

**INVESTIGATING THE CHALLENGES IN SCHOOL
INFRASTRUCTURE DELIVERY IN THE EASTERN CAPE
PROVINCIAL DEPARTMENT OF EDUCATION.**

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By

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Abstract

In the Eastern Cape department of Education, there are a variety of failures within the delivery of the school infrastructure. The department is faced with the problem of the infrastructure backlog. The study looked into planning, controls, leadership management style and the locus of control of officials dealing with the delivery of the school infrastructure in the department of education. Objective is to investigate the factors hindering the school infrastructure service delivery in the Eastern Cape Provincial Department of Education. It was imperative that there was a need for more emphasis in ensuring that Education infrastructure planning base stabilized in order to effectively address infrastructure service delivery. The empirical study was conducted through semi-structured questionnaires. The sample was drawn from the infrastructure unit in Zwelitsha offices as well as from the officials that were implementing the infrastructure plans and from officials who provided support and monitoring. The empirical results showed that the department had no credible plans, no sound systems, or controls to track the non- service delivery. Management style was perceived as unconsultative and do not promote good co-operate governance. There is no retention strategy whilst there is a shortage of technical skills.

It is recommended that the department should established a cross functional team which gives the strategic direction to the management of the school infrastructure delivery. The team should comprise of the top management of the department and as well the implementing agent and must be chaired by the Head of the department.

The management should undergo a developmental training on charisma techniques which is associated with aspiration of officials in order to argument the unconsultative style of management which is perceived as more of instructing. Officials are to be capacited with the technical skills relevant to the built environment.

The department should also implement the infrastructure delivery management system (IDMS) as prescribed in the Construction Industry Development Board (CIDB) Toolkit Guide. The Toolkit provides a documented body of knowledge and a set of processes that represent generally recognised best practices in the delivery management of infrastructure (CIDB Toolkit Guide).

Declaration

I, Maud Madumane declare that this research project is an original work document. It is submitted in partial fulfilment of the requirements for the degree of Master of Business administration in Business School, Nelson Mandela Metropolitan University.

M. Madumane

Date

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List of acronyms and abbreviations

BS1:	Budget statement 1
CAMP:	Custodian Asset Management Plan
CIDB:	Construction Industry Development Board
DBE:	National department of basic education
DORA:	Division of revenue act
DRPW:	Department of Roads and Public Works
EC:	Eastern Cape
EFMS:	Education Facilities Management System
FET:	Further education and training
IDMS:	Infrastructure Delivery management System
IDIP:	Infrastructure Delivery Improvement Programme
IDPs:	Integrated Development Plan
IRM:	Infrastructure reporting model
IPIP:	Infrastructure programme implementation plan
IPMP:	Infrastructure programme management plan
MTEF:	Medium term expenditure framework
MTSF:	Medium term strategic framework
NEIMS:	National Education Information Management System
PGDP:	Provincial growth development plan
PSF:	Eastern Cape provincial strategic framework
PPP:	Private Public Partnership
SMMEs:	Small Medium and Microenterprise
TQM:	Total quality management
UAMP:	User asset management plans

CHAPTER 1: Introduction

1.1 Introduction

In the Eastern Cape Province, there has been a deterioration in the delivery of infrastructure over the last fifteen years due to among other things, poor planning, limited investment in infrastructure both pre and post-apartheid (BS1, 2009). Limited resources in the broader national and provincial fiscus has led to less investment on public infrastructure as evidenced by the conditions of Eastern Cape's drinking water systems, sanitation, transport, airports, ports, electricity regulation, hospitals, clinics and schools. This reality was exacerbated by the fact that the Eastern Cape Province had two former homelands (Ciskei and Transkei) prior the establishment of the Democratic Government.

The Provincial Growth and Development Plan (PGDP) as a strategic plan for the medium-to-long term covering the period 2004 to 2014 identified infrastructure service delivery as one of the five priority areas of the province. Subsequently strategic objectives and priorities were developed to address these challenges. Whilst significant strides have been achieved in terms of the Industrial Development Zones, there still remains a vacuum in terms of an all-encompassing overarching provincial infrastructure planning framework (PGDP Framework, 2004).

To support the development of Provincial Infrastructure as one of the priorities of the PGDP, the Eastern Cape Provincial Strategic Framework (PSF) has made a provision for the delivery of massive social and economic infrastructure. As part of the broad advance being made to achieve this goal, the Cabinet Executive Council had adopted a Programme of Action, which outlined the initial steps that needed to be taken.

Amongst these was the maintenance and rehabilitation of dilapidated infrastructure and the sustained focus on the development of rural areas in the Province. Clearly, whilst there has been an effort since 1994 to reverse the legacy of under-development, the

extent of the backlogs in the Province indicated that a more sustained focus was urgently needed. According to the 2010/11 budget Statement, expenditure on infrastructure in the Province had increased gradually from R2,3 billion in 2005/06 to R6,1 billion in 2012/13 (Budget Statement, 2011:50).

However, despite the increasing trends in infrastructure budget allocations, there still remains the remnants of the apartheid legacy which need to be urgently addressed. According to the 2009/10 budget statement, expenditure on infrastructure in the Province had increased gradually from R2,3 billion in 2005/06 to R 6,1 billion in 2012/13. In an August 2009 Report packaged by Provincial Treasury and the Office of the Premier, the current Eastern Cape (EC) backlog is stated at R174 billion with about 40% of those social backlogs in the OR Tambo Region. Housing tops the backlogs at R57,9 Billion, with Health facilities accounting for R19 Billion, although Education backlogs are estimated at R28,5 Billion, unsafe schools, total 539 schools, which include mud-structures backlogs. At a market related escalation of 8% per annum in the cost to provide infrastructure, a 2.5% maintenance cost calculated on the existing infrastructure replacement cost of R200 billion, and an annual increase of 4.5% on the total infrastructure allocation, the backlogs would never be eradicated using the current funding norms. There is therefore a need to create alternative solutions and funding models as means of addressing backlogs and infrastructure investment (Rapid Backlog Assessment 2009:19).

1.2 Statement of the problem

There are a variety of failures within the Education infrastructure planning processes; however certain vital aspects need to be addressed.

It is generally recognized that there is often a disjuncture between the Education policy, strategic priorities and project selection. In addition as part of the Education planning

processes, the department of Education is required to submit a list of prioritized projects to be implemented within a Medium Term Expenditure Framework (MTEF).

However, the Education project list is often bypassed as projects selected are not implemented, abandoned, put on hold or new projects identified for implementation within a given financial year.

This deviation from the project list often contributed to a failure in another key aspect of planning i.e. the alignment of infrastructure plans, budgets and projected cash flows. This situation in Education is further exacerbated by the fact that all projects or programs to be implemented should have detailed cash-flows linked to the relevant project capital budgets within a Medium Term expenditure Framework (MTEF) and should be aligned to the Provincial and departmental priorities.

The changing project priorities in Education also leads to budget pressures resulting in over-commitments and subsequently accruals in project expenditure which were required to be processed in the next financial year in which the project was not planned to be implemented. This negatively affects the infrastructure planning processes as the payment of the accrued infrastructure invoices utilizes the infrastructure budget for the next financial year thus limiting the number of planned projects that can be implemented in the next financial year.

This ultimately results in the Infrastructure Project Management Plan (IPMP) not being forwarded to the Implementing Agents on time so that the relevant Agents could prepare the Infrastructure Program Implementation Plan (IPIPs) for the execution of projects.

The requirement for planning is also emphasized by Legislation as the Division of Revenue Act (DORA) requires that the Provincial Infrastructure Departments and in this case Education, prepare an infrastructure plan (User Asset Management Plans) which should be aligned to the Infrastructure Development Plans (IDPs) of the municipalities.

However, these user asset management plan (UAMP) are currently not aligned to the magnitude of the needs due to the absence of proper planning processes (Benchmarking report, 2011).

With regard to the above planning challenges it is apparent that there is a need for more emphasis in ensuring that Education infrastructure planning base is stabilized in order to effectively address infrastructure service delivery.

1.3 Research objectives

The objectives of the study are to:

- Investigate the factors hindering the school infrastructure service delivery in the Eastern Cape Provincial Department of Education.
- Determine the extent to which the problem affects the delivery of the school infrastructure.
- Provide recommendations to assist in fast tracking infrastructural service delivery in the Eastern Cape Provincial Department of Education.

1.4 Research design and methodology

Nachmias & Nachimias (1987: 75) are of the view that research design is the program that guides the investigator in the process of collecting, analysing and interpreting observations. It was a logical model of proof that allows the researcher to draw inferences concerning causal relations among the variables under investigation. Mouton (1996:107) defines a research design as a set of guidelines and instructions to be followed in addressing a research problem. Bless *et al* (2000:156) define research design as a set of procedures that guide the researcher in the process of verifying a particular hypothesis and excluding all other possible hypothesis or explanations. A research design is simply a plan or blueprint to allow the researcher to test the validity of a hypothesis or answer research questions, taking into account the factors that might

affect the relationship between dependent and independent variables. There were many kinds of research designs. Some were qualitative, and others were quantitative, and some combine both quantitative and qualitative approaches (Auriacombe, 2005:383-384). Qualitative and quantitative approaches will be utilized in this study to ensure thoroughness, accuracy and gathered as much information relevant to the study as possible.

