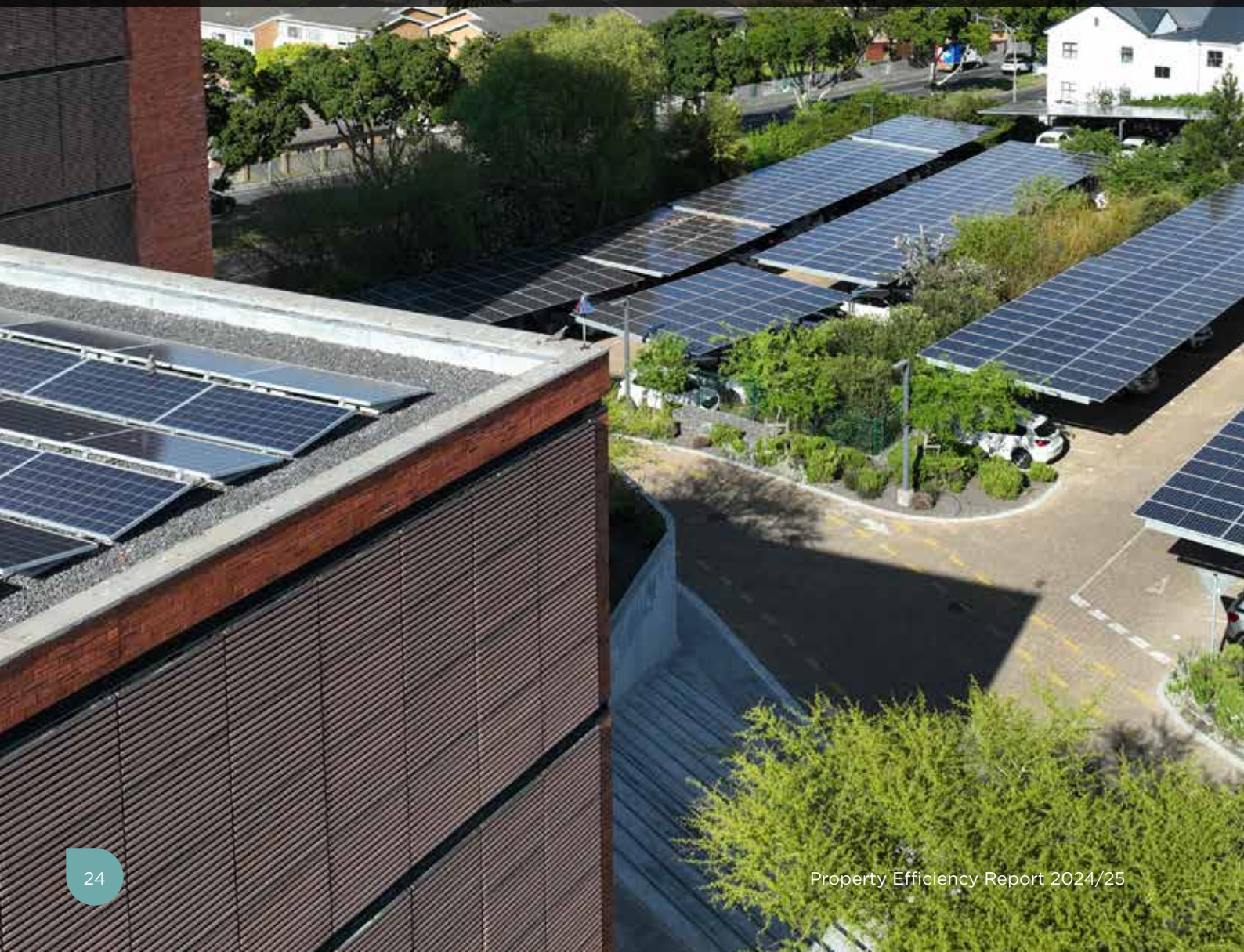


CASE STUDY

Case study: Rooftop solar PV systems - Driving energy efficiency and sustainability

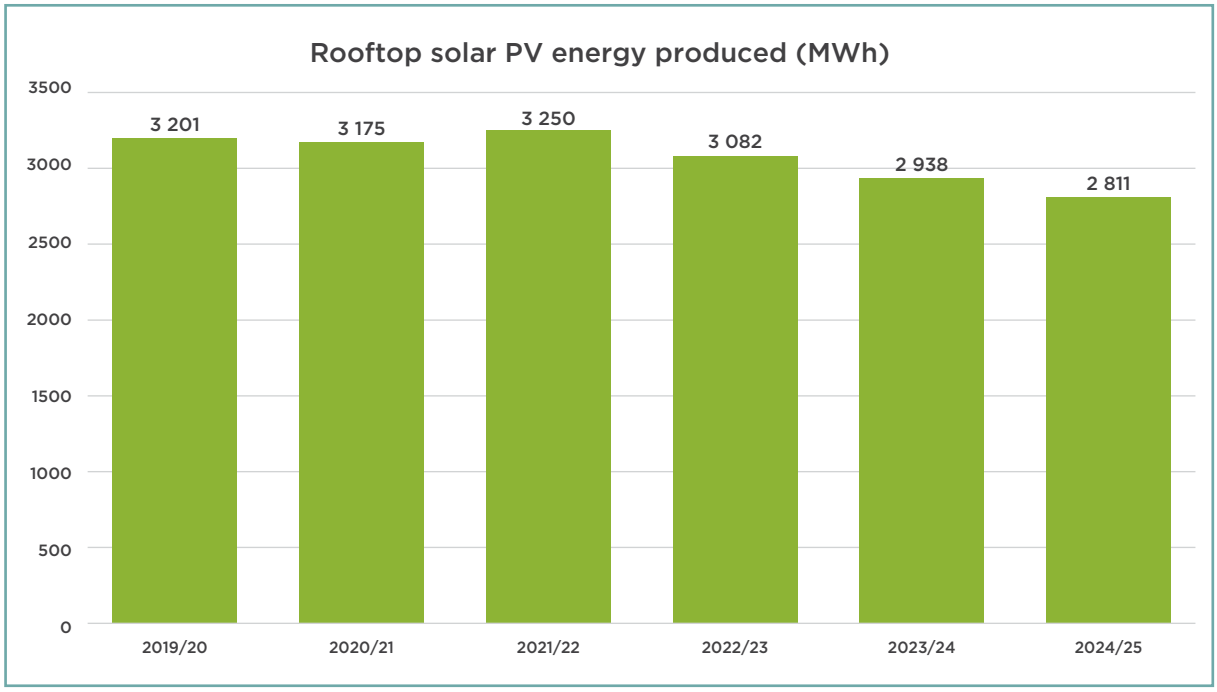
In recent years, rooftop solar photovoltaic systems have emerged as a pivotal driver of sustainable energy development. Recognising the vital importance of renewable energy, the Department of Infrastructure, responsible for managing the WCG's extensive immovable assets, has taken a proactive lead in integrating these systems into public buildings. This initiative aims to reduce dependency on Eskom's electricity supply, thereby alleviating grid pressures and enhancing energy availability for other users. Given South Africa's favourable climate and high solar irradiance, the country is well-positioned to lead in solar renewable energy, and the WCG continues to leverage this advantage through its comprehensive rooftop solar energy programme.

During the 2024/25 financial year, WCG's solar PV systems produced a total of 2 811MWh, exemplifying the tangible contribution of these installations in advancing the province's sustainability commitments. During this reporting period, we included 7 & 15 Wale and backdated their contributions to the 2020/21 fiscal year. As a result, the data for those reporting periods was adjusted. The ongoing expansion of rooftop solar capacity not only supports the shift towards cleaner energy sources, but also contributes to reducing operational costs and carbon emissions across the public sector, reinforcing WCG's position as a leader in sustainable resource management.



Rooftop solar PV - capacity and energy produced (MWh)										
Project/ building	Capacity (kWp)	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	Movement	Change in generation of energy	Grand total
9 Dorp Street	52	9	11	74	73	21	50	↑	29	383
Athlone SSC	109	172	175	170	27	110	150	↑	40	1 160
27 Wale Street	16	23	23	22	23	20	8	↓	-12	167
Alfred Street: Library & Cape Medical Depot	285	440	344	242	443	336	427	↑	91	2 893
Bellville Health Park	75	122	122	120	110	107	98	↓	-8	998
Khayelitsha SSC	21	34	31	30	31	24	11	↓	-13	210
GMT Maitland	72	94	124	105	100	108	114	↑	6	798
Goulburn Centre	22	25	1	36	33	30	34	↑	4	213
Cape Teaching and Learning Institute (CTLI)	425	719	732	733	719	672	701	↑	29	4 727
Kromme Rhee	131	222	221	222	161	251	30	↓	-221	1 292
Gene Louw	54	84	85	79	75	71	59	↓	-12	523
Elsenburg (Admin. Offices)	367	615	611	630	458	498	269	↓	-229	3 457
Dassen Island	15	7	10	9	10	9	5	↓	-3	53
4 Dorp Street	29	37	43	44	13	0	0	↔	0	151
York Park	120	154	108	148	118	122	97	↓	-25	761
Artscape Building	430	444	489	461	532	424	515	↑	91	2 865
Mossel Bay - Summer Heights	40	0	45	65	66	55	120	↑	66	351
7 & 15 Wale Street	126			61	92	81	120	↑	40	354
	2 388	3 201	3 175	3 250	3 082	2 938	2 811	↓	-127	21 354

Since their inception in 2016/17, our systems have seen a significant increase in solar energy generation, nearly a decade later producing 2 811MWh in 2024/25. However, there has been a marginal decrease in capacity and renewable energy output due to specific challenges at 27 Wale Street, Khayelitsha SSC, York Park, Elsenburg (Admin. Offices), and Bellville Health Park. These temporary reductions were necessary to reinforce and repair structures on specific PV installations, following wind damage incidents. The remedial work was carried out over a four-month period across the various sites.

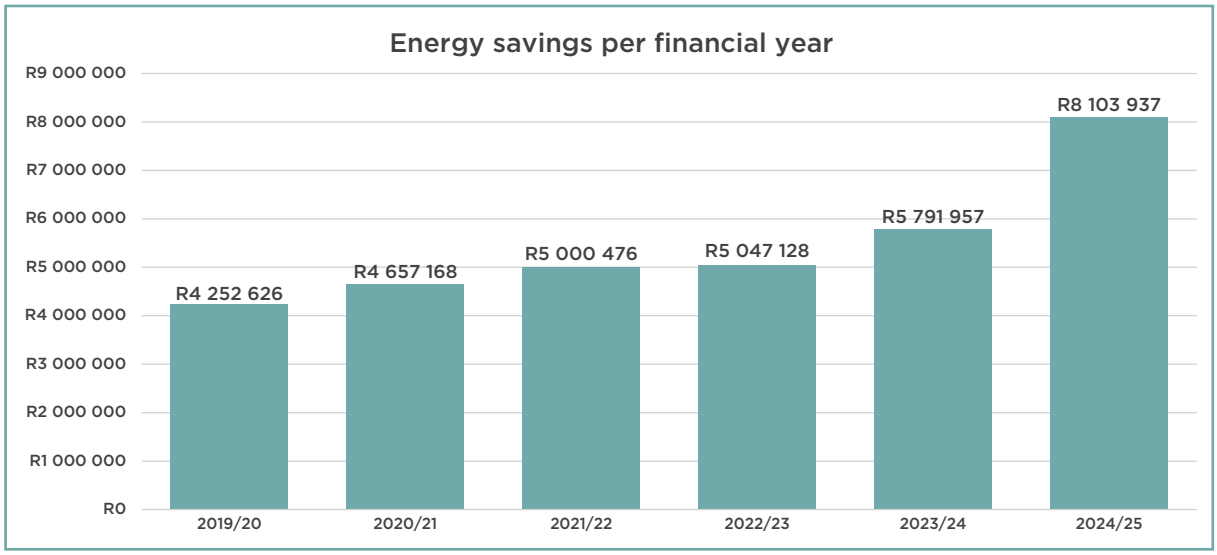


In this case study, 66.7% of the buildings analysed are situated outside the Cape Town CBD, while the remaining 33.3% are located within the CBD. This distribution offers valuable insights into the spatial spread of the assets under review, highlighting the broader geographic footprint of the portfolio and underscoring the importance of tailored sustainability strategies across diverse urban environments.

CASE STUDY

Rooftop solar PV - capacity and cost savings per financial year										
Project/ building	Capacity (kWp)	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	Movement	Change in generation of energy	Grand total
9 Dorp Street	52	R15 265	R19 391	R163 797	R143 637	R57 908	R167 451	↑	R109 544	R791 848
Athlone SSC	109	R250 141	R262 720	R283 088	R19 645	R233 816	R454 952	↑	R221 136	R1 922 409
27 Wale Street	16	R44 528	R45 270	R50 594	R54 016	R56 374	R22 152	↓	-R34 222	R351 626
Alfred Street: Library & Cape Medical Depot	285	R564 626	R512 738	R343 190	R632 926	R541 784	R1 223 304	↑	R681 520	R4 521 504
Bellville Health Park	75	R203 755	R194 131	R232 507	R235 485	R258 964	R296 545	↑	R37 581	R1 789 054
Khayelitsha SSC	21	R64 052	R325 398	R64 156	R60 763	R45 279	R21 697	↓	-R23 582	R652 734
GMT Maitland	72	R159 717	R205 225	R183 005	R223 515	R232 932	R348 608	↑	R115 677	R1 524 499
Goulburn Centre	22	R47 895	R0	R73 364	R68 683	R73 269	R106 627	↑	R33 358	R433 725
Cape Teaching and Learning Institute (CTLI)	425	R939 481	R999 435	R1 094 799	R1 146 287	R1 264 740	R2 045 946	↑	R781 206	R7 900 329
Kromme Rhee	131	R255 145	R258 823	R264 650	R211 412	R478 494	R57 897	↓	-R420 597	R1 687 302
Gene Louw	54	R104 282	R108 523	R108 915	R122 469	R121 911	R152 475	↑	R30 564	R786 705
Elsenburg (Admin. Offices)	367	R707 743	R716 569	R874 240	R644 728	R942 594	R661 344	↓	-R281 250	R4 901 507
Dassen Island	15	R72 221	R103 196	R105 750	R108 900	R128 796	R51 229	↓	-R77 567	R597 542
4 Dorp Street	29	R63 775	R77 955	R87 983	R18 447	R0	R0	↔	R0	R270 876
York Park	120	R201 500	R143 620	R197 886	R187 395	R191 920	R240 234	↑	R48 314	R1 191 885
Artscape Building	430	R558 500	R629 496	R655 161	R801 222	R699 379	R1 510 330	↑	R810 951	R4 854 087
Mossel Bay - Summer Heights	40	R0	R54 679	R87 353	R94 478	R80 492	R172 239	↑	R91 747	R489 241
7 & 15 Wale Street	126	-	-	R130 038	R273 119	R383 305	R570 905	↑	R1 336 111	R3 156 404
	2 222	R4 252 626	R4 657 169	R5 000 476	R5 047 128	R5 791 957	R8 103 937	↑	R2 311 980	R36 024 241

The cost savings realised through these systems have increased markedly over the years since their inception in 2016/17 to an impressive R8 103 937 in 2024/25. Over this period, total accumulated savings amount to R36 024 241. Notably, despite facing challenges such as storm damage and essential roof maintenance, there was a significant 39.9% surge in cost savings during 2024/25, underscoring the resilience and ongoing effectiveness of these sustainability initiatives in delivering financial benefits even amid adverse conditions. Although the actual production per kWh might have decreased due to external or technical factors, overall cost savings increased through technology improvements, better system management, policy incentives, and favourable economic conditions.



Chapter 2
Space utilisation

The Western Cape Government remains committed to optimising property space utilisation as a means of generating cost savings, improving the quality of the office environment, and enhancing overall productivity within the provincial administration. A key performance indicator in this endeavour is employment density, measured as the average floor area allocated per full-time employee.

Evolving workplace dynamics and strategic response

Over the past three years, the work environment has significantly evolved, driven by the rise of post-pandemic remote working. Organisations have transitioned from reactive remote arrangements to strategic approaches, re-evaluating the balance between in-office and remote work. As technology transforms workplaces, leaders in both the private and public sectors are rethinking real estate strategies, moving beyond traditional metrics to nuanced evaluations that consider industry-specific needs.

During the reporting period, the WCG has demonstrated resilience in managing space efficiency amidst evolving workplace dynamics. The Department of Infrastructure strives to adhere to space norms and standards, aiming for an average of 15m^2 per employee. Effective management of the provincial government's extensive property portfolio is crucial to prevent deterioration and potential negative impacts on the economy, service delivery, and safety. The policy makes it clear that any work-at-home arrangement will at all times be subject to service delivery and operational requirements.

Master Office Accommodation Plan: Objectives and future role

In instances where standards are not met, the DOI will, in the near future, address these issues through the Master Office Accommodation Plan (MOAP), which is currently being developed. Once finalised, the MOAP will serve as a strategic framework outlining both long- and short-term strategies. Aligned with WCG's Policy on work from home and/or remotely, the MOAP is intended to:

- Meet office accommodation needs efficiently;
- Reduce reliance on leased properties;
- Enhance government functions within owned spaces;
- Minimise total occupancy costs; and
- Ensure spaces meet operational requirements.

The MOAP will support efficient space utilisation, particularly regarding workstations, to promote health and safety, as well as employee morale. Achieving these objectives require strong collaboration between the custodians and user departments. The Chief Directorate: Immovable Asset Management (IAM) Work from Home (WFH) Management Guide illustrates the principles and approach underpinning WFH strategies.

Once implemented, the MOAP will ensure alignment with the WCG's broader strategic objectives, as highlighted in the Western Cape Government Department of Infrastructure Policy on Work from Home and/or Remotely. This policy encourages flexible work arrangements, provided operational requirements are maintained, and prioritises the Chief Directorate: IAM's service delivery and operational needs.

Efficiency measures are being overseen by Directorates, and multiple directorates have approved WFH arrangements. The MOAP will therefore, serve as a critical tool for the WCG to strategically manage its property assets, aligning them with evolving workplace trends and ensuring efficient resource allocation.

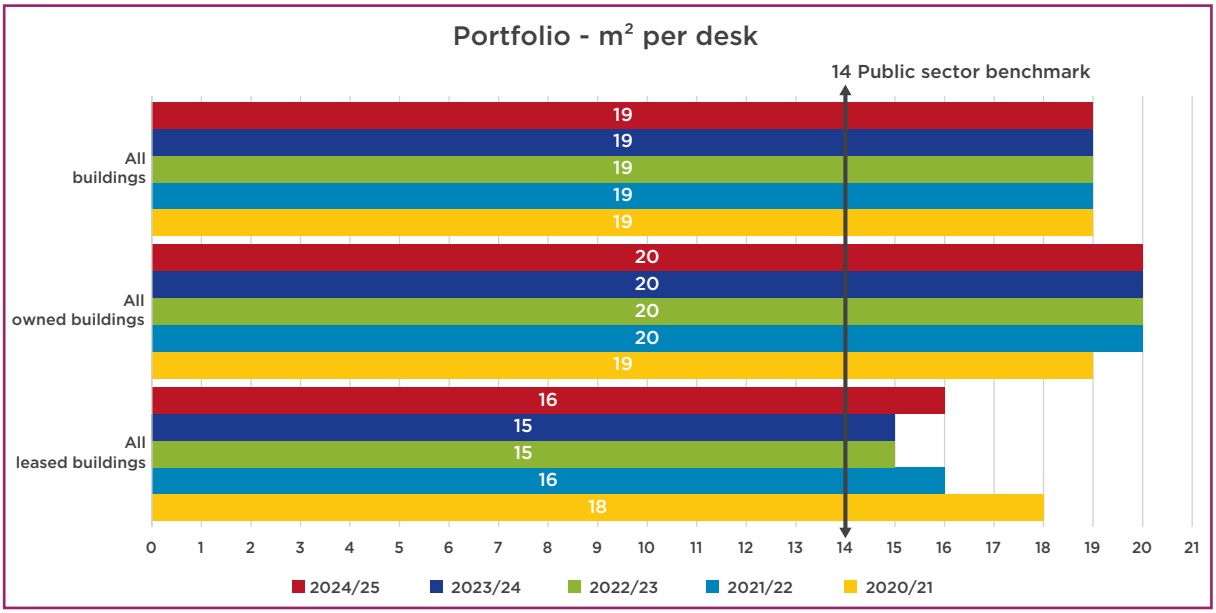
Achieving optimal space utilisation and fully integrating all relevant factors into a comprehensive strategy will require a sustained and considered approach, as sustainable improvements of this nature cannot be achieved through quick fixes. In the short term, space utilisation metrics may fluctuate, and may initially decline before ultimately moving towards the desired optimal outcomes.

A typical WCG commercial building can accommodate a variety of departments, each with specific space requirements. The inclusion of specialised spaces such as interview rooms, youth rooms, lactation rooms, registration rooms, and play therapy rooms within a Department of Social Development in a WCG commercial building will likely **decrease the FTE/m² ratio** for that building compared to a standard office building. The reasons for this include:

- **Dedicated space for non-desk activities:** These specialised rooms are not primarily designed for employees to sit at desks and perform typical office work. They require dedicated square metres for specific activities and equipment.
- **Lower density occupancy:** Rooms like play therapy rooms and youth rooms are designed to accommodate the public or visitors, rather than employees working at desks. This lowers the overall employee density in those spaces.
- **Waiting and reception areas:** The registration room and interview rooms require waiting or reception areas for the public, which also consume space without directly contributing to FTE.
- **Accessibility and comfort:** Lactation rooms, in particular, require a certain level of privacy, accessibility, and comfort, taking up more square metres per person than a standard desk area.
- **Interview rooms** are designed to accommodate multiple parties and privacy, lowering the overall desk ratio per square metre.

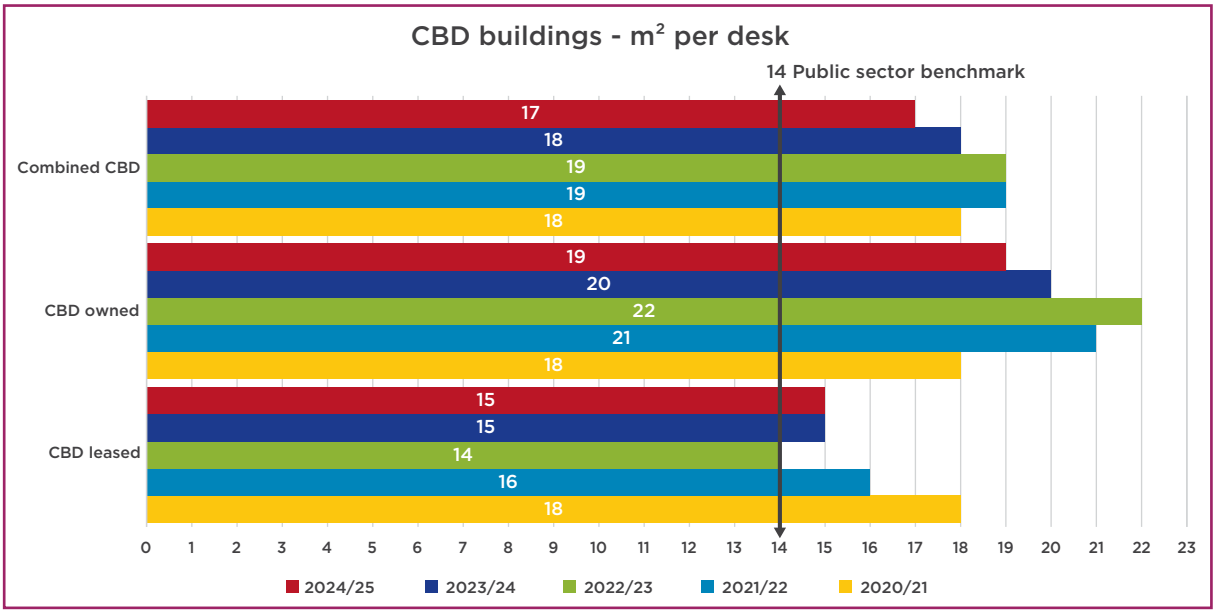
In this edition, the DOI dedicated significant effort to conducting space utilisation inspection reports. Moving forward, the Department will continue to assess space allocation for each department, evaluate the purposes for which the space is utilised, and make appropriate adjustments to space utilisation models.

Square metre per desk



The average desk space within the WCG portfolio has remained stable at 19m² per desk, indicating a consistent space allocation strategy that, while apparently stable, may not immediately reflect the impact of ongoing modernisation projects throughout the portfolio. A comparative analysis of public sector space utilisation norms in the United States, drawing from standards set by iOffice, Zippia, JLL, UNSpot, and National Business Furniture, indicates that the average space allocation is 14m²/desk. This data shows that the WCG portfolio allocates more space per desk than this benchmark.

CBD buildings

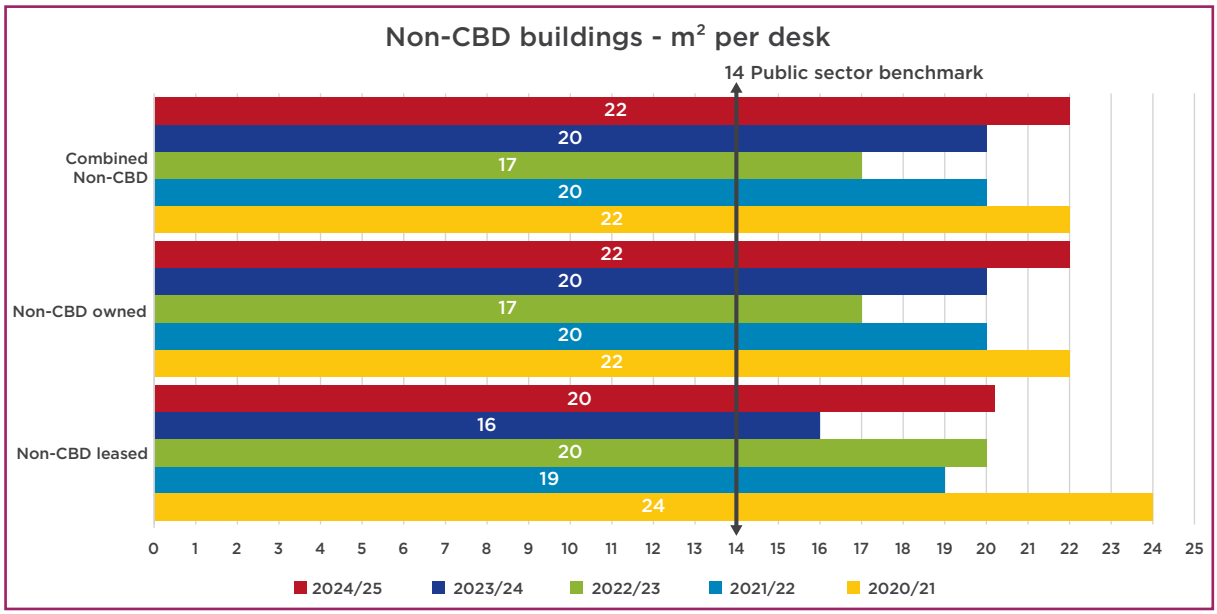


Analysis of the WCG office portfolio reveals significant variations in space efficiency across different building types and locations. Leased buildings within the Central Business District exhibit the highest space efficiency, maintaining an average of 15m²/desk over the past two years. These leased CBD buildings outperform their CBD-owned counterparts, which average 19m²/desk, representing a 21% efficiency advantage.