1.4.1 Qualitative approach

According to Struwig & Stead (2004:196), qualitative research employed methods such as participant observation, archival source analysis, interviews, focus groups and content analysis. Leedy & Ormrod (2001:147) further stipulate that qualitative research methods are the ways of collecting information on the knowledge, attitudes, beliefs and behaviors of target population. In general, information gathered using qualitative methods is not given a numerical value. This is an important form of field research. Qualitative approach does not manipulate numbers as is the case with quantitative research. In qualitative research, patterns of similarities and differences in all cases or relationships are examined and general ideas and concepts are also used as tools for making generalizations. Bless *et al* (2000:156) define qualitative research as being conducted using a range of methods which use qualifying words and descriptions to record and investigate aspects of social reality. Babbie (2004:370) defines qualitative research as “the non-numerical examination and interpretation of observations, for the purposes of discovering underlying meanings and patterns of relationships”. In this study the research utilized unstructured interviews as a technique of the qualitative approach to gather relevant information.

This study is based on a qualitative approach in that the questionnaire contained questions that seek for responses that cannot be quantified. The questions seek in-dept and inner most feelings of the respondents and as such respondents had to provide narrative responses and these responses could not be coded into numbers.

1.4.2 Quantitative approach

Struwig & Stead (2004:04) state that quantitative research is a form of conclusive research involving large representative samples and fairly structured data collection procedures. It was an exploration that describes the phenomena under study in numbers and presented results using statistics and makes inferences about the population. In this approach the raw data is re-organized into a form which is suitable for computers and can be presented in a chart or graph, interpreted to give meaning to the results (Neuman, 2003:331). Bless *et al* (2000:156) describes quantitative research as research conducted using a range of methods which use measurement to record and investigate aspects of social reality. It involves the collection and analysis of data in numeric form. Babbie & Mouton (2001:49) are of the view that the best way to measure the properties of phenomena is through quantitative measurement, which is assigning numbers to the perceived qualities of things.

In this regard the researcher's role is that of an objective observer whose involvement with the phenomena being studied was limited to what was required to obtain necessary data. In this approach the researcher utilized a questionnaire survey, in which close and open-ended questions were computed and graphically analysed. The data was analysed using descriptive statistics.

1.5 Target population

The target population for a study is that, group usually people, from which researchers require to draw conclusions (Babbie, 2007:111). The population in this study refers to the subjects whom the researcher surveyed in order to establish or advance knowledge. Population does not refer to the population of a country but to all, subjects, objects, phenomena, cases, events or activities which the researcher wishes to research. According to Nachmias & Nachmias (1987:294), a population is the aggregate of all cases that conform to some designated set of specification. In this study, population

consisted of the public servants of the Eastern Cape Provincial Department of Education. The target group included Chief Officials and staff responsible for delivery of the infrastructure, officials responsible for the implementation of school infrastructure plans as well as the ones that provided the support in monitoring and reporting.

1.6 Sample

A non-probability convenience sampling procedure was employed in this study. As such, the sample was drawn from the department of Education infrastructure unit in Zwelitsha offices. The total number of employees including the officials that provided support on implementation of school infrastructure plan and monitoring and reporting is thirty six (36). The aim was to interview all the employees, but due to the unavailability of some staff members, only thirty (30) respondents were interviewed.

1.7 Data collection methods and procedures

Data was collected through a use of a structured questionnaire and interviews.

1.7.1 Interview survey

Unstructured interviews were used because they are more flexible and likely to yield information. In the interviews the researcher was able to gain more insight into the problem being investigated. The interviews were conducted at the offices of the Eastern Cape Department of Education.

1.7.2 Questionnaires

The first part of the questionnaire comprised the study.

1.7.3 Design of the questionnaire

The questionnaire was divided into five sections namely: demographic information, leadership style, implementation of the school infrastructure plan, open-ended questions and locus of control. (See appendix A)

1.8 The Rating Scale

The likert scale format was selected in closed question. The purpose of likert scale was to use number of items to measure a single construct. The items were designed in such a way that same response on two different items would indicate approximately the same level of the measured construct. The important characteristics of a likert scale are that it has respondents answering questions by picking a response in a numerical continuum. The rating of scale ranged from (1) = Strongly disagree, (2) = Disagree, (3) = Neutral, (4) Agree and (5) = Strongly disagree (DeCoster, 2005:4).

1.9 Data analysis

The statistical methods were primarily descriptive statistics to determine the frequency of particular experiences and responses. Interpretative methods were used to summarise qualitative data. All the information was summarized, analysed, sifted through and arranged in order to produce a well-balanced mini dissertation that is chronological and easy to follow.

1.10 Delimitation

The research focused on the Eastern Cape Provincial Department of Education.

1.11 Ethical consideration

In conducting the research permission was sought from the management of the Eastern Cape Provincial Department of Education to ensure maximum cooperation. All

information gathered during this research is treated with strict confidentiality. The data was collected with the consent of the respondents.

1.12 Chapter outline

Chapter 1 provides the introduction, background and problem statement, objectives and research methodology.

Chapter 2 presents a theoretical framework on planning, control, leadership and locus of control.

Chapter 3 presents an overview of school infrastructure service delivery in the Eastern Cape Department of Education.

Chapter 4 presents the research methodology and the empirical results.

Chapter 5 presents the implication of the finding.

Chapter 6 presents the summary of main findings recommendation and conclusion.

1.13 Concluding Remark

This chapter provided an introduction, background to the study, problem statement, objectives and research methodology. Having outlined the introductory chapter, the scene is set for presentation of a theoretical literature review in order to provide conceptual framework of the study.

CHAPTER TWO: Literature review

2.1 Introduction:

The aim of this chapter is to provide a theoretical literature on various aspects of management. The chapter begin by providing a discussion on the strategic planning framework. This is followed by a discussion on the challenges in formulating the strategic plans. The second part of the chapter focuses on the measuring of strategic performance. The third section of the chapter presents a discussion on the concept of planning and control. The fourth section looks into the role of management in leadership. The fifth section looks at the role of top management and a locus of control. The chapter conclude by a discussion into the role of subordinates in influencing planning.

Business management refers the achievement of set goals and objectives by utilising the resources available to the organisation. Not all the resources are needed to produce goods or to deliver services are always available at the right place, time, qualities and quantities. The switch from the scarcity of resources to abundance needs to be taken into account in the management of a business. An economically sensible management approach should be more discriminating in its selection criteria by choosing only those elements that could add value to the operations of the business bearing in mind the drive customer satisfaction (Nieman & Bennett, 2006:7).

2.2 Strategic planning framework

Planning is a primary management task conducted by managers in developing a mission and long-term objectives for the organisation as a whole. This is done by considering the norms, values and philosophy of management and employees of the organisation, its strength and weaknesses as well as the external opportunities and threats in the organisation's business environment. In addition, an effective support

system provided by higher-level managers is of great importance to ensure the successful implementation of strategic planning (Nieman & Bennett, 2006:89).

Hough, Thompson & Gamble (2008:5) define the strategic planning of an organisation as the management's action plan for running the business and conducting operations.

The heart and soul of any strategy are the actions and moves in the (market place) that managers are taking to improve the organisation's financial performance, strengthen its long term competitive position and gain a competitive edge over rivals. Strategic planning further provides a framework to link departmental objectives of the overall strategic goals of the institution. The objectives contained departmental plans that contribute to the achievement of the desired national and provincial priorities.

Touranageau (1987: 175) places an emphasis on the importance of formulating the strategy for the organisation. He states that strategy is the removal of the distractions and confusion on how managers execute their functions. According to Touranageau, strategic management processes attempt to provide quality plans by expressing in precise and unequivocal terms the detailed action plans of each manager. The strategy relates these plans to the overall corporate strategy and goals so that the managers can appreciate their roles in the aggregate mission of the organisation.

Evans & Dean, (2003:347) define strategy as a pattern or plan that integrates an organisation's major goals, policies and action sequences into cohesive whole. They argue that a well-formulated strategy helps to marshal and allocate resources into a unique and viable posture based on its relative internal competencies and shortcomings anticipated changes in the environment and contingent by intelligent opponents. They further recognise strategic planning as an importance of integrating total quality principles with the overall business planning. Total quality stresses that the customer-driven quality and operational performance are key strategic business issues that need to be an integral part of overall company planning and over emphasises that improvement and learning must be integral part of the company work processes.

Matthew and Fairholm (2009:2), defines strategic thinking as an umbrella term used to include and summarise activities such as planning, performance, program budgeting. Strategic planning has been proven very useful in achieving the vision and mission of the organisation. However, strategic planning should not be done in isolation. There is a great need for the integration of leadership, strategic thinking and traditional planning activities in an effort to make important connections and distinctions. The notion of strategic thinking emerges to fill the gaps and overcome the limitations experienced with strategic planning.

The goal of strategic thinking is much the same goal of organisational leadership. Whilst the strategic planning is upward focused, looking at ensuring how tactics link up to corporate goals and strategies, the strategic thinking is downward focused looking to ensure that meaning and purpose is diffused throughout the organisation so that appropriate goals and tactics can be developed to meet the real needs of the organisation. In addition, the strategic planning is linked to the work of classical management and strategic thinking is linked to the work of leadership. There is also a great need for thinking and planning to be done in different places and by different people in the organisation. Over and above, it is clear that strategic planning is about controls, predictions, analysis and programming. Strategic thinkers, however recognises different foundational skills that revolve around understanding, synthesis and the inherent independence of external and internal factors.