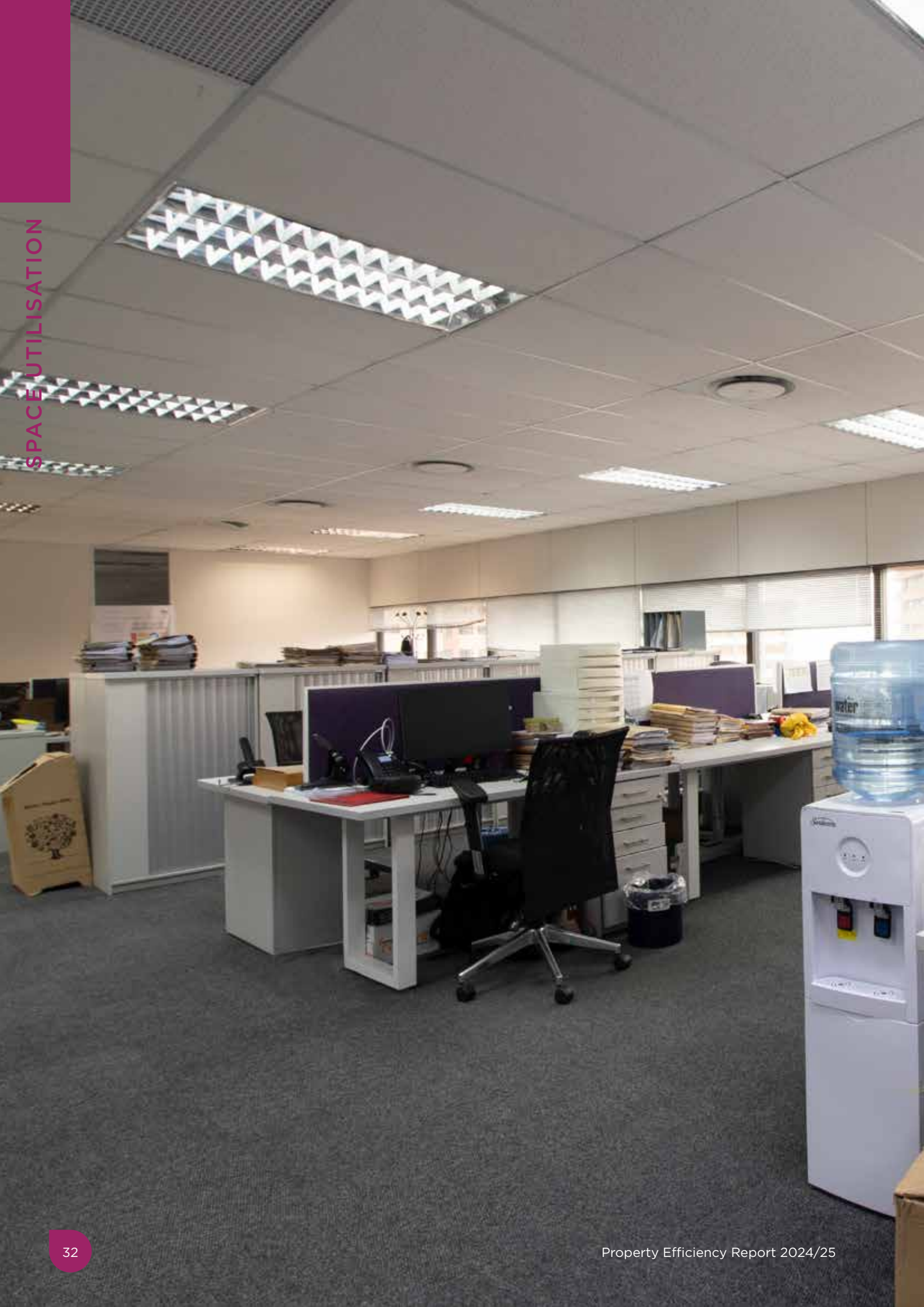
This enhanced performance is mainly attributable to specific properties such as 1 North Wharf Square and 11 Leeuwen Street, which recorded impressive efficiencies of 13m²/desk for the 2024/25 period.

CBD-owned buildings have experienced an increase in efficiency, with their average space per desk decreasing from 20m² to 19m², indicating a 5% improvement.

Non-CBD buildings



Our analysis of non-CBD owned buildings reported an average space utilisation of 22m²/desk, while leased properties also increased to 20m²/desk. Non-CBD owned properties experienced a change in efficiency, with space utilisation increasing from 20m²/desk to 22m²/desk, representing a 10% change. This indicates some efficiency challenges within the portfolio, but these are currently being actively addressed through various space utilisation projects at multiple buildings, including the WCED Central Office, Khayelitsha SSC, and York Park.

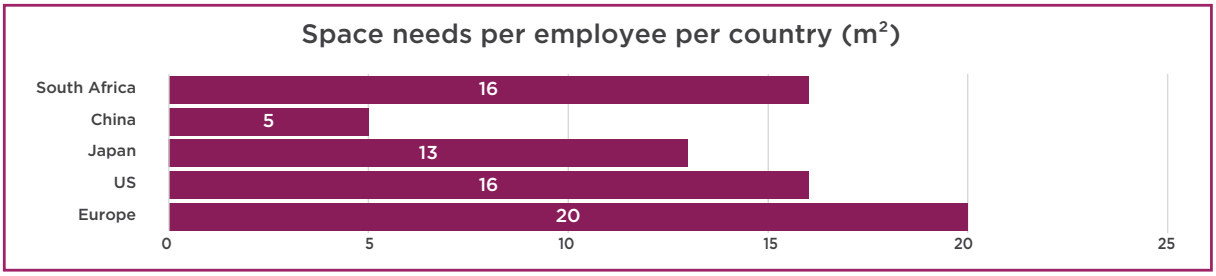

water

Square metre per full-time equivalent

An examination of global office space norms reveals a diverse range of requirements per full-time equivalent employee. While a common benchmark indicates approximately 14m²/FTE, regional variations remain significant. Data across recent years suggests that European countries typically allocate the most space, averaging 20m²/FTE, while Chinese organisations operate with considerably less, averaging 5m²/FTE. The United States and South Africa generally maintain a standard of 16m²/FTE. Understanding these evolving global benchmarks is crucial for assessing the efficiency and competitiveness of office space utilisation within different regions and sectors.

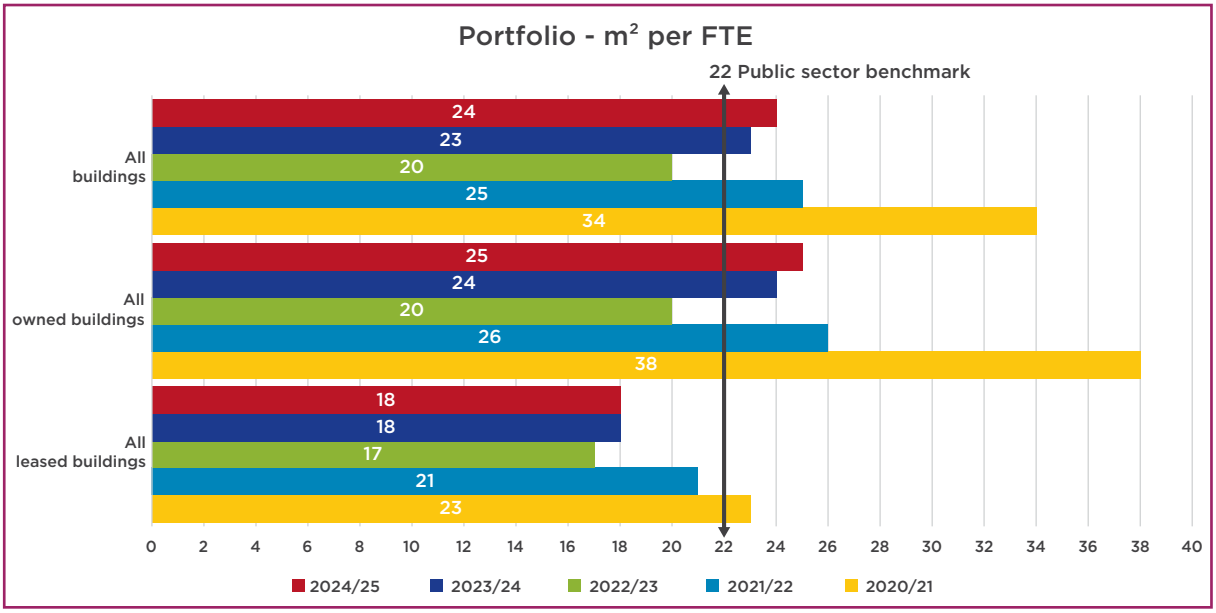
m² per FTE	Low	High	Average
High-density	7	14	11
Average density	14	23	19
Low-density	23	46	35

United States: office space per employee per sector (m²)	
Categories	Mean
Technology	14
Real Estate	17
Communication	24
IT	25
Insurance	26
Build environment	26
Financial	23
Federal Government	29
Legal	38
Law enforcement	22
Social services	22
Biotech and science	38



Office space needs per employee exhibit significant variability driven by factors such as geographical location, building density, building age, and cost considerations. Data from various global sources, including iOffice, Zippia, JLL, UNSpot, and National Business Furniture highlights diverse space requirements across various sectors in the United States. Federal government agencies and the legal sector typically exhibit the largest needs, with estimated requirements ranging from 29m²/FTE to 38m²/FTE. This sectoral perspective underscores the importance of tailoring space allocation strategies to the specific operational requirements and functions of different organisations.

The WCG operates within a moderate to high-density occupancy framework, evidenced by a stable benchmarking metric of 22m²/FTE. This spatial requirement aligns with observations from comparable sectors, such as law enforcement and social services, in the United States.

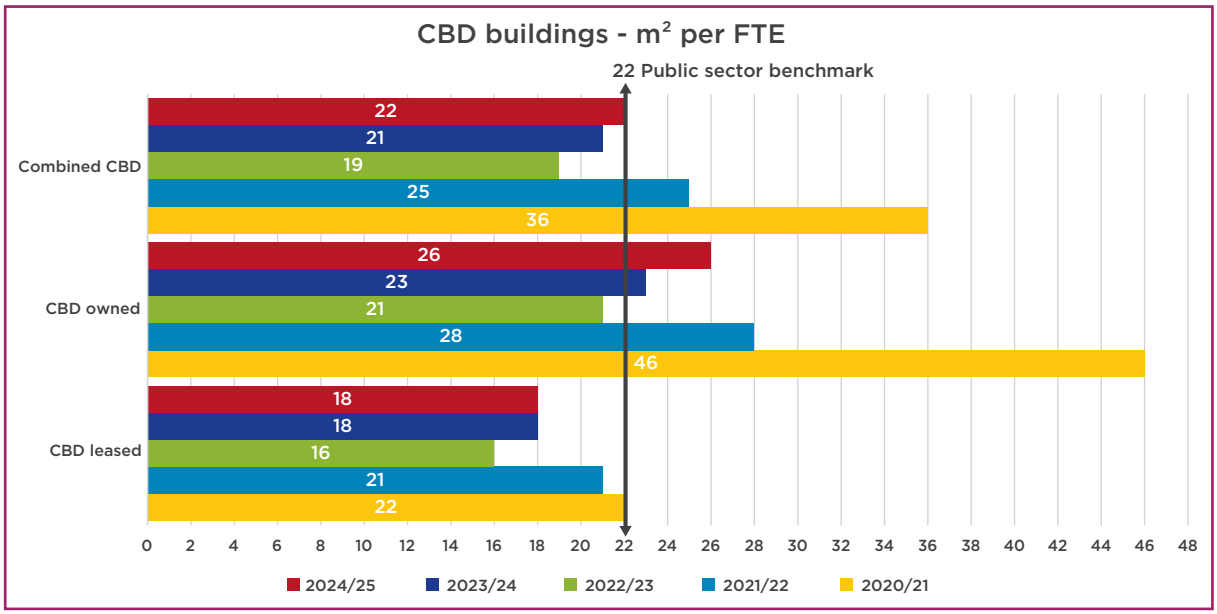


During the period under review, the portfolio experienced a decrease in employee density, with space utilisation increasing from 23m²/FTE in 2023/24 to 24m²/FTE in 2024/25, representing a 4.3% decrease in efficiency. Leased properties demonstrated the strongest performance, remaining stable

at 18m²/FTE in the previous reporting period. Owned buildings exhibited a reduction in efficiency, with space utilisation expanding from 24m²/FTE to 25m²/FTE, a 4.2% decline. As mentioned before, there is a variety of space utilisation projects currently in progress, and the affected staff had to be relocated while the projects are being completed.

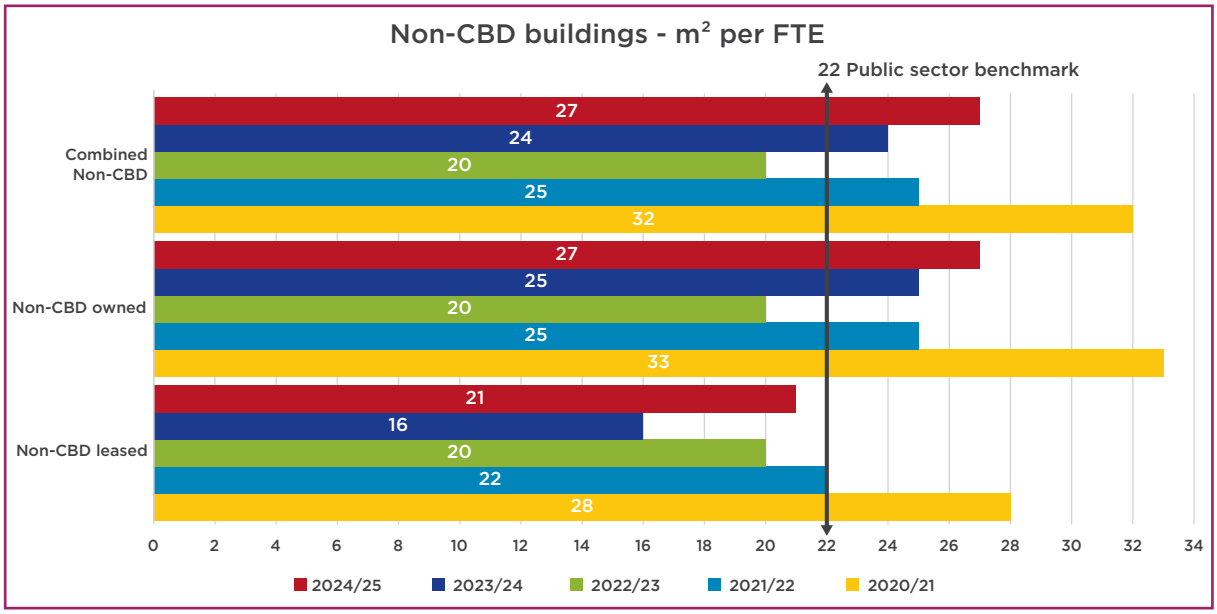
CBD buildings

Over the reporting period, employee density decreased across the CBD portfolio. Overall, CBD buildings exhibited a decrease in efficiency of approximately 4.8%, with space utilisation increasing from 21m²/FTE to 22m²/FTE. CBD leased properties maintained a stable performance, with space utilisation remaining at 18m²/FTE.



CBD-owned properties also demonstrated a decline in efficiency, with employee density increasing by 13% from 23m²/FTE in 2023/24 to 26m²/FTE in 2024/25.

Non-CBD buildings



Non-CBD space allocation per person increased to 27m²/FTE from 24m²/FTE, a 12.5% increase. Non-CBD owned properties demonstrated a similar performance, with their space utilisation increasing from 25m²/FTE to 27m²/FTE. Non-CBD leased buildings exhibited the most efficient use of space, with utilisation at 21m²/FTE throughout the reporting period. As mentioned before, some of the offices are home to various departments that provide a range of services to citizens in the surrounding towns. Each of these departments has unique space requirements and areas for interaction with the public, which can also influence the m²/FTE rating.

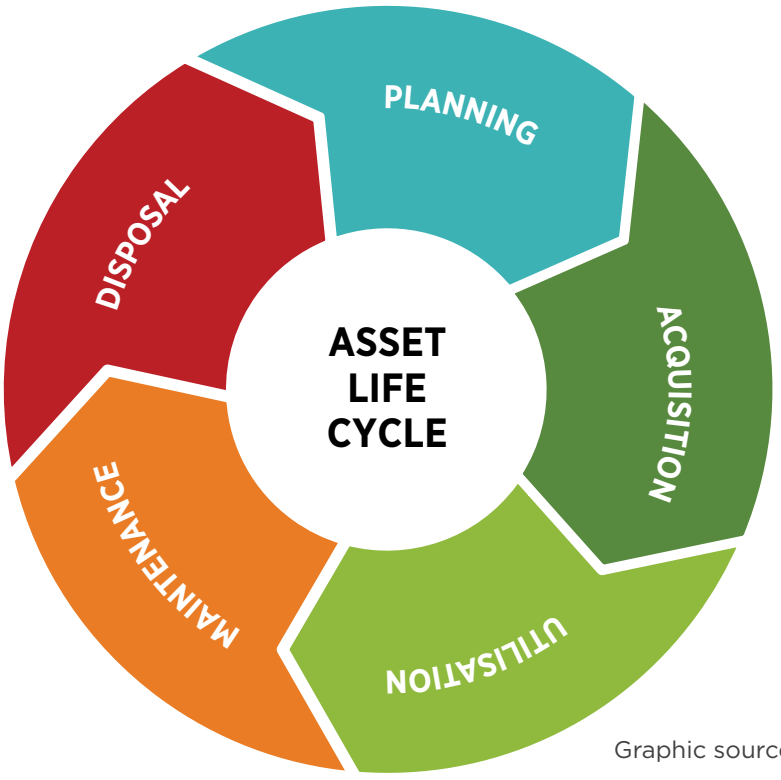
Case study: Institutionalising Infrastructure Asset Management good practice in the department

Custodianship of the Western Cape Government property portfolio

The Western Cape Government Department of Infrastructure is the designated custodian of the WCG's property portfolio consisting of land and buildings. In its capacity as custodian, DOI is responsible for developing, implementing and maintaining the institutional strategy and systems for infrastructure asset management and development in the province. The WCG property portfolio is comprised of approximately 2 500 facilities, which serve the public service delivery mandate of 13 user provincial departments, two public entities and one legislative authority.

Initiating asset management practices improvement (2019)

In 2019, the DOI embarked on an asset management (AM) practices improvement initiative with the objective of developing internal capacity and practice maturity levels in line with international best practice. The measurement of the performance of the provincial asset portfolio as reflected in its asset management plans is a key outcome of technical and technological innovation and improvements in the field of immovable asset management, which DOI leads and drives in its role as custodian. The measurement of the performance of facilities (with respect to condition, functionality, accessibility, etc.) and the plan to improve this performance in line with performance standards is a fundamental prerequisite for enabling efficiency with respect to energy, water consumption and space utilisation.



Graphic source: IDMS / IDM Toolkit.

Asset Management Assessment and Updated Improvement Plan (2024)

Key improvement initiatives

1. The finalisation of elements of the AM Framework.
2. The standardisation of facility condition assessments (FCAs) across the Infrastructure components.
3. The continued efforts to improve facility data and managing the Immovable Asset Register (IAR) as a "single source of truth" in the form of digitised information, made accessible within the Department.
4. The development and documentation of effective processes and procedures based on sound AM principles.
5. The implementation of integrated information systems on the eMerge platform, for all DOI entities based on sound enterprise architecture principles and leveraging new digital technologies and approaches.
6. The Custodian Asset Management Plan (C-AMP) improvement programme (C-AMP is a Government Immovable Asset Management Act requirement).

Another AM Practices Assessment exercise was carried out in November 2024 within the DOI's Chief Directorate: Immovable Asset Management, and the improvement plan was fine-tuned to address challenges in the updated context.

> *In 2024 the Chief Directorate: Immovable Asset Management adopted the 'asset lifecycle' diagram as a strategic symbol, referred to as our "North Star", to further institutionalise infrastructure asset management good practice in the department, says Brett Blackburn.*

Underpinning these initiatives is the imperative to build AM capacity and skills within the Department so that new business processes and AM-related systems have internal ownership and can be deployed sustainably. In addition, a parallel change management process has been initiated to further institutionalise infrastructure asset management good practice within IAM and the broader DOI.

The annual Southern African Asset Management Association (SAAMA) awards recognise achievements and contributions in Infrastructure Asset Management with South Africa. In alignment with DOI's commitment to improve AM practices, the DOI's Gamza Meyer, was awarded the prestigious Asset Management Individual Achievement Award at the Southern African Asset Management Association (SAAMA) awards held in KwaZulu-Natal on 11 and 12 June 2025.

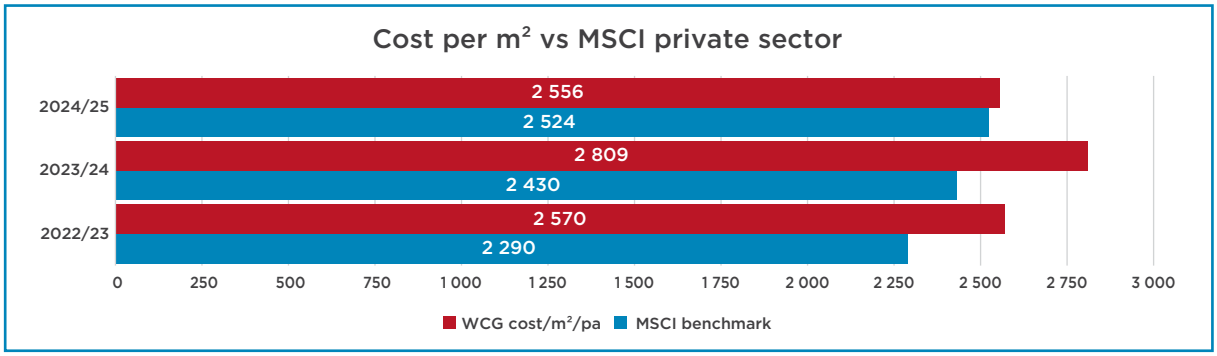
Chapter 3

Performance measurement cost

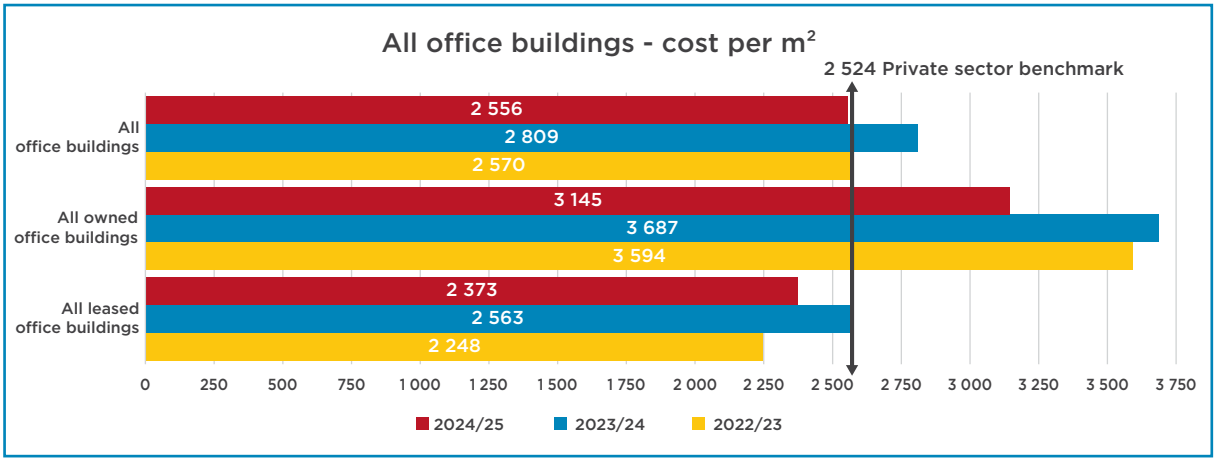
In this chapter, the critical importance of tracking property performance is emphasised through the analysis of the relationship between building operation costs and capital expenditure. Accurate measurement of these costs is essential for informing strategic decision-making, optimising operational efficiency, and balancing the performance of assets with ongoing maintenance requirements. Significant methodological changes have been implemented this year to provide a more transparent and insightful view of property costs. Notably, capital expenditure has been separated from operational costs and listed as a distinct category, facilitating more precise benchmarking and cost management. The exclusion of capex from performance measurement allows for a more accurate analysis of ongoing operating costs and their impact on building performance.

Furthermore, a new benchmarking dataset covering the past three years has been introduced, generously provided by MSCI. This updated dataset enables recalibration of the analysed figures, which now differ from those previously published. The recalculations reflect these methodological revisions, ensuring consistency and comparability with the new benchmarks. Maintaining an optimal balance between building performance and maintenance remains vital for sustainable property management. Consequently, this chapter highlights the importance of continuous performance monitoring and the need to adapt strategies in response to evolving cost data and industry benchmarks.

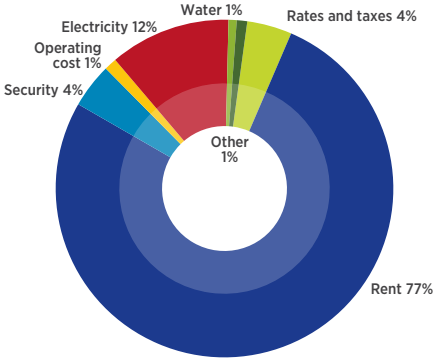
The Western Cape Government recognises the vital importance of sustained investment in its property portfolio. The cost of occupying office space within the WCG's study portfolio has decreased by 9%, from R2 809/m² in the 2023/24 financial year to R2 556/m² in 2024/25. This reduction is predominantly due to a decline in scheduled maintenance, cleaning, and operating costs, while excluding soft services and municipal charges. Despite this improvement, these costs still exceed the private sector benchmark of R2 524 by 1.3%, which is expected, given that older buildings tend to be more costly to maintain. This highlights the continuing need for strategic cost management and prudent investment to ensure optimal building performance and sustainable asset management.



All office buildings

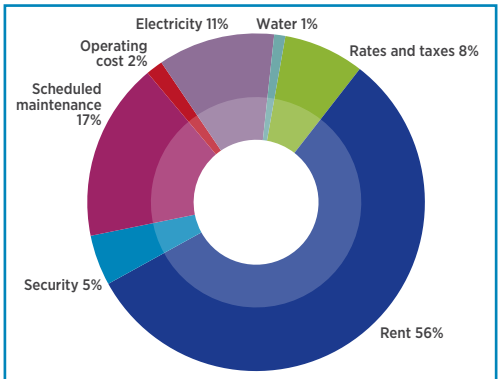


The cost per square metre for owned office buildings decreased from R3 687/m² in 2023/24 to R3 145/m² in 2024/25. All owned WCG buildings are the most expensive segment of the portfolio. In contrast, leased buildings experienced a cost decline from R2 563/m² in 2023/24 to R2 373/m² in 2024/25, reflecting a saving of approximately 7.4%.