2.3 The challenges in formulation of strategic plans

According to Mintezberg (1994:108) mistakes occurs when strategic planning arrived on the scene in the mid-1960s. Corporate leaders embraced strategic planning as one of the best ways to devise and implement strategies that would enhance the competitiveness of each business unit. He elaborates that strategic planning is not the same as a strategic thinking. Strategic plan is analysis and strategic thinking is synthesis. Planning systems are expected to produce the best strategies as well as

systematic instructions for carrying out those strategies. When companies understand the difference between planning and strategic thinking, they can get back to what strategy-making process should be, namely:

- Capturing what managers learn from all sources both from his or her personal experiences and the experience from others throughout the organisation and as well as hard data derived from market research. Then such learning should be synthesised into a vision of the direction that the business should pursue.
- Real strategic change requires inventing new categories but not rearranging old ones.
- The strategic planning also needs to function beyond the boxes, to encourage the informal learning that produces perspectives and new combinations.

The challenge in strategic planning is failure to implement the plans. This failure explains why formal planning has relegated to strategies that were extrapolated from the past or copied from others. When failure to achieve the set plans occurs, planners inevitably point to a series of pitfalls for which they are not responsible. Top management is discouraged in maintain regular strategic planning sessions and mainly strategic planning sessions just to fulfil an obligation (Mintzberg, 1994:109).

The other problem is that planning represents a calculating style of management, not a committing style. Managers with a committing style engage people in a journey. They lead in such a way that everyone on the journey helps shape its course. As a result, enthusiasm inevitably builds along the way. In contrast, those with calculating style fix on a destination and calculate what the group must do to get there, with no concern of the member's preferences. Calculated strategies have no value in and themselves unless the committed people infuse their strategies or vision with energy. In addition, no matter how much lip services have been paid to the contrary, the very purpose of those who promote conventional strategic planning is to reduce the power of management over strategy making.

It is clear from the above discussion that strategy is not an isolation process but it is interwoven with all aspects in an organisation. Strategic planning is not just about holding a meeting with the label of strategic planning but goes into a collective approach and commitment by all those who are involved to see the successful implementation of the plans (Mintzberg, 1994:109).

2.4 Measuring Strategic Performance

Walters (1995:20) defines performance management as an approach to management that seeks to harness the endeavours of individual managers and workers towards an organisation's strategic goals. Firstly, performance management assists defining goals to be achieved. Secondly, it defines the outputs needed to achieve those goals and gains the commitment of individuals or teams to achieve those outputs. Thirdly, it monitors outcomes.

De Vaal & Fourman (2000:109) point out that the major determinant of the management success as the way managers and organisations deal with the bad results. He mentioned that the recipe for failure is to monitor the past-based measures, like revenue, expenditure and profits whilst the targets are missed, and decide whose fault it is or blame or even fire people. Blame as response to performance failures promotes fear in the culture. Fear stifles the ability of managers to think creatively, to re-connect with vision and strategy and find meaningful solutions to difficult problems. He further contributed by saying that the recipe for success is to include forward looking measures, like customer satisfaction, process quality and development of human skills, analysing the results for learning opportunities and create corrective actions to put the organisation back on track. Identifying corrective actions requires creative, lateral thinking and over and above delivering on corrective actions also requires focus, accountability and monitoring. Managing actions as well as monitoring results is a powerful way to shift towards a culture of responding, learning and continuous improvement. Lastly, if the outcomes and value creation is measured, managed and improved relate to strategy, and then performance of the organisation is likely to follow.

2.4.1 Apply corrective and preventative action planning

De Vaal & Fourman (2000:111) defines corrective, preventative and breakthrough as the process that involves examining the problem, analysing it, determining its causes and finding out on how to deal with it. To make most effective use of management reporting, an organisation needs a culture of openness, transparency and self-improvement. This culture is supported by reports and proper systems that contain future-oriented information, because this will stimulates pro-active and anticipative behaviour. Over and above, the systems are to be used to monitor actions including agreements, people accountability, expected results and actual results.

2.5. Concept of planning and control

Pycraft, Singh & Phihlela (2010:273) describes the concept of planning and control as the reconciliation between what the market requires and what the operation's resources can deliver. They have chosen to treat planning and control together because the division between them is not clear either in theory or in practice. They then try and distinguish the two by defining planning as formalisation of what is intended to happen at some time in the future. There is no guarantee that plans will actually happen as plans are based on expectations. These expectations may not be achieved because customers' needs might change, suppliers might not always deliver on time, machines might fail or staff might be absent through illness or public strikes. It is against this background that control, as a function of management is important. Control is defined as the process of coping with the changes in expected outcomes or achievements (Pycraft et al. 2010:278).

2.6 The role of management in planning and controlling

According to Cloete (1991:208), management entails the execution of various functions or processes. Examples of functions (processes) referred to by Cloete (1991:208) are

planning, the co-ordination of activities, leading (giving direction to subordinates), costing of activities, employing technological aids, auditing and decision – making.

Kroon, (1995:7) describes management as a process whereby people (managers) utilise human and other resources as efficiently as possible to achieve the objectives of the institution. Further, management provide the services and products to the satisfaction of the people and/or customers. Tourangeau, (1987:178) concurs with Kroon by defining control as a tool that helps management keep the activities of the organisation on track. Control as a process functions as a mechanism that warns management when activities are not being performed as they were intended so that management may trigger the corrective actions to get back on track. A good control facility detects problems in their early stages so that corrective actions can still be easily applied (Touangeau, 1987:178).

2.6.1 The role of management in leadership

DuBrin (2010:3) defines leadership as the ability to inspire confidence and support among the people who needed to achieve organisational goals. Many organisations fail to realise that although the management functions of planning, organising, problem solving and controlling are essential managerial activities, it is the true leaders of the organisation who add inspirational and emotional dimension by creating a shared vision and inspiring organisations' vision. He further explains that the framework for understanding the leadership focuses on the major sets of variables that influence leadership effectiveness. The basic assumption underlying the framework can be expressed in terms of the formula with a profound meaning that the leadership process is a function of the leader, group members or followers and other situational variables (DuBrin, 2010:20).

2.6.1 Strategic leadership and knowledge management

According to DuBrin (2010:413) leaders engaged in strategic leadership should be able to act, think, and influence in ways that promote the competitive advantage of their

organisations and should be able to provide the direction and inspiration necessary to create or sustain an organisation. In addition, thinking strategically requires high-level cognitive skills such as the ability to think conceptually absorb and make sense of multiple trends, and condense all of this information into a straightforward plan of action. Emphasising the cognitive skills of the leader helps to understand that he/she plays a major role in strategy formulation. The leader must think through what makes organisation become distinct, able to define its purpose or existence and helps it in achieving the desired goals Smit & Cronje (2004:277) give a general and summarised definition of leadership as the management function that activates people to do things willingly.

In the context of an organisation this is defined as a management activity which guides the employees of an organisation towards its goals. More specifically, Smit & Cronje (2004:279) define leaderships as a function which entails activities such as formulating the organisation's mission, goals, and strategies and explaining these to followers, giving orders and instructions to followers, deliberating with them and supervising their work, taking steps to improve their performance, disciplining them, and dealing with conflict. Smit & Cronje (2004) and DuBrin (2010) definition of leadership concurs with Oakland (1993:41) when he explains that the effective leadership starts with the top management. The top management should develop clear belief and objectives in the form of a mission statement, clear and effective strategies with supporting plans, the critical success factors, and critical processes, appropriate structure including the employee participation through comprehensive continuous empowerment. Therefore total quality is the key to effective leadership through commitment and constant improvement, applying the right first time philosophy, training people to enable them to understand the importance of customer-supplier relationship, managing systems improvement and display the modern supervision through teamwork.

2.6.2 Knowledge management and learning organisation

The framework for understanding leadership enforces the leader to be able to convert acquired knowledge into action (DuBrin, 2010:30). It does not help to have great knowledge if it cannot be converted into actions that facilitate achievement of organisational goals and vision. Leadership effectiveness refers to attaining desirable

outcomes such as productivity, quality and satisfaction of customers in a given situation. (DuBrin 2010: 30), he further stated that to accomplish the winning team, the leaders manages knowledge and cultivates a learning organization. Knowledge management focuses on the systematic sharing of information including being able to deliver information just in time. Knowledge management consists of knowledge creation, dissemination and application. A major challenge to knowledge management is the human tendency to keep best ideas secret so that they can receive full credit for themselves (DuBrin 2010:436).

Clearly, knowledge management and through a learning organisation organisational effectiveness can be achieved if the management focuses on both quantitative measures of success in achieving the set goals and qualitative measures inherent in the organisation's sense of values, purpose, meaning and vision.

2.7 The role of top management as a locus of control

Boone, Brabander & Witteloostuijn (1996:668), explore whether and why chief executive officers (CEO) and the top management teams make a difference. Their view focused in the strategic leadership domain, which suffers from two limitations. The first consists of the almost exclusive attention to the effect of observable characteristics of the CEO's on strategy and performance such as age, functional career track, tenure and combinations of demographic characteristics while neglecting the possible impact of personality characteristics of top managers. This approach impedes gaining full insight into the reason why certain top managers are successful more than others.

Hambrick & Mason (1984:196) also argue that demographic indicators may contain more noise than purer psychological measures such as a person's educational background, which may serve as a muddied indicator of socioeconomic background, motivation, cognitive style, risk propensity and the underlying traits.

2.7.1 The direct effect of top management locus of control

However, some managers exhibit external locus of control whilst others exhibit internal locus of control. Managers with external locus of control see themselves as relatively passive agents and believe that the events in their lives are due to uncontrollable forces. Externals also feel that the things they want to achieve are dependent on luck, chance and powerful persons or institutions. They believe that the probability of being able to control their lives by their own actions and efforts is low. Conversely, those with an internal locus of control see themselves as active agents, feel that they are masters of their fates and trust in their capacity to influence the environment. Internals assume that they can control the events in their lives by effort and skill.

Boone, Brabander & Witteloostuijn (1996:671), indicated the abundant research on locus of control suggested that there is a direct effect of top management locus of control on organisational performance and it is associated with the behaviour that logically relates to the effective strategic leadership. There are four relevant behavioural consequences of locus of control. The consequences of locus of control are as follows: Firstly, the very definition of the concept implies that internals and externals are likely to use different learning strategies regarding environmental contingencies of success and failure. An individual believing in personal control and acting consistently must actively search for laws ruling the way in which the environment reacts to her/his behaviour. The more they probe the better the chances are of detecting the crucial contingencies. The internals when they are confronted with unfamiliar situation is likely to engage in extensive trial-and error behaviour whilst the externals who believe in mere luck,

whimsical fate or manipulation by uncontrollable forces cannot expect any significant pay-off from such behaviour (Boone, Brabander & Witteloostuijn 1996:671).

Secondly, internals generally perform better than externals in achievement-related domains such as career track and education. Achieving long-term goals requires the capacity of delaying immediate gratification. It is unlikely that someone who believes that achieving long-term goals depends on luck or external forces can persist in making such sacrifices. A related finding is that internals reveal, on average higher intrinsic motivation than externals (Boone, Brabander & Witteloostuijn 1996:671).

Thirdly, internals have a different leadership style than externals. Internals are more persuasion to influence the behaviour of their subordinates, while externals rely more on coercion. Furthermore, task groups with internal leaders perform better than groups led by externals. Internal leaders are more task-oriented, whereas external leaders are more emotion-oriented and internals show more transformational behaviour than externals (Boone, Brabander & Witteloostuijn 1996:671).

Fourthly, internals are less likely to become ill after experiencing stressful life events than external person. The locus of control moderates the relationship between stress and illness, which results from differences in coping behaviour. Internals are also reacting positively in problem-solving way in the face of stressful events, on the other hand, respond emotionally or withdraw from the problem in question (Boone, Brabander & Witteloostuijn 1996:671).

2.8 The role of the sub-ordinates in influencing planning

Although managers are more accountable for planning in an organisation, the voice of the subordinates should not go unheard. Subordinates are also partly responsible for effectively making issues known in the first place. The non-achievements of plans may be due to lack of communicating the organisations' plans to the employees. This is an important step towards helping managers receive and act on the upward feedback they need for their organisations to remain healthy (Detert & Burries, 2007).

Detert & Burris (2007:869) investigated the relationship between change-oriented leadership (transformational leadership and managerial openness) and subordinate improvement-oriented voice. The relationship showed to be mediated by subordinate perceptions of psychological safety, illustrating the importance of leaders in subordinate assessments of risks of speaking up and leadership behaviours have the strongest impact on the voice behaviour of the best performing employees. The findings about the

value of overt leader behaviour in getting more employees ideas on the table have important action implications. Further, employees at all levels are likely to need training in both the delivery and receipt of upward information.

2.10 Concluding remarks

The literature review indicated that functions of management such as planning, control and leadership are central to the success of an organization. The literature review also revealed that top management should put more emphasis on strategic planning as well as strategic thinking which has been introduced as a new concept in the area of planning. Strategic planning management should also play a central role in monitoring departmental progress on key strategies and the implementation of the strategic goals. The plans should be factored in the government priorities, the plans should be linked to budgetary processes, implemented and regular monitoring, reporting as well as evaluation act as an effective monitoring and evaluation tool.

The power of the system lies in its potential to integrate the monitoring and evaluation of not only individual performance, but also organisational performance. To do this effectively, departments must integrate organisational efforts and special projects into the performance management system and consolidate the performance monitoring processes into fewer processes within the quarterly progress monitoring phases, to enforce the accountability and responsibility. Good performance should be recognised immediately whilst there should be continuous training efforts, which should be incorporated into the developmental plans of the bad performers (Brewester, Carey,

Grobler, Holland & Warnich,2008: 31) accepted the fact that governments do not make profits but do create the environment in which organisations and employees can interact to the advantage and benefit of the relevant stakeholders concerned.

Finally, the government departments need strategic leaders to take their organisations to the next level who are the coaches, mentors, teachers or consultants and who practices participative leadership style. Leaders that create teams and makes people feel as insiders rather than outsiders. He/she encourages taking blame for failures and to learn from the mistakes. He/she also ascribe success to own efforts and not luck. This leader encourages internal locus of control and gives feedback when he/she observes elements of external locus of control from others. He/she asks for feedback on his/her own behavior from team or group members.

CHAPTER THREE: Overview of the school infrastructure delivery

3.1 Introduction:

This chapter dealt with the overview of the planning in school infrastructure delivery in the Eastern Cape provincial department of education. It also looks at the control and the leadership issues around the implementation of the plans.

3.2 Policies that guide the development of the school infrastructure plan.

Infrastructure policies are crucial in providing guidance to the infrastructure planning processes as well as ensuring that the outcomes are realistic and are addressing the challenges.

3.2.1 The Provincial Strategic Framework (PSF)

The Eastern Cape Provincial Strategic Framework (PSF) is aiming to respond to the need for transforming the electoral mandate into the government plan of action and align the government machinery to discharge the mandate. It was developed and adopted by the Provincial Executive Council in June 2009. It draws on the findings of the Provincial Growth and Developmental Plan (PGDP) review of 2009. The PGDP

aims to address the high levels of poverty, unemployment and illiteracy in the province and it has set targets for a period of 10 years. One of the targets is to improve literacy rate in the province by 50% by 2014 through the provision of school infrastructure (The Provincial Strategic Framework, 2010).

The school infrastructure supports the quality of life and is the foundation of a healthy and robust economy (Office of the Premier, 2009:46). The PGDP acknowledges the extent to which the legacy of colonialism and apartheid rule had resulted in huge social and economic infrastructure backlogs particularly in the former homeland areas.

The report shows that there has been noticeable progress in school infrastructure development, though not at a large scale nor at a sufficiently rapid pace to make an immediate large scale impact.

The report also identified that among other challenges for not having the integrated infrastructure plans, is funding. It is evident that current allocations are nowhere near what is needed to meet competing infrastructure demands elsewhere in the economy. The assessment report, (2009:51-52) recommends that the PGDP should aim:

- At the establishment of a project preparation fund whose sole purpose would be to finance the preparation of projects so as to mitigate against the initial financial risk thus providing a pipeline of projects that will crowd-in private sector investment,
- At the appointment of an administrator and part- time panel of decision-makers that would decide which projects to prepare and how to obtain expertise,
- At establishment of a technical support center to provide coordinated engineering, project support and training,
- At promoting the concept of the public private partnership (PPP) as alternative source of funding for the infrastructure projects, and
- At strengthening of the regulatory framework governing planning and budgeting for maintenance of infrastructure

3.2.2 2005-2009 Departmental Strategic Plans

The vision of the department of education is to offer a quality public education and training system that transforms schools into centres of community life and promotes shared moral values, good governance and sustainable development.

Education is therefore central to the development and transformation of the Eastern Cape Province and is critical in ensuring that the human resources that are required to meet set goals are developed and capacitated. One of the strategic goals of the department is to provide adequate physical and school infrastructure to support

teaching and learning at all levels. The school infrastructure plan is informed by the size of the population of the Eastern Cape estimated at 7,088,547 in June 2004. This represents 14% of the national population. Based on the results of the 2001 census, 63.6% of households live in poverty, 36.5% have no more than a primary school education, 50% of the population is estimated to be illiterate (Five-Year strategic Plan, 2005/06:1).

3.2.3 The Medium-Term Strategic Framework (MTSF)

Another important document in the infrastructure planning is the Medium-Term Strategic Framework (MTSF). It indicates government's strategic priorities that are to be addressed in education such as the recapitalization of Further Education and Training (FET) colleges, skills training nexus, improving school performance, ensuring dedicated resources for launching a massive programme for Early Childhood Development, expanding primary schools. MTSF promotes the alignment of the school infrastructure plan with the Integrated Development Plans (IDPs) of the municipalities (MTSF, 2009:2).

3.2.4 The Provincial Spatial Development Plan

The provincial spatial development plan has a direct influence on the provision of school infrastructure. It describes settlement patterns in the province that in turn provides a lead as to where the infrastructure facilities are needed the most. The settlement patterns are characterized by outward migration from rural areas to urban areas. The

reasons for the migration are the absence of economic and employment opportunities, retrenchments in the formal agricultural sector. This imposes a huge burden on the department to review its school infrastructure plans.