Occupancy cost breakdown
All leased office buildings

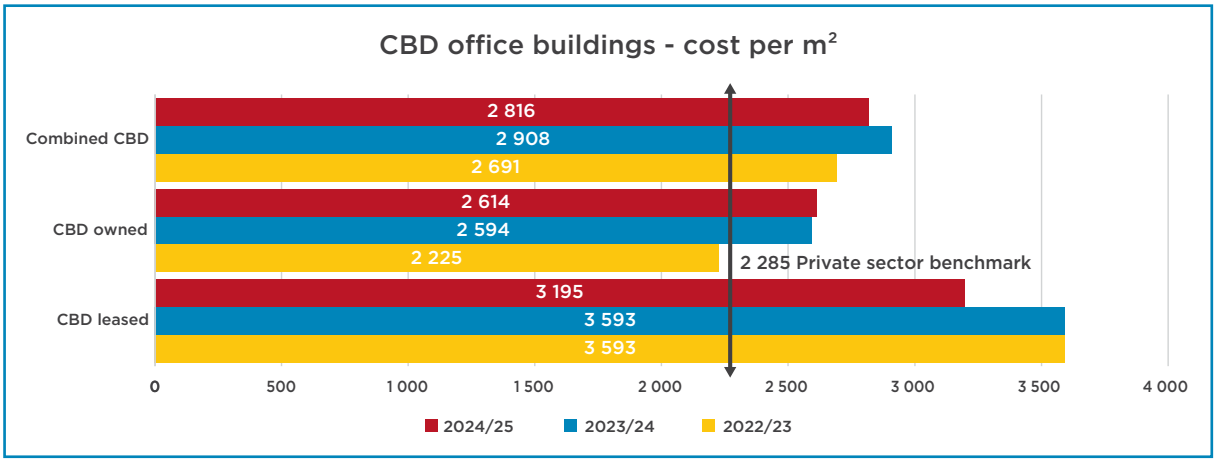
Rental costs for leased buildings comprise 81% of total occupancy expenses, with a breakdown of 77% dedicated to rent and an additional 4% allocated to rates, taxes, and City Improvement District levies. Security and operating costs account for 5%, while electricity accounts for 12%. Water and other expenses account for 2%. This allocation highlights the substantial portion of expenses allocated to rent and operational necessities.



Occupancy cost breakdown
All owned office buildings

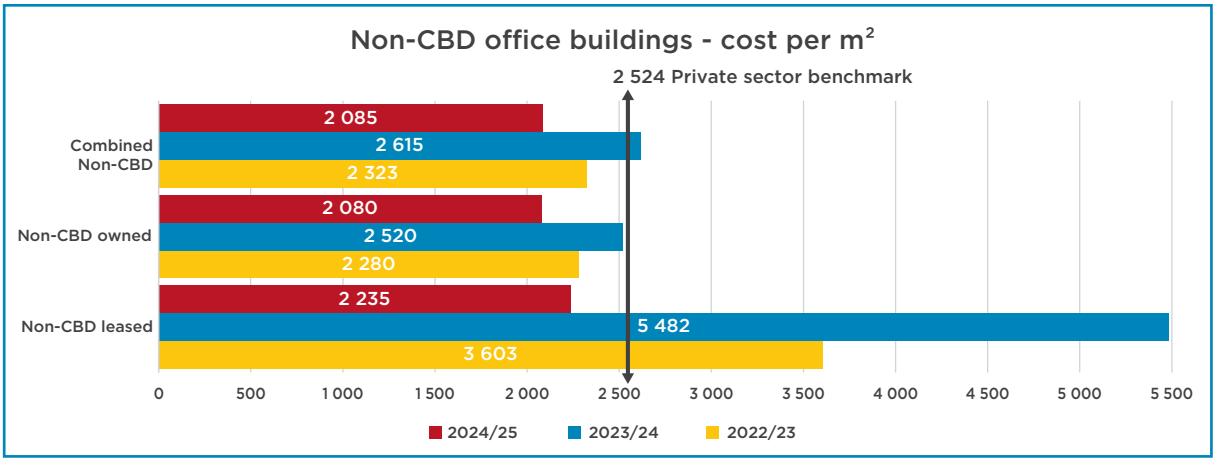
To determine the annualised costs for owned buildings, the WCG employed a methodology akin to that used for leased properties. This approach involved estimating a market rental rate, thereby enabling a direct comparison with leased spaces and the private sector benchmark. Annual operating costs include rates and taxes, support services, repair and maintenance, and management fees.

CBD office buildings



Operating costs across all CBD properties experienced a decline from R2 908/m² in 2023/24 to R2 816/m² in 2024/25, representing a decrease of 3.2%. For CBD owned properties, costs grew modestly by 0.8%, from R2 594/m² to R2 614/m² over the period. Meanwhile, expenses for CBD leased properties saw a decrease of 11.1%, rising from R3 593/m² to R3 195/m².

Non-CBD buildings



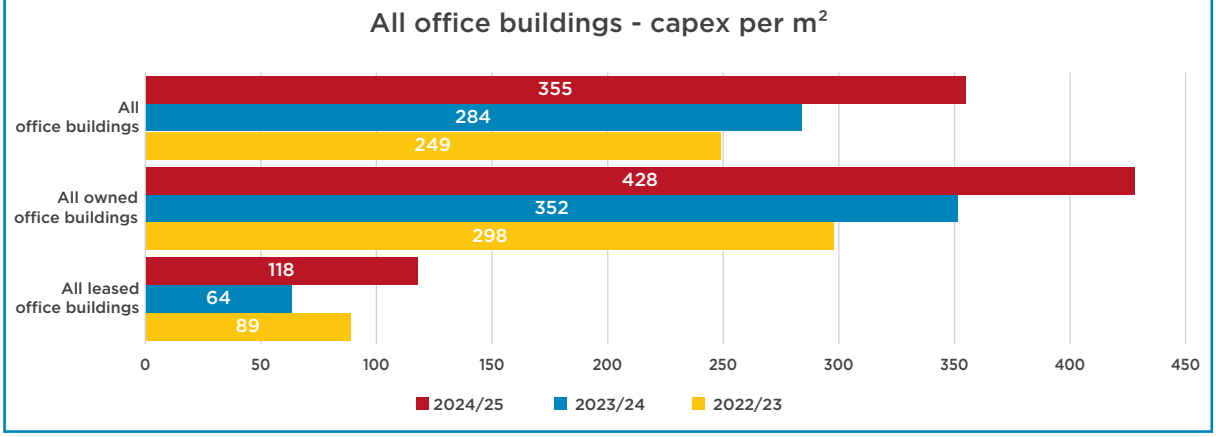
The non-CBD combined properties portfolio experienced a decline in operating costs, decreasing from R2 615/m² in 2023/24 to R2 085/m² in 2024/25. Costs for non-CBD owned properties fell by 17.5%, from R2 520/m² to R2 080/m² during this period. Additionally, expenses for non-CBD leased premises saw a significant reduction, dropping from R5 482/m² to R2 235/m². This decrease was mainly attributed to the absence of extraordinary expenses related to maintenance or refurbishment activities.

Capex

Modernisation significantly influences capex in property portfolios, reflecting a drive to enhance asset value, operational efficiency, and sustainability. While initial investments can be substantial, returns are often realised through reduced operating costs and improved tenant satisfaction. Modernisation projects range from upgrading building systems and integrating smart technologies to enhancing aesthetics and accessibility. One of the primary drivers of modernisation-related capex is the need to comply with evolving regulatory standards and sustainability mandates. The WCG's work-from-home policy introduces additional considerations for capex decisions. Modernisation strategies must now account for potential shifts in office space utilisation and the need to support hybrid work models. For example, implementing hot-desking arrangements may necessitate investments in flexible furniture solutions and enhanced technology infrastructure. This could involve investments in collaborative technology, improved meeting spaces, and enhanced amenities.

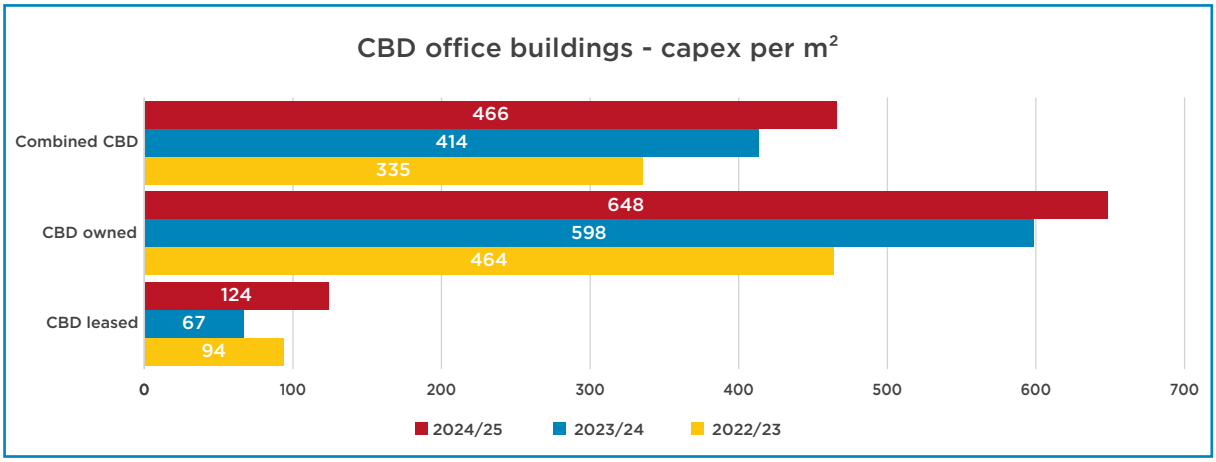
Effective management of modernisation-related capex requires a comprehensive approach that considers both immediate costs and long-term benefits. This includes conducting thorough building assessments, prioritising projects based on strategic objectives, leveraging economies of scale, and implementing robust project management processes. The Department will continue to review and refine the draft Master Office Accommodation Plan as part of its Immovable Asset Management role, responding to evolving office space requirements and ongoing shift toward hybrid working models across several user departments. Once finalised, the MOAP will serve as a strategic tool to support a proactive approach to modernisation, enabling the WCG to optimise capex investments, enhance asset value, align with policies such as the WCG's WFH framework, and position its portfolios for sustained success.

All office buildings



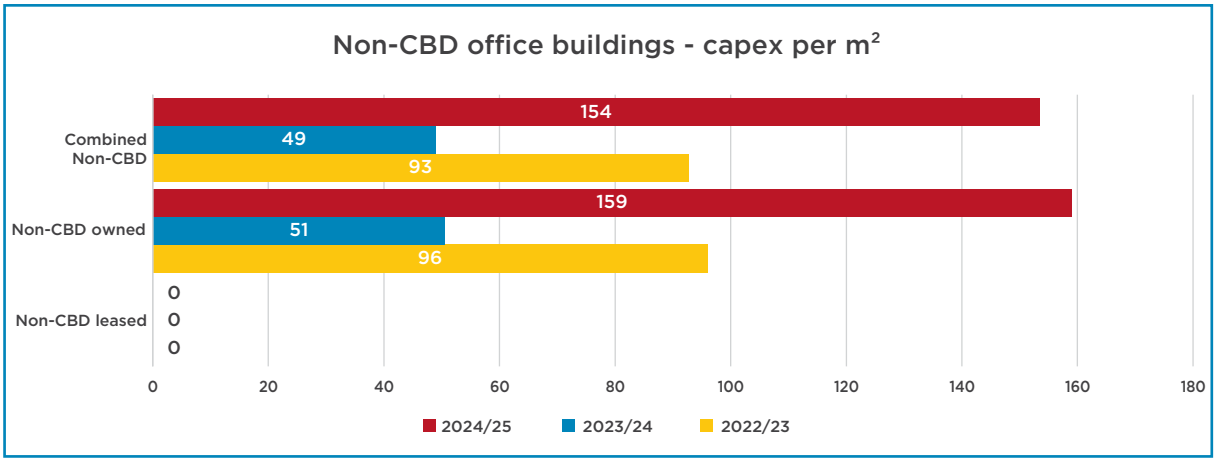
The majority of the capex is due to various modernisation projects in the portfolio. All office buildings saw a 25% increase in capital expenditure from R284/m² to R355/m². The increase in leased buildings was mainly due to the modernisation of the ninth floor at The Box building.

CBD office buildings



CBD buildings capex per square metre increased from R414/m² to R466/m². CBD owned buildings had an increase of 8.4% from R598/m² to R648/m². This is mainly due to various modernisation projects at 27 Wale Street, 4 Dorp Street, 7 & 15 Wale Street, 9 Dorp Street and 25 Alfred Street.

Non-CBD office buildings



The capex for non-CBD owned increased from R51/m² to R159/m² due to the modernisation project at the Western Cape Education Department (WCED) Central Office. Non-CBD buildings did not incur any capex.

Case study: Digital twins: Driving innovation in asset management

The Western Cape Government Department of Infrastructure is committed to efficient and sustainable management of its extensive portfolio of buildings and infrastructural assets. Recognising the transformative potential of building information modelling (BIM) and 3D virtual representations, or digital twins, the DOI launched its Digital Twins Initiative in the form of a pilot project. This case study examines the strategy, implementation plan, and anticipated benefits of this innovative pilot project initiative.