3.2.5 The Co-operative Government and Intergovernmental Relations

In terms of the Constitution Act no. 108, (1996:25) government is constituted as national, provincial and local sphere of government. This principle requires that all spheres of Government co-operate, assist and support one another in planning among other things for infrastructure delivery.

An intergovernmental relation system therefore, consists of facilitative systems and relationships that enable the units of government to participate effectively and carry out mandate so that governmental goals are achieved. This includes executive mechanisms, co-ordinating mechanisms, co-operative agreements, judiciary and legislative mechanisms that all facilitate delivery by government machinery. In addition, the aim of intergovernmental relations is to enable governmental activities primarily service delivery, through synergy, efficiency, and effectiveness in delivering the services to sustain democracy and strengthen delivery capacity across all spheres of government for the common goal.

Opeskin,(1998:11) elaborates further on the need to promote the intergovernmental relations. He refers to the relations between central, regional and local government that facilitate the attainment of common goals through co-operations. The main aim of the collaboration is to focus on accelerating the school infrastructure delivery.

Poor service delivery is seen as a challenge that can be better managed through a stronger intergovernmental relations system. Ways and better means should be sought to continually promote and sustain liaison with governmental stakeholders. Without an integration of the multi-sectoral, co-operation among all spheres of government and creating the right balance, the tensions that arise in these relationships continue to create systemic blockages and weaken government's delivery capacity further.

3.3 The continuous need to improve the school infrastructure planning

Equal Education report, (2010:5), shows that there is direct link between improved school physical infrastructure and higher learner performance which must be considered in light of the inequalities- in access to basic resources between South African schools. This means the current system is not adequately addressing the problem of continued drop in matric pass rates since 2003, from 73% to 60%. All factors found to impact on learner performance including the equitable provision of resources and school

infrastructure must be urgently and systematically provided if this crisis is to be dealt with. The provision of school libraries in all schools especially in rural areas as well as the approval of policy should be accelerated. Wilson & Kelling, (1982:1123) assert that neglect and disrepair of school infrastructure lead to a dysfunctional environment and to dysfunctional behavior as well. The report provides important evidence that school infrastructure had a critical impact on student attendance a drop- out rates. It further reveals that schools in structural ruin, schools with inadequate custodial services provide an environment where students are less likely to attend school and are more likely to drop out.

The feasibility of the policy process that is responsible for school infrastructure is also questionable. Most school districts improve infrastructure through bond initiatives, which means that voters are directly responsible for deciding whether the infrastructure of school is worthy of improvement. It is of a great concern that such responsibility is trusted to people who may have little or no attachment to the education or safety of children going to dilapidated schools.

3.4 Implementation of the school infrastructure plan

State of Nation Address, (2005:2) reflects the school infrastructure delivery cycle which indicates that the plans to build schools are unfolding at a much slower pace than envisaged and there is a continuing gross under expenditure on school infrastructure budget. It is therefore necessary that there is integration of planning, budget and implementation across the government sphere. The best practice for budgeting

processes should be adopted so that multiyear projects are to be budgeted for across the duration of the projects. It means that Department of Education and Public Works must be willing to enter into contractual commitments for multi-year projects rather than budgeting projects for one year. Infrastructure delivery improvement program was determined as the key strategy of government to address inadequate capacity and skills in the infrastructure sector. The school infrastructure delivery cycle should be amended to infrastructure programme management plan which includes the priority project list for the year (IPMP), the infrastructure programme implementation plan (IPIP) and the

service delivery agreement with clear deliverables signed by the both parties i.e department of education and the implementing agent (National Treasury Report, 2005:29).

3.4.1. Infrastructure Delivery improvement programme (IDIP) in school infrastructure

The IDIP Review Report, (2009:43) reflects that the IDIP programme has been introduced and its goal is to contribute to the improvement of public sector infrastructure delivery in the context of the Accelerated Shared Growth Initiative in South Africa (PGDS) which spell out the infrastructure mandates for provincial departments. The purpose of the IDIP is to improve the effectiveness and bring the efficiency of the public sector infrastructure delivery through institutionalising best practice tools and building capacity. The IDIP linkage to PGDS helps to:

- To align the infrastructure delivery improvement plan to provincial priorities (IDIP) and needs.
- Anchor IDIP to provincial government institutions particularly in education and health.
- Provincialise IDIP and promote longer term sustainability of the key components that will remain in the province beyond formal IDIP support
- Measure impact achieved in accordance with provincial priorities.

In support of IDIP, the Construction Industry Board (CIDB) has developed a Delivery Management Toolkit that systematically covers various stages of infrastructure delivery, linking each stage to the relevant policy, legislation and regulations that underpin the implementation of government infrastructure.

3.4.2 Public Private Partnerships as an alternative source for school infrastructure delivery.

Jackson & Hlahla, (1999:1) explains the challenges facing the delivery of the school infrastructure including the delivery of infrastructure in South Africa. Government

organisations and Municipalities also lack the institutional and financial capacity to address this challenge alone and have to raise private sector finance to supplement their limited resources and government grants. They saw an opportunity in accelerating the infrastructure service delivery through the implementation of public private partnerships (PPPs). In their introduction, they explained the traditional way to deliver the public infrastructure using the design-bid-build procurement system. With increased in demand for new developments and maintaining existing infrastructure, public funding resources are unable to keep pace with the demand. Therefore, PPPs are preferred as alternative delivery systems to address some of the funding problems. PPP's arrangements are utilized extensively and found considerable acceptance in several parts of the world. There is still no appetite in using PPPs in the Eastern Cape Government especially provincial department of education in supplementing its limited resources and as such huge backlogs on delivering infrastructure is experienced.

3.5 Legislative Requirements provides clear controls and processes for school Infrastructure:

The DORA framework, (2011:10) the strategic goal of this grant is to supplement the province to fund provincial education infrastructure. The purpose of the grant is to help accelerate construction, maintenance, upgrading and rehabilitation of new and existing infrastructure in education and to enhance the capacity to deliver infrastructure in

education. The transferring department of the Eastern Cape Provincial Infrastructure Grant is the National Department of Basic Education.

The outcome of the grant also seeks to achieve the improved service delivery by the provincial education department as a result of improved and increased stock of schools infrastructure, an aligned and coordinated approach to infrastructure development at the provincial level and improved education infrastructure expenditure patterns.

The outputs for this grant are the new schools, additional libraries and laboratories constructed, the existing school infrastructure upgraded and rehabilitated and the new and existing schools maintained.

The Education Infrastructure Grant has conditions attached to it. These conditions must be met before any installment of the grant is released are: that education must submit tabled User Asset Management Plans (U-AMPs), (formerly Infrastructure Plans) with prioritized project lists that is signed-off for the 2011 MTEF by 8 April 2011 to the national Department of Basic Education (DBE) and to the Provincial Treasury, quarterly performance report, effectiveness report and assessment form showing the number of schools that has reached the final stage. This deliverable is required for the transfer of the grant funding.

3.5.1 School Infrastructure Backlogs Grant:

The Department of Education also receives the additional School Infrastructure Backlogs Grant for Infrastructure. This is a new grant and has been initiated in the 2011/12 financial year in order to assist with the eradication of mud structures. The transferring National Officer is National Basic Education (DBE); the strategic goals are the eradication of inappropriate education structures and backlogs in basic services. The purpose of the grant is to eradicate inappropriate school infrastructure, the provision of water sanitation and electricity to schools. This grant seeks to achieve the outcome of improved access to enabling learning and teaching environments.

The grant has conditions attached to it as this is a grant-in-kind administered by the national Department of Basic Education (DBE) that may be transferred to a province

through the Education Infrastructure Grant if the province is able to demonstrate, through a proven track record, that it has the capacity to implement the projects. In addition DBE must submit a Programme Implementation Plan which includes detailed project plans, procurement plans and procurement strategies, projected cash flow

schedules and plans detailing the monitoring and evaluation of project implementation of projects funded through this grant to National Treasury for sign off before requesting the first drawings on this grant, (DoRA, 2011:120).

3.5.2 Infrastructure Reporting Model (IRM)

The section 32(2) of the PFMA requires that departments report quarterly in terms of performance. Hence in order to meet this requirement the National Treasury developed a tool to facilitate this reporting. This tool is called the infrastructure reporting model (IRM) and the reporting format is excel based and allows the departmental infrastructure managers to capture the relevant performance information for each infrastructure project manually.

This information includes the name of the project, the budget over the MTEF and the expenditure per month for the year in concern.

These reports are forwarded to National Treasury on a quarterly basis, and once the report has been assessed by National, a determination is made as to whether the relevant department has performed in terms of infrastructure delivery. If there is non-performance, the National Treasury uses the IRM performance as a basis to withhold infrastructure funds from the province. These funds will be released back to the province, if the province cannot prove that it would utilize the funding by that particular year. The withholding, stopping and re-allocation to another province is legislated as per DORA.