Aligning with strategic priorities

The Digital Twins Initiative is managed by the Chief Directorates of Health, General, and Education Infrastructure, and is strategically aligned with the Infrastructure Policies, Strategies, and Systems: Health & Education (IPSS) Operational Plan for 2025/26. This plan prioritises innovation and technology as a key results area. The initiative is further integrated with the Chief Directorate Immovable Asset Management's aims and objectives, as outlined in the Custodian Asset Management Plan and the Property Efficiency Report 2024/25.

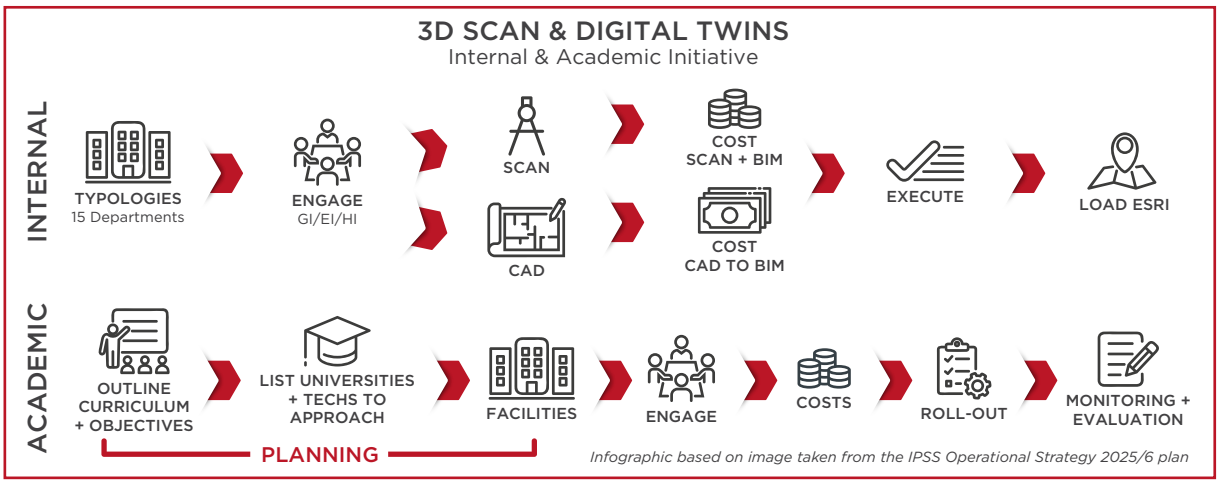
The Digital Twins Initiative: A multi-faceted approach

The core objective of the initiative is to create digital twins of selected existing buildings and infrastructural assets owned by the WCG. This will be accomplished through a programme of 3D scanning and digital twin creation alongside full BIM implementation. The programme aims to achieve the goal of creating a digitised building asset set for selected properties in the WCG portfolio.

The BIM and Digital Twin Implementation Strategy is designed to digitise the WCG's building assets and shares the IAM's principles of continuous innovation and planned automation of User Asset Management Plan (U-AMP) and C-AMP data flows. The creation of digital twins will enable the integration of infrastructural project delivery with immovable asset management.

A breakdown of the key elements includes:

- **3D scanning and data capture:** Utilising advanced 3D scanning techniques, including light detection and ranging (LIDAR) scanning, to capture accurate geometric data of existing buildings and assets.
- **BIM implementation:** Converting point cloud data into detailed 3D models using BIM software.
- **Data integration:** Connecting the digital twins with real-time data sources, enabled by internet of things (IoT) technology and automated data analysis.
- **Common data environment (CDE):** Establishing a CDE to host all relevant information associated with an asset in one location, aligned with the 2025/26 C-AMP requirements for plan improvement and monitoring.



Infographic based on image taken from the IPSS Operational Strategy 2025/6 plan

Benefits of digital twins

The DOI anticipates that the Digital Twins Initiative will deliver a range of significant benefits:

- **Long-term cost savings:** Preventive maintenance of facilities and assets will save money as there should be a long-term reduction in building operational costs.
- **Efficient planning and design:** The DOI will be able to forecast real-world conditions before the detailed designs are developed and construction begins.
- **Real-time monitoring and maintenance:** The DOI will be able to track the condition of the assets, plant and equipment, and performance over time.
- **Asset lifecycle optimisation:** The Digital Twin Initiative should help to plan upgrades and replacements more effectively, using historical and real-time predictive data.
- **Sustainability and environmental stewardship enhancement:** The creation of digital twins can have environmental benefits, which include the monitoring of energy usage, water flow, and carbon emissions in real time.
- **Improved emergency response:** Modelling and forecasting disaster scenarios and their impact on WCG infrastructure is possible.
- **Improved collaboration:** This is made possible through the creation of a centralised digitised database and inter-departmental sharing of information.
- **Enhanced property management:** The Digital Twin Initiative should help officials to manage the WCG leased-out portfolio more efficiently and effectively with digitised information specific to the WCG asset i.e., facility and/ or buildings.

The expected framework output is for indoor environmental quality and energy efficiency to be improved, and the initiative also promises improved preventative maintenance for infrastructure, improvements to space planning and ergonomics, and improvements to lifecycle and maintenance processes.

Implementation plan for the 2025/26 Medium Term Expenditure Framework (MTEF)

An outline of the DOI implementation plan for the 2025/26 MTEF is as follows:

- **Adoption of 3D Scan and Digital Twin Strategy and Plan:** Currently being finalised, which includes planning and engagement, data collection (scan and computer-aided design (CAD)), integration and publishing, and future planning, which scales up the programme.
- **Appointment of BIM Client Information Manager service provider:** A service provider will be advising on the technical details of the BIM Implementation Plan and 3D Scanning & Digital Twin Initiative.
- **Pilot project completion:** A pilot project at 9 Dorp Street will be completed to test and refine the Digital Twin model.
- **Intern/ Graduate Programme:** Interns/graduates will be appointed to assist DOI with the scanning of selected building assets using the LIDAR scanner and to convert the point clouds into 3D models.

Data centralisation: The cornerstone of success

The DOI recognises that effective data management is crucial for realising the benefits of digital twins. The initiative is therefore focused on establishing a common data environment that will host all relevant information associated with an asset in one place. This is the most important factor to ensure the initiative is successful.

This will align with the 2025/26 C-AMP improvement and monitoring requirements. The hosting of centralised data (of the asset register) and the creation of an integrated information base will help to better assess and facilitate seamless reporting systems. In future, the hosting of 3D BIM models will be within a CDE, and all information in it (including bills of quantities, pricing schedules, meeting minutes, drawings, operations manuals, etc.) should, in turn, inform the U-AMPs and the C-AMP.

Conclusion: Transforming asset management and enabling data-driven decisions

The WCG DOI's Digital Twins Initiative represents a bold step towards transforming infrastructure asset management through the power of digital technology. By creating proposed virtual/ digital representations of its physical assets, integrating real-time data, and establishing a centralised data environment, the DOI is positioning itself to make better informed decisions, optimise resource allocation, improve sustainability, and enhance service delivery to the citizens of the Western Cape.

This initiative intends to serve as a model for other government departments and organisations seeking to leverage the benefits of BIM and digital twins to improve the efficiency and effectiveness of infrastructure asset management. It is envisaged that the implementation of the DOI's Digital Twins Initiative will unlock even greater value from the WCG infrastructure portfolio and demonstrate leadership in the field of managing the government's infrastructure and property portfolios.

Chapter 4:

Portfolio overview

Portfolio by ownership 2024/25				
Ownership of office portfolio	Size m²	Count	CBD	Non-CBD
All leased	49 117	8	6	2
All owned	159 130	27	10	17
Total of portfolio	208 247	35	16	19

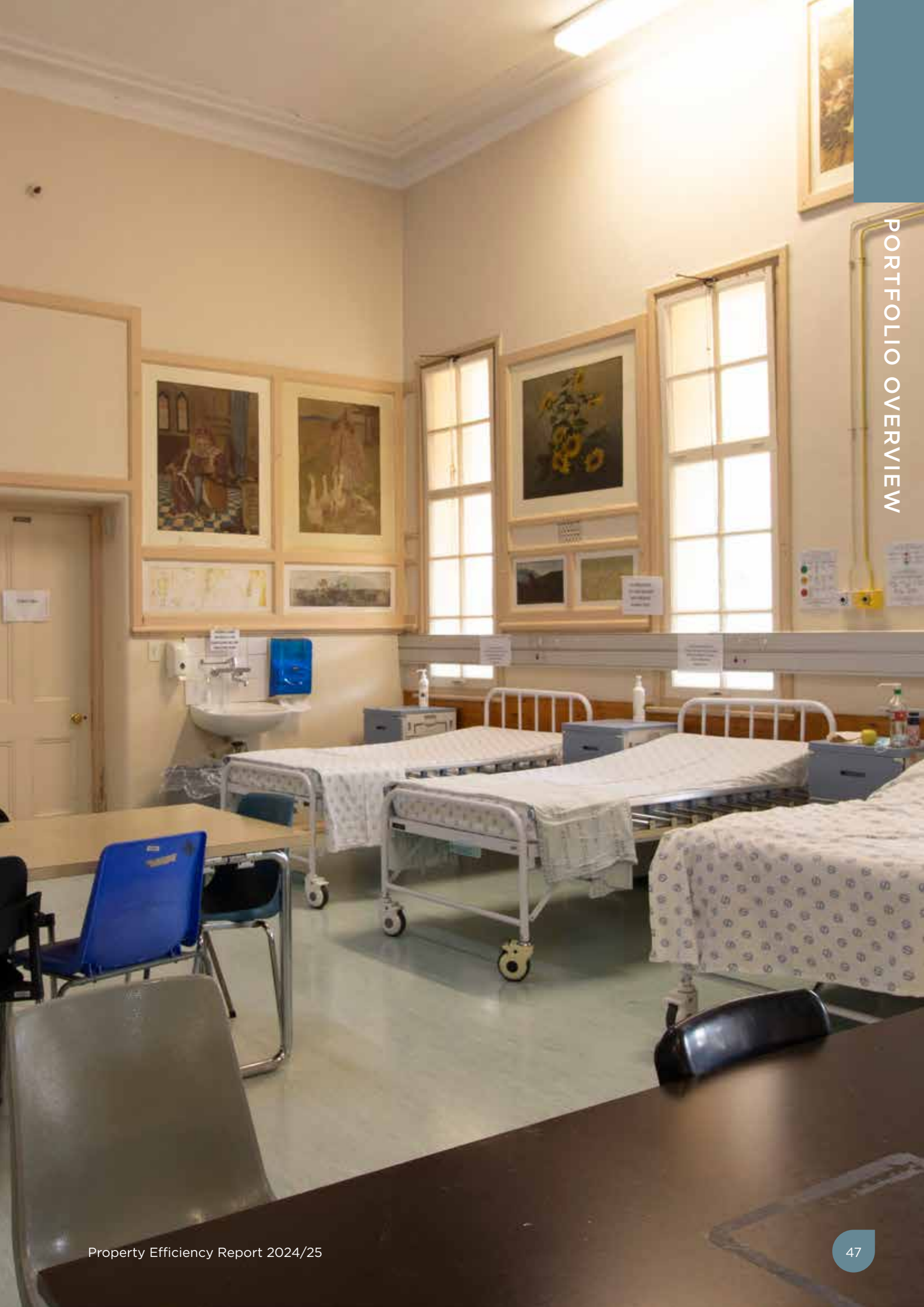
Location and ownership of office buildings	Size m² of the buildings	Number of buildings	m²/FTE
CBD leased	46 582	6	18
CBD owned	87 466	10	26
Non-CBD leased	2 535	2	21
Non-CBD owned	71 664	17	27
Total	208 247	35	24

Office building name	Useable area m² 2024/25	Total cost	Total cost per FTE	Total cost per m²	Energy 2024/25 kWh/m²/pa	Water 2024/25 kL/m²/pa	Number of desks per m²	m² per FTE 2024/25
All buildings	208 247	R532 181 762	R66 907	R2 556	102	0.62	19	24
All leased buildings	49 117	R154 493 862	R62 171	R3 145	128	0.76	16	18
All owned buildings	159 130	R377 687 900	R69 060	R2 373	94	0.58	20	25
All CBD buildings	134 048	R377 481 497	R69 237	R2 816	120	0.58	17	22
CBD leased	46 582	R148 826 525	R63 874	R3 195	132	0.83	15	18
11 Leeuwen Street	2 000	R3 476 961	R26 542	R1 738	74	0.56	13	13
35 Wale Street	5 309	R12 194 633	R38 469	R2 297	112	-	15	17
The Box	6 691	R19 606 906	R61 851	R2 930	164	0.69	14	15
Protea Assurance	6 608	R14 637 844	R40 888	R2 215	91	0.51	18	18
Waldorf	11 212	R31 162 956	R69 560	R2 779	98	0.65	18	25
1 North Wharf Square	14 762	R67 747 225	R89 259	R4 589	176	0.83	13	15
CBD owned	87 466	R228 654 971	R73 240	R2 614	114	0.48	19	26
1 Dorp Street	3 769	R8 098 461	R52 931	R2 149	94	0.22	17	24
3 Dorp Street	1 528	R4 012 315	R46 119	R2 625	90	1.14	13	18
4 Leeuwen Street	1 791	R3 876 977	R40 810	R2 165	57	0.32	13	19
27 Wale Street	10 622	R24 541 361	R73 477	R2 310	282	0.23	19	28
4 Dorp Street	18 365	R51 560 468	R57 609	R2 808	103	0.14	16	20
7 & 15 Wale Street	20 310	R50 523 767	R98 679	R2 488	94	0.13	27	32
9 Dorp Street	15 019	R35 457 978	R69 254	R2 361	102	0.26	17	19
Hugenot Building	2 123	R3 489 991	R60 172	R1 644	30	0.18	33	37
Union House	5 721	R11 486 982	R54 962	R2 008	88	2.79	16	18
25 Alfred Street	8 218	R35 606 672	R133 358	R4 333	59	1.27	25	31
All Non-CBD buildings	74 199	R154 700 265	R61 831	R2 085	69	0.77	22	27
Non-CBD leased	2 535	R5 667 337	R36 563	R2 235	66	1.93	20	21
Eersterivier Soc. Serv	915	R2 010 504	R38 664	R2 198	154	4.46	17	18
Oudtshoorn SSC	1 620	R3 656 832	R35 503	R2 256	17	0.50	22	22
Non-CBD owned	71 664	R149 032 929	R63 499	R2 080	70	0.73	22	27
Oudtshoorn WCED & DOI	3 900	R4 772 106	R99 419	R1 224	14	0.12	42	44
Elsenburg (Admin. Offices)	12 444	R15 065 152	R45 241	R1 211	49	0.30	31	37
Athlone SSC	6 557	R15 994 698	R81 606	R2 439	63	0.55	28	33
Bredasdorp SSC	2 994	R3 969 895	R180 450	R1 326	32	0.49	16	24
Goulburn Centre	3 357	R4 941 186	R38 907	R1 472	37	0.92	18	26
Mossel Bay SSC	1 810	R2 258 528	R37 025	R1 248	24	0.03	25	30
Paarl WCED	4 791	R8 155 268	R72 171	R1 702	35	-	41	42
Swellendam SSC	1 621	R1 788 415	R77 757	R1 103	1	1.68	8	9
WCED Central Office	3 900	R9 355 337	R49 499	R2 399	36	2.59	18	21
WCED North Office	3 726	R21 838 599	R106 013	R5 861	65	0.19	16	18
Worcester Soc. Serv	1 150	R6 500 966	R86 680	R5 653	79	0.13	12	15
Worcester WCED	4 321	R6 251 222	R36 134	R1 447	26	0.42	24	25
York Park	6 894	R13 311 598	R58 901	R1 931	204	0.93	16	21
Bellville Health Park	6 615	R11 727 961	R35 865	R1 773	135	0.90	18	20
Khayelitsha SSC	2 635	R14 467 777	R108 780	R5 491	104	1.79	12	16
Dan de Villiers SSC	1 006	R1 708 948	R47 471	R1 699	73	0.69	23	28
GMT Maitland	3 943	R6 925 272	R117 377	R1 756	58	0.72	34	67

WCED = Western Cape Education Department; DOI = Department of Infrastructure

Health facilities	Included		Excluded	
	Size m² of the facilities	Number of facilities	Size m² of the facilities	Number of facilities
All clinics	5 219	13	440	2
All hospitals	885 692	21	0	0
Total	890 911	34	440	2

Health facility	Usable area m² 2024/25	Energy 2024/25 kWh/m²/pa	Water 2024/25 kL/m²/pa
All health facilities	890 911	91	1.17
All clinics	5 219	72	1.45
Barrydale Clinic	447	67	0.82
De Doorns Clinic	709	57	0.42
De Rust Clinic	346	78	0.86
Graafwater Clinic	154	45	1.30
Haarlem Clinic	256	40	-
Kayamandi Clinic	617	65	2.20
Klapmuts Clinic	290	172	4.55
Klawer Clinic	256	104	0.73
Lutzville Clinic	307	98	1.57
Pacaltsdorp Clinic	730	51	0.94
Piketberg Clinic	439	91	1.99
Saldanha Clinic	484	47	1.79
Still Bay Satellite Clinic	184	-	-
All hospitals	885 692	91	1.17
Beaufort West Hospital	5 456	151	1.51
Caledon Hospital	5 815	152	1.36
Ceres Hospital	6 790	121	2.22
Citrusdal Hospital	2 353	231	2.36
Clanwilliam Hospital	2 731	132	2.34
George Hospital	29 214	108	0.81
Groote Schuur Hospital	365 210	72	0.81
Helderberg Hospital	7 246	164	2.26
Karl Bremer Hospital	26 315	84	3.14
Khayelitsha Hospital	23 485	121	0.86
Mitchells Plain Hospital	25 771	108	0.33
Murraysburg Hospital	1 041	143	4.03
New Somerset Hospital	28 547	88	2.59
Otto du Plessis Hospital	2 290	91	1.62
Oudtshoorn Hospital	11 688	109	2.50
Paarl Hospital	31 853	175	0.54
Riversdale Hospital	4 964	149	0.92
Robertson Hospital	3 027	154	2.94
Tygerberg Hospital	268 643	83	1.43
Vredendal Hospital	3 789	167	1.44
Worcester Hospital	29 464	169	0.55



Education facilities	Included		Excluded water	
	Size m² of the facilities	Number of facilities	Size m² of the facilities	Number of facilities
Primary schools	204 530	37	-	-
High schools	196 585	23	-	-
Total	401 115	60	-	-

Education facility	Useable area m² 2024/25	Energy 2024/25 kWh/m²/pa	Water 2024/25 kL/m²/pa	Number of learners	Average school fee per learner	Number of classrooms
All educational facilities	401 116	17	0.72	57 386	R17 077	1 744
Primary schools	204 531	10	0.62	33 865	R19 607	1 088
Alfred Stamper Public Primary School	3 045	8	2.64	1 374	No fee school	34
Aristea Primary School	8 332	5	0.45	1 130	R12 650	36
Ashton Primary School	1 180	24	5.90	252	R15 950	10
Bella Vista Primary School	3 680	4	0.47	883	No fee school	21
Bonnievale Primary School	5 361	9	1.61	1 212	No fee school	31
Bontebok Primary School	4 984	12	0.45	914	No fee school	38
Courtrai Primary School	7 396	9	0.27	735	R25 300	24
Dagbreek Primary School	3 138	20	3.19	1 353	No fee school	32
Dalubuhle Primary School	3 181	13	0.41	783	No fee school	20
De Tyger Primary School	4 694	14	0.76	558	R16 030	37
De Villiers Primary School	4 257	19	0.68	900	No fee school	28
De Waalville Primary School	1 339	25	1.48	1 010	No fee school	33
Durbanville Preparatory School	4 274	15	0.03	1 095	R22 800	31
Durbanville Primary School	7 534	11	0.30	1 219	R25 700	41
Eikestad Primary School	9 158	6	0.47	890	R27 600	35
Groendal Primary School	3 033	15	0.43	960	No fee school	28
Groot Brak Primary School	5 711	6	0.15	931	No fee school	30
Mamre Primary School	2 524	23	0.56	817	No fee school	26
Milkwood Primary School	32 692	4	0.07	755	R14 250	28
Mooi-Uitsig Primary School	4 414	12	0.05	857	No fee school	30
Okkie Smuts Primary School	2 797	12	0.18	288	R11 000	12
Pacaltsdorp Primary School	3 558	20	0.61	1 492	No fee school	36
Parkdene Primary School	5 738	11	0.13	1 469	No fee school	43
Parow East Primary School	5 132	10	0.28	401	R13 750	18
PJB Cona Primary School	3 645	8	0.07	1 087	No fee school	30
Plettenberg Bay Primary School	5 617	22	0.31	716	R20 900	28
Pniel Primary School	3 380	15	0.74	690	No fee school	26
Prince Albert Primary School	3 379	14	0.33	1 125	No fee school	29
Rhenish Primary School	7 087	10	0.90	698	R29 300	28
Rosemoor Primary School	3 738	7	0.50	788	No fee school	29
Stellenbosch Primary School	8 364	23	1.08	961	R23 650	37
Swartberg Primary School	4 057	16	1.14	1 093	No fee school	34
Towerkop Primary School	2 770	14	0.85	1 116	No fee school	30
Volschenk Primary School	9 909	4	0.15	468	R12 918	17
Welgemoed Primary School	6 092	23	0.89	813	R27 510	37
Welwitschia Primary school	4 753	18	0.16	1 323	No fee school	32
Worcester East Primary School	4 588	17	4.23	709	R14 400	29

Education facility	Useable area m² 2024/25	Energy 2024/25 kWh/m²/pa	Water 2024/25 kL/m²/pa	Number of learners	Average school fee per learner	Number of classrooms
High schools	196 585	12	0.83	23 222	R15 077	729
Ashton Secondary School	8 265	7	2.93	1 156	No fee school	40
Atlantis Secondary School	7 521	18	0.56	1 546	No fee school	43
Belgravia Secondary School	6 940	13	0.14	1 011	R7 613	30
Breede Valley School of Skills	8 599	101	0.00	279	R1 500	-
Charleston Hill Secondary School	6 069	9	0.71	1 060	No fee school	29
De Grendel Special School	16 862	7	0.08	445	R5 000	-
De Villiers Graaff High School	11 713	1	0.07	383	R21 151	18
DF Malan High School	6 087	17	1.05	1 128	R37 015	44
Durbanville High School	4 750	63	0.74	1 537	R37 600	46
Eben Donges High School	6 870	12	0.24	825	R11 000	31
Edgemead High School	3 460	38	1.24	1 393	R30 000	101
Eersterivier Secondary School	6 640	32	1.66	1 291	R2 100	37
Franschhoek High School	7 904	7	0.83	723	R13 740	23
Kulani Secondary School	5 552	40	1.07	1 123	No fee school	36
Montague High School	5 199	13	0.54	590	R14 300	14
Oaklands High School	5 257	25	0.00	1 146	R2 900	27
Olympia School of Skills	9 690	30	0.96	509	R1 350	-
Outeniqua High School	19 450	14	0.10	1 729	R31 658	67
Oval North Secondary School	8 236	14	0.53	1 283	R1 950	30
Pacaltsdorp Secondary School	3 556	61	4.51	1 341	No fee school	40
Parow High School	9 882	21	0.86	1 218	R19 500	36
Weskus Special School	19 329	11	1.45	499	R3 000	-
York High School	8 754	16	0.52	1 007	R30 000	37

Case study: Fiscal prudence and environmental stewardship: A strategic triumph

In an era defined by increasing environmental concerns and the imperative for sustainable resource management, the Western Cape Government has emerged as a leader in innovative and fiscally responsible initiatives. Faced with the dual challenges of water scarcity and the rising cost of energy, the WCG has implemented a series of strategic projects aimed at securing the province's long-term environmental and economic stability. This case study examines the WCG's successful deployment of solar photovoltaic installations and groundwater supply systems, highlighting the significant savings achieved and the broader implications for sustainable governance.

The challenge: Resource scarcity and economic constraints

The Western Cape has experienced significant environmental challenges, most notably a severe drought (2015–2018) that strained water resources and prompted urgent action. Simultaneously, the rising cost of electricity placed a considerable burden on public finances. These converging pressures necessitated a proactive and multifaceted approach to ensure the sustainability of essential services and infrastructure.

The solution: Strategic investments in renewable energy and water security

The WCG responded with a comprehensive strategy that prioritised investments in renewable energy and water security. Key initiatives included:

- **Solar PV installations:** The WCG identified opportunities to leverage solar energy by installing PV systems at key facilities, including the Cape Teaching and Leadership Institute (CTLI) and the Bellville Health Park's parking area.
- **Groundwater supply systems:** In response to the 2015–2018 drought, the WCG initiated a project to develop and maintain groundwater supply systems across various facilities. This involved drilling boreholes, introducing water treatment processes, and reticulating this water into the facilities, thereby reducing reliance on municipal water supplies.

Implementation and key projects

1. Cape Teaching and Leadership Institute - solar PV installation

OBJECTIVE	IMPLEMENTATION	TIMELINE	FUNDING	OUTCOMES	
				From inception to 30 June 2025	
To reduce energy costs and promote sustainability by harnessing solar power.	New parking area covering structures were constructed, and 321kWp of solar PV panels were installed.	March 2023 to October 2023	PPID:G voted funds	Total solar energy generated **738 532kWh**	Cost of energy avoided **R3 500 642**

PPID:G = Programme/ Project Infrastructure Delivery: General

2. Bellville Health Park parking area - solar PV installation

OBJECTIVE	IMPLEMENTATION	TIMELINE	FUNDING	OUTCOMES	
				From inception to 30 June 2025	
To enhance energy efficiency and reduce operational costs through solar energy generation.	Similar to the CTLI project, new parking area covering structures were built, and 700kWp of solar PV panels were installed.	March 2022 to September 2022	PPID:G voted funds	Total solar energy generated **2 146 328kWh**	Cost of avoided energy cost **R10 173 595**

PPID:G = Programme/ Project Infrastructure Delivery: General

3. Western Cape - various facilities - maintenance of groundwater supply systems

OBJECTIVE	IMPLEMENTATION	TIMELINE	FUNDING	OUTCOMES	
				From 5 December 2024 – 15 July 2025	
To ensure water security and reduce dependence on municipal water supplies.	Drilling of boreholes, introduction of water treatment processes, and reticulation of water into facilities.	November 2024 to December 2027	TS: voted funds - operational	Potable water supplied **145 995kL** at Elsenburg and **26 079kL** at CTLI	Municipal costs avoided **R3 562 278** (excluding VAT) at Elsenburg and **R339 027** (excluding VAT) at CTLI

TS = Technical Services

Financial and environmental impact

The WCG's investments in renewable energy and water security have yielded substantial financial and environmental benefits.