The IRM has following challenges attached to it:

- The IRM is excel based and although it is heavily protected by password to prevent unnecessary changes to project information, the passwords are sometimes bypassed such that project data can be manipulated.
- Since IRM is excel based, it allow for errors such that continuous projects can be omitted in the IRM or projects deleted before completion.
- The project values entered in the IRM are sometimes estimates and once the tender is awarded, the IRM does not provide a column for both the estimate and the actual tender amount.
- Sometimes the project status is not updated

However, despite these challenges, the IRM is currently the most comprehensive reporting tool which is being used by the Province to manage the delivery of infrastructure projects.

3.6 The realization in the actual implementation of school infrastructure plans

Wildeman, (November 2002:1-17) attempts to understand the State's obligations with regard to school infrastructure as well as understanding how this obligation finds expression in the official education policy of the department of education.

In section 88 of the Norms and Standards for school funding, provincial education departments are required to maintain an accurate, prioritised and annually updated database of school construction needs. The department of education is also required to use this information to update long-term projections of new school construction targets and funding requirements.

It is clear from the policy provisions that provinces are central in producing accurate estimates of the capital backlogs. If one takes into account the methodological problems with the survey, then the provincial arm of government does not seem to comply with the policy imperatives. The absence of the reliable database of backlogs in the province

would not be able to eliminate such dire needs. Therefore, it appears in terms of the implementation of this programme that administrative weaknesses may prolong the time it takes to access deserving poor school communities to build school infrastructure facilities. The department of education found discrepancies in the databases of national and provincial departments and there appears a substantial over-estimation of needs in some schools.

In addition, the programme articulated both the systematic overhaul of the inequalities in service provision, while at the same time insisting on flexibility in responding to immediate crisis. The report also reflected that there are learners that are still studying under the tree as well as on mud structures and inappropriate structures.

3.7 State of the school infrastructure in the Eastern Cape

The challenge that faces the department of education is the fact that the completed schools are not published as well as the school infrastructure plans. The DoRA Framework, (2011) following data reflects the number of schools and the status thereof:

- There are 395 mud schools in the Eastern Cape to be eradicated and replaced.
- There are also 1 307 schools without water,
- 536 schools without sanitation and
- 1 434 schools without electricity

3.8 Audit Outcomes of the Department of Education

The table below shows that Auditor-General was not able to express an opinion or rely on the internal controls of the department at all in all these years. It means that the department of education was underperforming for the stated number of years.

Table 3.1 Auditor General

2009/10	2008/09	2007/08	2006/07	2005/06
Disclaimer	Adverse	Adverse	Adverse	Disclaimer

Source: Auditor General -Annual Report (2010)

3.9 Role of leadership on the school infrastructure delivery

Most of managers get on with their jobs, getting things done, meeting targets and developing teams. Leading others involves a very different set of skills to many of the attributes that are required for effective management. Many commentators said that leadership is quite different to managing and identify that leadership often seen as a set of characteristics that some people have and others do not have. These characteristics are listening skills, courageous, decisive, committed positive wise and passionate.

Although many of these characteristics are laudable, perhaps something to inspire to and they are not often things that we can all say that we possess. In addition, we can argue that someone who feels that they encapsulate all of these would automatically exclude himself or herself from wisdom that can only come from modesty (DuBryn, 2010:33).

Dubrin, (2010:113) defines leadership style as an extension of understanding leadership behaviours and attitudes. There are different types of leadership and discussed below:

3.9.1 Participative leadership

Participative leaders share key decision making with the team members. Their style is based on management openness because the leader accepts suggestions for managing the operation from group members. It also encompasses the teamwork approach. Predominant behaviours include coaching team members, negotiating their demands and collaborating with them.

3.9.2 Autocratic leadership

Autocratic leadership retain as much power and decision making as possible. They do not consult employees, nor are they allowed to give inputs. Employees are expected to obey orders without receiving any explanations. The motivation environment is produced by creating a structured set of rewards and punishment.

3.9.3 Entrepreneurial leadership

The entrepreneurs are forced to identify staffing needs, expertly fill them and lead the team to success over and above influence to achieve the objectives of the organisation.

To be an effective leader an entrepreneur must:

- Build trust and confidence among employees.
- Effectively communicate with the employees.

3.9.4 Charismatic leadership

Charisma is described as the leader's ability to generate great symbolic power. He/she is gifted with exceptional skills and talents with more emphasis on the purpose, powers and extraordinary determination which differentiating them from others. Charisma always found with significant relationships with the follower, trust, effort and commitment (DuBrin, 2010:67).

3.9.5 Transformation leadership

The transformation leader helps bring about major positive changes in the organisation. Followers of these leaders feel the trust, admiration, loyalty and respect towards leaders and are motivated to perform extra-role behaviours. Leadership with high transformational behaviours achieve maximum performance from followers because they are able to inspire them to raise their criteria for success and develop innovative problem solving skills (DuBrin, 2010:83).

Dubrin (2010:445) emphasis that there is a great need for the leadership development programs to be provided by the provincial department of education to sustain the school infrastructure delivery. The most time honoured strategy for the developing prospective new and practising leaders is to enrol them in leadership such as personal growth, strategy formulation, influence, motivation, persuasive, communication, diversity management and the offsite training.

There is also a great need to develop a pool of candidates where a continuous evaluation of potential individuals will be equipped with the right type of developmental experiences. Developing a pool of successors goes beyond succession planning, which usually involves identifying one or two candidates for a specific job. This requires continuous monitoring of the program and should be discussed at the top management meetings (DuBrin, 2010:463).

3.10 External versus an internal locus of control

Coetzee (2003:104) encourages managers and team members to be more of the internal locus of control as they are generally more productive and satisfied in whatever they performed. An individual's locus of control is the result of an acquired attitudes and behaviour. He suggests that the behaviour of people can vary from one situation to the next and that their belief in an external or internal locus of control varies, depending on their social culture and the particular situation they are facing.

The elements in a motivating climate that enhance an internal locus of control include: making it possible for people to experience success, for example by setting clear goals, giving encouragement and support to reach the goals and linking recognition and rewards directly to performance.

3.11 Concluding Remarks

The department of education school infrastructure planning and delivery is guided by the Eastern Cape provincial growth and development plan which highlights the strategic infrastructure issues and the areas targeted for nodal development.

The provincial department of education policies should do more than just encourage local government integration but should enforce local government to include school facilities in their short-and long-range comprehensive plans local and regional into their master facility and capital improvement plans.

The cost of building construction of schools is too high, to reduce the cost as well as mitigating duplication of services where the sector departments and local government

agencies are competing with the private market for land, labour and materials. One database of school infrastructure should be developed and infrastructure budget be centralised. The service delivery model adopted by the Executive Council which makes Public Works a provincial coordination and implementing agency should be adopted and resourced in order to accelerate the school infrastructure delivery.

The overview revealed that the school infrastructure plan should be aligned to Provincial policy priorities of the department of education as these documents provides the overall strategic framework for the integrated school infrastructure plans in the province.

There is a great need to review the school infrastructure backlogs in order to accommodate the migration pattern that is occurring to the urban centres such as Buffalo City and Nelson Mandela Metropole.

Leadership traits or characteristics can very varied and it is almost impossible to change individual's basic personality to become whatever one think a leader is. Leadership style can be changed and different styles are appropriate at different contexts. Leaders should be more concerned with by ensuring that people worked together and forging bonds between people.

CHAPTER 4: The empirical findings

4.1 Introduction:

The aim of this chapter is to analyse the data that had been collected and thereafter present the empirical findings.

4.2 Population and Sample

The target population were officials from the Education department at head office and the six regions in the Eastern Cape (Alfred Nzo, Amatole, OR Tambo, Cacadu, Chris Hani and Ukhahlamba), department of Roads and Public Works and Provincial Treasury. The officials were mainly the ones that are directly on planning the delivery of school infrastructure, involved in supporting the department of education with implementation of school infrastructure plan and monitoring and reporting the performance.

4.3 Data Collection

The data was collected from thirty six questionnaires but only thirty respondent, which were administered face to face and clarification of questions were done telephonically. The questions were structured in such a way that yields results and valid information is obtained from the officials dealing with the school infrastructure delivery in the department of education. The questionnaire was divided into five sections as follows:

- Section A: Demographic information
- Section B: Leadership style
- Section C: Implementation of school infrastructure plan
- Section D: Qualitative questions
- Section E: Locus of control

4.4 The empirical findings

4.4.1 Section A- Demographic Information

4.4.1.1 AGE

The age of the respondents is portrayed in table 4.1 below:

Table 4.1 Sample of Segmentation by Age

Years	Count	Percent
16-20	0	0.00%
21-30	4	13.33%
31-40	10	33.33%
41-50	8	26.67%
51-60	7	23.33%
60+	1	3.33%
Total	30	100.00%

Source: survey data (2011)

The results reflects that ages between 21-30 is 13.3%, 31-40 is 33.33%, 41-50 is 26,67%, 51-60 is 23.3% and only 3.33% represent ages above 60.

4.4.1.2 Gender

The gender of the respondents is portrayed in table 4.2 below:

Table 4.2: Gender

Gender	N	%
Male	19	63.3%
Female	11	36.7%
Total	30	100.00%

Source: Survey data (2011)

The table 4.2 above reflects that 63.3% of the total sample is male and 36.7% is female.

The meaning of the results showed that infrastructure environment is staffed with males as the work involves require technical expertise. The construction industry is perceived to be male dominated.