- **Cost savings:** The solar PV installations at CTLI and Bellville Health Park have resulted in significant cost savings through reduced electricity consumption. The groundwater supply systems have further reduced operational expenses by decreasing reliance on municipal water.
- **Energy generation:** The solar PV projects have generated a considerable amount of clean energy, reducing the carbon footprint of the facilities.
- **Water security:** The groundwater supply systems have enhanced water security, ensuring a reliable water source for critical facilities during periods of drought or water scarcity.

Conclusion: A model for sustainable governance

The WCG's strategic investments in renewable energy and water security demonstrate a commitment to fiscal prudence and environmental stewardship. By proactively addressing the challenges of resource scarcity and economic constraints, the WCG has not only achieved significant cost savings, but also enhanced the sustainability and resilience of its operations. These initiatives serve as a model for other regions seeking to balance economic development with environmental responsibility.

Chapter 5

The way forward

RENÉ KOK

Acting Deputy Director General: Provincial Public Works
Department of Infrastructure

The 14th edition of the Property Efficiency Report marks an important milestone in our ongoing journey to transform how the Western Cape Government manages its public property portfolio. This report is not merely a compilation of data or a reflection of past activities. Rather, it represents a strategic commitment to harnessing the full potential of public assets in service of inclusive growth, sustainable development, and improved service delivery to every citizen. As we look to the future, we acknowledge the weight of responsibility that rests on our shoulders - the responsibility to steward public resources wisely, to innovate boldly, and to ensure that every decision we make today contributes meaningfully to a resilient, equitable, and prosperous Western Cape.

The global urgency to respond to climate change and environmental degradation has never been clearer. From international agreements like the Paris Agreement in 2015 to the 29 COP conferences that have followed, the call for governments to reduce emissions and embrace sustainability is unequivocal. In this context, the Department of Infrastructure recognises that managing public property cannot be disconnected from environmental stewardship. Our property portfolio must be a model of energy efficiency, resource conservation, and climate resilience.

Moving forward, sustainability will be deeply embedded in all aspects of property management. This means expanding the retrofitting of existing buildings to improve energy and water efficiency, adopting renewable energy sources such as solar photovoltaic systems, and ensuring that all new construction adheres to green building standards. We are committed to reducing the carbon footprint of government buildings, not only to comply with national and international targets, but because it is the right thing to do for our planet and for future generations.

Beyond environmental considerations, sustainability also encompasses social and economic dimensions. Efficiently managed public properties can reduce operating costs, freeing up resources to be invested in front-line services and community development initiatives. Green buildings promote healthier environments for users, whether learners in schools, patients in hospitals, or public servants in offices. This holistic view of sustainability will continue to shape our planning, investment, and operational decisions.

The technological landscape is evolving rapidly, offering new tools and approaches that can revolutionise the way we manage public assets. Recognising this, the Department of Infrastructure is committed to driving a digital transformation that will enhance transparency, accountability, and efficiency in property management.

We will leverage advanced technologies such as geographic information systems (GIS), building automation systems, internet of things sensors, and data analytics platforms. These tools will enable real-time monitoring of space utilisation, energy consumption, maintenance needs, and overall asset performance. By having access to accurate, up-to-date information, decision-makers will be empowered to optimise the use of existing properties, predict and prevent costly maintenance issues, and plan proactively for future infrastructure needs.

Digital platforms will also improve public transparency and stakeholder engagement by making property data more accessible. Citizens will be better informed about government property holdings, fostering trust and enabling more meaningful participation in planning processes. Internally, technology will support the standardisation of processes and the integration of data across departments and agencies, breaking down silos and creating a cohesive approach to asset management.

At the heart of effective property management lies strong governance. The Department will continue to prioritise compliance with the Government Immovable Asset Management Act and other relevant legislation to ensure that all property-related activities are conducted with integrity, transparency, and accountability. Good governance is essential not only to safeguard public resources, but also to build public confidence in the management of government assets.

We will enhance internal controls, improve data quality, and institutionalise rigorous performance monitoring systems. This approach will enable continuous improvement by identifying inefficiencies and areas of risk before they escalate. We will also invest in capacity building to equip our teams with the skills and knowledge required to manage the portfolio effectively.

> *The journey of property efficiency is ongoing and requires adaptability, innovation, and courage.*

An emphasis on governance does not mean bureaucracy or rigidity. On the contrary, it means setting clear standards and processes while allowing for innovation and adaptability. It means making decisions based on evidence and future needs rather than legacy or convenience. By embedding a culture of responsible stewardship, we can ensure that every square metre of property delivers maximum value to the people of the Western Cape.

Property and infrastructure management is a complex, cross-cutting responsibility that no single entity can carry alone. The Department of Infrastructure recognises the critical importance of collaboration and partnership in unlocking the full potential of public assets.

We will strengthen coordination with local municipalities, other provincial departments, national government agencies, and public entities to align property planning and investment decisions. Through these partnerships, we can ensure that infrastructure investments are coherent, complementary, and responsive to the needs of communities.

In addition, we will actively pursue innovative financing models, including public-private partnerships (PPPs), to leverage private sector expertise and capital. These partnerships can accelerate infrastructure development, unlock underutilised assets, and introduce new efficiencies in property management.

Community engagement is also a cornerstone of this approach. Meaningful consultation with the people who use and live near government properties will help ensure that assets are managed in ways that respond to local priorities and contribute to social and economic upliftment.

Central to our strategy is alignment with the Western Cape Infrastructure Framework 2050 (WCIF). The WCIF provides a critical strategic lens through which we plan and manage property assets. By aligning our activities with the WCIF, we ensure that infrastructure investments are integrated, forward-looking, and designed to support a resilient and competitive provincial economy.

The WCIF emphasises infrastructure's role in enabling economic growth, addressing spatial inequalities, and fostering sustainability - goals that are directly aligned with the Department's property management objectives. Embedding the WCIF's principles into our work means prioritising projects that have the greatest developmental impact, ensuring that property decisions support economic corridors and growth nodes, and promoting infrastructure that enhances access and opportunity for all citizens.

This alignment also reinforces the need for long-term planning and coordinated implementation.

It encourages us to look beyond immediate operational demands and consider the broader socio-economic context, enabling us to anticipate future trends and position the province for success over the coming decades.

The Western Cape Government's commitment to inclusive growth is a defining feature of our broader strategic agenda, and property management must play a central role in advancing this goal. Our asset decisions will contribute to reducing spatial inequality by focusing on investments that improve access to services, create jobs, and stimulate economic activity in historically underserved communities.

This requires a careful balance between efficiency and equity. While it is important to optimise the use of government properties, we must also ensure that these assets serve as platforms for social and economic transformation. By strategically locating and managing public buildings, we can help bridge spatial divides, support economic diversification, and create environments where people can thrive.

This approach is deeply embedded in the Provincial Strategic Plan 2025–2030, the Growth for Jobs Strategy 2035, the National Spatial Development Framework 2050, and the National Development Plan 2030. It calls for intentional and coordinated action that uses infrastructure to unlock opportunity, improve livelihoods, and foster sustainable development.

The Property Efficiency Report reflects both our progress and our promise to continue improving. The journey of property efficiency is ongoing and requires adaptability, innovation, and courage. We recognise the fierce urgency of the moment - whether it is responding to climate change, addressing infrastructure backlogs, or supporting economic recovery.

As Helen Keller so aptly said, "Alone we can do so little; together we can do so much". It is through collaboration across government, partnerships with the private sector, engagement with communities, and the dedication of our teams that we will continue to lead the way.

> *Alone we can do so little; together we can do so much.*

We commit ourselves to maintaining transparency and accountability, to embracing new technologies and ideas, and to aligning every decision with the broader vision of a Western Cape that is inclusive, resilient, and forward-looking.

Acknowledgements

The 14th edition of the Property Efficiency Report stands as a testament to the unwavering commitment, forward-thinking innovation, and collaborative efforts of all stakeholders - most notably the dedicated teams within the Immovable Asset Management Chief Directorate of the Department of Infrastructure.

This edition showcases the Department's continued progress toward building a more sustainable, resource-efficient, and climate-resilient public property portfolio. Through the ongoing implementation of key strategic initiatives - including the Property Efficiency Report, Energy Performance Certificate Project, Digital Twin Initiative, Asset Management Practices Improvement Programme, and the draft Master Office Accommodation Plan - we are steadily transforming how public assets are planned, managed, and utilised for maximum impact.

We extend our heartfelt appreciation to every individual and team whose contributions have shaped the insights and achievements captured in this report. Your commitment and excellence continue to bring the Western Cape Government's vision of "For You" to life, driving real and measurable change across the province's infrastructure landscape.

Tracy Davids
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Data sources

- Department of Infrastructure
  - Chief Directorate: Immovable Asset Management
  - Chief Directorate: General Infrastructure
  - Chief Directorate: Health Infrastructure
  - Chief Directorate: Education Infrastructure
  - Departmental Communications
- Western Cape Education Department
- Department of Health and Wellness
- Department of Police Oversight and Community Safety
- City of Cape Town
- Green Building Council of South Africa
- Growthpoint Properties
- iOffice
- JLL
- MSCI
- National Business Furniture
- Rode's Report on the SA Property Market
- RPA Property Administrators
- South African Property Owners' Association
- UNSpot
- Various municipalities in the Western Cape
- Various reports from the governments of Australia, New Zealand and the United States
- Zippia

Disclaimer

ACKNOWLEDGEMENTS

Glossary

Benchmark	In this report, the study sample portfolio is benchmarked against a comprehensive database of office buildings in the same geographical area compiled by the MSCI and private property management companies, and a selected sample from the City of Cape Town's property portfolio.
Capital expenditure	Includes capital expenditure such as adaptation of equipment, information technology infrastructure and hardware installations. For owned buildings, it also includes internal, mechanical, electrical, external and structural repair and maintenance, minor improvements, security, cleaning, waste disposal, water, sewerage and electricity.
CBD offices	The 16 WCG offices in the Cape Town Central Business District in the study sample of this report. The portfolio comprises around 134 048m^2 of occupied office space.
CCT	City of Cape Town.
Cost/ total costs	References in this report to costs and total costs represent the following: • Total occupancy costs for leased buildings, comprised of annual operating expenses, such as rent and rates and taxes, repairs and maintenance, service charges and support services, and management fees. • Total occupancy costs for owned buildings, comprised of an approximate market rental rate to facilitate direct comparison with leased space. • Annual operating expenses, including rates and taxes, support services, repairs and maintenance, and management fees.
Digital twin	A 3D virtual representation of an existing building or infrastructure.
DOI	Department of Infrastructure
Education facilities	The 60 Western Cape Education Department primary and high schools included in the study sample of this report.
Energy performance certificate	EPCs benchmark the energy efficiency of a building against industry benchmarks or national norms. EPCs carry ratings on energy use and CO_2 emissions and are applied through the application of a standard method defined in South African National Standard 1544:2014 and SANS10400-XA 2021. For EPC purposes, properties are classified into: Type of occupation, climatic zone, and energy consumption in kWh/m^2. The properties in the PER 2024/25 are classified in groups G1, A2, A3, and E2; climatic zone 1 to 7.
FTE	Full-time equivalent employee
GIAMA	Government Immovable Asset Management Act, a 2007 South African law that provides a uniform framework for managing government-owned immovable property
Health facilities	The 34 WCG hospitals and clinics included in the study sample of this report.
IAM	Department of Infrastructure Immovable Asset Management component
iOffice	A North American-based company specialising in office space planning, employee experience and asset maintenance.
JLL	An international commercial real estate services and property investment strategy company.
kL	Kilolitre – 1 000 litres, a cubic metre.
kWh	Kilowatt hour – a unit of energy equal to 1 000 watt hours delivered continuously for one hour. Average annual power consumption can be expressed in kilowatt hours per year, per square metre, or per FTE user.

kWp	Kilowatt peak - the unit of measurement for the output of a photovoltaic system
MOAP	Master Office Accommodation Plan
MTEF	The Medium-Term Expenditure Framework is a medium-term planning and budgeting process that sets out three-year rolling spending plans for governments.
MWh	Megawatt hour – 1 000 kilowatts of electricity delivered continuously for one hour.
Non-CBD offices	The 19 WCG offices outside the Cape Town Central Business District in the study sample of this report. The portfolio comprises around 74 199m^2 of occupied office space.
Occupancy costs	Costs related to occupying space, comprising rent, real estate taxes, property taxes, insurance on building and contents, depreciation, and amortisation expenses.
Occupied space (usable area)	The net internal area measured in square metres, using the SAPOA definition.
Operating costs	Expenses related to the operation and continued maintenance of office buildings. These are municipal charges, repairs and maintenance, soft services, and other operating costs.
pa	Per annum
Performance	The performance of the Western Cape Government office study sample portfolio has been assessed using three standard metrics of property efficiency – cost per square metre, space per FTE, and cost per FTE – to report internal efficiencies in comparison to benchmark average performance metrics of South African corporate occupiers. In addition, sustainability performance has been assessed using energy and water consumption metrics.
Reporting period	The reporting period for the Property Efficiency Report 2024/25 is from 1 April 2024 to 31 March 2025.
SAPOA	South African Property Owners' Association.
Serendipityremix	Property company offering advanced research and consulting services in the built environment.
Soft services	Soft services in the facilities management context are non-technical and non-physical duties primarily centred on ensuring the safety, cleanliness, and comfort of a facility's occupants, e.g., cleaning and landscaping.
Solar PV	Rooftop solar photovoltaic systems.
SSC	Shared services centre – an office building occupied by various WCG departments and often with shared facilities and a public interface.
UNSpot	A British-based company offering all-in-one hybrid work software.
WCG	Western Cape Government
WCIF	Western Cape Infrastructure Framework 2050
WFH	Work from home
Zippia	A North American-based company specialising in human resources and career building.

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Western Cape Government

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