4.4.1.3 Race

The race is reflected in table 4.3 below:

Table 4.3 Race

Race	N	%
Black	22	73.33%
Coloured	4	13.33%
Indian	3	10.00%
White	1	3.33%
Total	30	100%

Source: Survey data (2011)

The results in table 3 above reflect that the majority of the respondents were black and represents 73.3% and the rest of other groups shared the remaining 26%. .

4.4.1.4 Level of Education Qualification

Table 4.4 Level of Education Qualification

Levels of education	N	%
Below Matric	0	0
Matric	1	3%
Certificate	0	0%
Diploma	11	37%
Degree	6	20%
Post graduate degree	12	40%
Total	30	100%

Source: Survey data (2011)

The table 4. 4 above reflects the current skills profile of officials that are directly involved in managing the school infrastructure in the department of education as well as the ones that supports the implementation of the infrastructure. The results show that officials having matric represent 3.33%, 36.67% with diploma, 20% with degree and 40% with post graduate degree respectively.

4.4.1.5 Number of years employed in the department

The table 4.5 below reflects the number of years of officials working in the department

Table 4.5 Number of years employed in the department

Years of experience	N	%
0-5 years	13	43%
6-10 years	4	13%
11-15 years	2	7%
16-20 years	3	10%
21-25 years	3	10%
26-30 years	1	3%
30 years +	4	13%
Total	30	100%

Source: Survey data (2011)

The higher (43%) of respondents worked for the department from 0-5 years, 13% were worked between 6-10 years, 7% were worked between 11-15 years, 10% worked between 16-20 years, 10% worked between 21-25 years, 3% worked between 26-30 years and 13% worked from 30 years and above.

4.4.1.6 Number of years employed in the infrastructure unit

The results shown in table 4.6 below reflect the number of years in which the officials were worked in the infrastructure unit.

Table 4. 6 Number of years employed in the infrastructure unit

Number of years	N	%
0-5 years	19	63%
6-10 years	3	10%
11-15 years	5	17%
16-20 years	2	7%
21-25 years	1	3%
26-30 years	0	0%
30 years +0	0	0%
Total	30	100%

Source: Survey data (2011)

The majority (63 %) of respondents worked for in the infrastructure unit between 0-5 years, 10% worked between 6-10 years, 17% worked between 11-15 years, 7% worked between 16-20 years, 3% worked between 21-25 years and there were no respondents between 26-30 and above 30 years. At least most of the respondents were demonstrating the acceptable level of experience in the school infrastructure environment.

4.5 Section B: Leadership

The respondents were asked to rate their perceptions about the leadership in the department. A likert scale of 1-5 was used to assess the effect of the leadership style in the work environment. The ratings were (1)= strongly disagree, (2)= disagree, (3)= neutral (4) = agree and (5)= strongly agree.

4.5.1 Section B- Leadership Style

The responses are portrayed in table 4.7 below

Table 4.7 Leadership Style

Item	Statement	Mean score
1	The development of infrastructure plan in the department involves senior and top management only.	2.87
2	The infrastructure plan development process is fully consultative and opened for inputs of middle management including lower levels	3.30
3	The departmental leadership has a clear plan for improvement of school infrastructure delivery.	3.43
4	The school infrastructure delivery improvement plan is adequately and clearly communicated to all officials to foster their support	3.03
5	The top management promotes good governance principles in respect of school infrastructure expenditure management.	2.00
6	The department of education offers a good working environment.	2.43
7	The department values employee's opinion	3.17
8	The department has confidence on staff to work without supervision	2.93
9	The department provides adequate support to employees when required.	2.83
10	The department of education has the capacity to implement all policies.	2.23
	Total	28.22

Source: Survey data (2011)

The mean score below 3 indicates clearly that the respondents had challenges in the areas indicated and therefore they did not support at all the leadership style of management. The mean score less than 3.5 showed that the respondents are not certain whether the statements were true or false. Challenges with mean score below 3.5 are discussed below:

The statement 1 as reflected in table 4.7 asked the respondents whether the development of infrastructure plan involves senior and top management only. The mean score is 2.87 and is less than the mean score of 3.5 which is less than 50% meaning that the respondents were not supporting the statement which says the development of infrastructure plan involves senior and top management only. Therefore, the department was involving all levels when the school infrastructure was developed.

In statement 2 respondents were asked to indicate whether the infrastructure plan process was fully consultative and opened for inputs of middle management including lower level officials. The average score is 3.30 and the respondents were neutral and as such this reflected that the respondents were uncertain that the process of developing the school infrastructure was consultative.

In statement 3 the respondents were asked to confirm whether the departmental leadership has a clear plan for the improvement of school infrastructure delivery. The results reflected the average score of 3.43, meaning that the respondents were also neutral or uncertain in supporting the statement and therefore the leadership in the department did not have a clear plan in dealing with school infrastructure.

In statement 4 the respondents were asked to indicate whether the school infrastructure delivery plan is adequately and clearly communicated to all officials to foster their support. The results reflected the average score of 3.03; meaning that the respondents were neutral in supporting the statement that said the school infrastructure delivery improvement plan is adequately and clearly communicated to all officials to foster their support.

The statement 5 asked the respondents to indicate whether the top management promoted good governance principles in respect of school infrastructure expenditure management. The results reflected 2.00 as the average score, meaning that

respondents are not in agreement with the statements that leadership promotes good governance principles in respect of school infrastructure expenditure management. This was a crucial element for management,

In statement 6 as reflected in table 4.7 above, the respondents were asked to confirm whether the department of education offers a good working environment. The mean score is 2.43, meaning that the respondents did not agree with the statement that the department offers a good working environment.

The statement 7 where the respondents were asked whether the department values employee's opinion: The mean score is 3.17 and was reflecting that the respondents were not certain to support the statement that the department values employee's opinion.

The statement 8 department had confidence on staff to work without supervision: The results shown reflected that the respondents were moving towards neutral and the mean is 2.93, meaning the respondents were not sure whether they support the statement or not.

In statement 9, the respondents were asked to confirm whether the department provides adequate support to employees when required. The mean score is 2.83 meaning that the respondents are disagreeing with the statement but moving towards neutral which then reflect that the respondents are not sure whether the department provides adequate support to employees.

The statement 10 was to prove whether the department of education indeed has capacity to implement all policies. The mean score reflected in table 4.7 is 2.23, meaning the department do not have the necessary capacity to implement all policies.

The mean of the total mean score from the leadership data survey is (28.22/10) 2.82 and this reflects that the leadership style demonstrated by the management of the

department of education is not good quality enough to drive the success of the school infrastructure delivery.

The lowest results showed in statement 5 and statement 10 supported the fact that if the department was not promoting the good governance principles and had no capacity in implementing the policies which were crucial elements in leadership, the non-performance will be experienced.

4.6 Section C: Implementation of school infrastructure plan

The response of the school infrastructure implementation plan is presented in the table 4.8 below:

4.6.1 Section C- Implementation of school infrastructure plan

Table 4. 8 Implementation of school infrastructure plan

Item	Statement	Mean score
1	The operational plans of all relevant units in the department are in line with the implementation of school infrastructure delivery improvement plan.	2,80
2	The infrastructure unit of the department demonstrates the required leadership on all issues of infrastructure.	3.03
3.	The department has adequate capacity and skills to ensure the successful implementation of school infrastructure delivery.	2.23
4	It is important to ensure that all delivery targets are met	2.69
5	There are sound systems and controls to detect and correct poor or unacceptable practices relating to school infrastructure management	2.60
6	There is a quality and accuracy review process followed by the department before each submission of infrastructure information to external stakeholders. (Legislature/ National Treasury/ Provincial Treasury)	2.67

Source: Survey data (2011)

All the mean scores were below the 3.5 meaning that the respondents had problems with the statements indicated in table 4.8 and as such challenges were discussed below

- **The operational plans of all relevant units in the department are in line with the implementation of school infrastructure delivery improvement plan:** The average score is 2.80, meaning that the respondents were not supporting the

statement which states that operational plans of all units in the department are in line with the implementation of school infrastructure delivery improvement plan.

- This means that each unit was working in silos and there is no integration or combined effort in achievement of the desired goals.
- **The infrastructure unit of the department demonstrates the required leadership in all issues of infrastructure delivery:** The mean score is 3.03 and was reflecting that respondents were neutral but moving towards the agreeing with the statement that the department demonstrate the required leadership in all infrastructure delivery. Thus also means that the respondents were not sure with the statement.
- **The department has adequate capacity and skills to ensure the successful implementation of school infrastructure delivery.** The mean score is 2.23, meaning that the respondents were disagreeing with the statement. This simple means that the department did not have the necessary capacity and skills in delivering the school infrastructure hence the failure in delivering the school infrastructure was experienced.
- **It is important to ensure that all delivery targets are met:** The mean score is 2.69 and respondents were disagreeing to the statement which ensures that the department was meeting all delivery targets. Therefore it was then perceived that the department indeed was not meeting targets; hence there is also failure in implementation of the school infrastructure plans.
- **There are sound systems and controls to detect and correct poor or unacceptable practices relating to school infrastructure management:** The mean score is 2.60. The overall performance in this regards is poor as the respondents were not supporting the statement, meaning that there were no

sound systems and controls in place at all to support the department in monitoring the performance.

- **There are sound systems and controls to detect and correct poor or unacceptable practices relating to school infrastructure management:** The respondents were to a very high degree not supporting the statement that the department had a quality and accuracy review process for all submissions made to various stakeholders. The mean score is 2.69

The overall of the mean score is 2.69 and was perceived as very low score as it reflects that the total performance in this section is relatively poor, meaning that the implementation of school infrastructure is not happening at all taking into account the issues of the lack of capacity, systems and controls that are not adequate and finally the delivery targets that not met at all.

4.7 Section D – Qualitative responses

In this section responses were derived from the open-ended questions which were mainly focusing on checking whether respondents understood the infrastructure environment starting from factors to be considered in developing comprehensive school infrastructure plans, the systems used and the capacity required from the officials entrusted with the function and whether the department had the retention strategy.

Table 4.9- Qualitative questions

1	<p>What are the key elements of a school infrastructure plans.</p> <ul style="list-style-type: none"> • Context in which the institution operates. • Levels of service. • Demand or need determination. • Existing infrastructure. • School infrastructure financial funding strategies and expenditure projection • Organisational and support structure plan to implement school infrastructure.
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	<ul style="list-style-type: none"> Planned improvements and monitoring as related to school infrastructure.
2	What is the skills profile of people who entrusted with the responsibility of managing school infrastructure?
3	What retention strategy is in place to address the school infrastructure skills shortage in the department / unit.
4	What are the control measures that the department put in place to ensure that infrastructure budget is fully utilized.
5	Are the present systems adequate to support the department in the production of school infrastructure management reports?
6	Describe the process or mechanism in place to track the school infrastructure backlogs.

Source: Survey data (2011)

In question 1, the respondents were asked to indicate the key elements when developing the school infrastructure plan and almost all of the respondents selected all the bullets which were highlighted in the table 4.9 of the questionnaire to be considered when developing the integrated school infrastructure plan. Some of the respondents added other important elements such as the User Asset Management plans which specify the technical conditions of the facilities, procurement strategies, the level of the required service and adequate funding. Meaning that, the respondents did understand the key element of a school infrastructure plan.

In question 2, most of respondents mentioned the required skills necessary in driving the school infrastructure delivery such as built environment, project management, financial, analysts and reporting skills.

Question 3 reflects that the majority of response showed that there was no retention strategy is in place in the department at the time of the study and as such there was an assumption that officials were working in fear and thus resulted of them being not innovative or being not be able to initiate any new developments.

The response in question 4 reflects that the department has no control measures in place to ensure that the budget is fully utilized. Hence the department has been under

spending for so many years. The funds were withheld by National Treasury for not utilizing the budget during the year of appropriation. In terms of section 17 of Division of Revenue Act, allows National Treasury not to release the funds not utilised by the department and funds could be further distributed to other province.

Question 5 reflected that all the respondents felt that there were no adequate systems to enable them to produce quality reports on time and as such the data integrity was questionable. The current systems in place namely the In Year Monitoring and Infrastructure reporting model were considered as not reliable as respondents mentioned that both systems reported different information.

Over and above, in question 6, most of the respondents showed that there was no system that would assist the department to track the school infrastructure backlogs and some of the respondents only mentioned the two systems (EFMS and NEIMS) of which the data was manually captured. Sometimes the data was not updated and there is no mentioned of when the technical conditional assessment was conducted in order to determine the level of facilities.

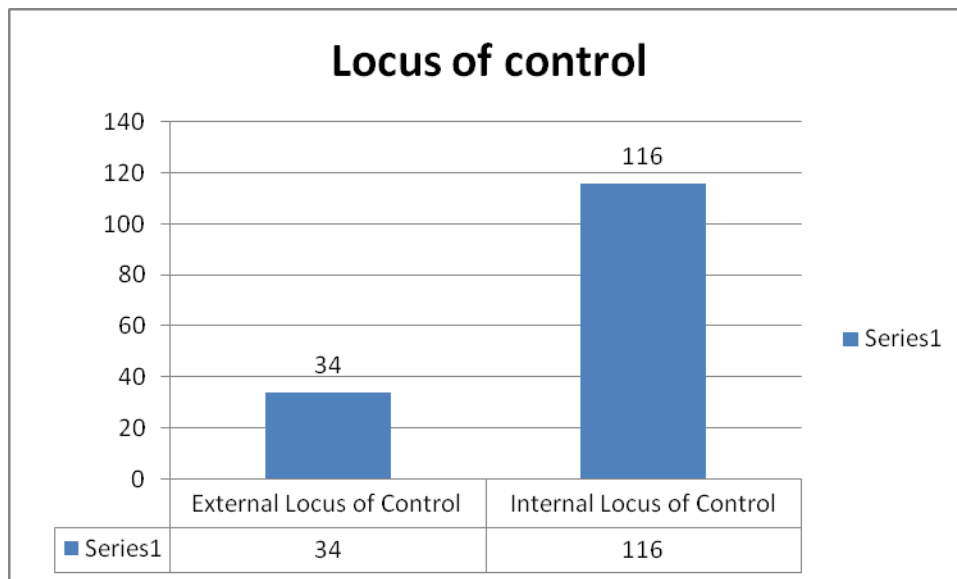
4.8 Section E – Locus of control

Coetsee, (1996:102) refers to locus of control as a stable personality trait that describes the extent to which people attribute the cause, control of events to themselves (internal orientation) or external environmental factors such as fate, or luck (external orientation).

Robbins, (1998:56) also describes locus of control as the degree to which people believe they masters their own fate or the extent to which a person feels able to affect his or her own life. Internal locus of control describes people who believe that what happens to them is determined by their abilities, efforts and their own actions (Spector, 1982:486). External locus of control describes people who believe that fate, luck or outside factors that are outside their control are responsible for what happens to them (Spector, 1982:486).

The respondents were asked to select from the two statements that would reflect their personality or behaviour towards the work environment and the results portrayed in the table 4.10 below.

Table 4.10-Locus of control



Source: Survey data (2011)

The results in table 4.10 above, reflects that the majority of respondents are more of the internal locus of control than the external locus of control. This is represented by 116 and 34 respectively. Meaning that, the majority of respondents are responsible and accountable for their action. The internals are perceived to be satisfied with their jobs and are more productive.

4.9 Concluding remarks

This chapter presented the empirical findings however the presentation from the demographic information reflects that the officials that were managing the school infrastructure had demonstrated the required level of understanding the school infrastructure environment and could be further trained or capacitated so that they comply with the new reforms. The majority of the respondents had diploma and above.

The leadership style demonstrated by the management was perceived as not consultative nor participatory and the department is not promoting the good corporate governance principles. In addition, the department failed in delivering the school infrastructure plans because it had no capacity in implementing policies.

The organisation, for it to succeed, the first and for-most was to look after its human capital and be prepared to invest in them. Create a conducive climate and strived to have incentives to arouse the morale of its employees. Recognise the good performance immediately after the event. Support the slow performers and provide continuous training courses.

The results in relation to the implementation of school infrastructure indicated that there were no credible plans, no sound systems, no controls in place that were enabling the department to detect the non- delivery.

Finally, employees that showed signs of being internals than externals and externals are to be tried at all-time be motivated to change to the internals, as internals are perceived to be more satisfied in their jobs and more productive.

Having presented the empirical findings, the implications are presented in chapter 5.

CHAPTER 5: THE IMPLICATIONS

5.1 Introduction:

The chapter is intending to present the implication of the results and the impact thereof to the problem statement that focused on investing the factors that affected the school infrastructure delivery in the Eastern Cape department of education.

5.1.1 Implications and contributions to the findings of theory and practice:

Any organisation or department can adopt the theory and the practice in finding the problem statement that affects its own overall performance. The research methodology described in chapter one and the theory on planning, controls and leadership clarified many opportunities that the organisation could apply in improving the overall performance. The management responsible for the school infrastructure delivery can now obtain a clear picture of the current problems that facing the non-performance and can implement improvement processes that will contribute to the better performance and the implementation of infrastructure plans. The principles of planning framework and the maturity in utilising the business process engineering will radical improve the management of the school infrastructure delivery, as the business processes constitutes the work/activities taking place within the department.

The results of the demographic information reflected in chapter 4 in relating to the age, experience and the level of qualifications of the respondents indicated that the officials dealing with school infrastructure delivery were within the economic active age, were regarded to have better institutional memory in terms of the experience and had obtained diploma and above. The implication was that the officials can be capacited in all aspects involving the processes of improving the school infrastructure delivery so that better performance is gained. What had also transpired was the fact that the built environment is male dominated and this is questionable as one of the objectives

stipulated in the Provincial Growth Development Plan was emphasising the transformation in the department.

In introducing the principles of the continuous improvement, the department of education had not shown evidence of conducting the skills audit so that women programmes were prioritised in the training plan on order to close the gap. The Implication of a department having officials with no right skills would result is increasing the personnel costs without the increase in production. The implementation of the school infrastructure delivery requires technical skills and courses offered are taking longer period and a huge budget would be required. The other challenge experienced by the department which was revealed from the empirical findings, was the fact that the department employed ex teachers, junior quantity surveyors to manage the school infrastructure delivery. If the department is not prioritising the investment in human resource, the objectives of the department would not be achieved thus resulting in exposing the department to the litigation.

The problem encountered with not looking after the people, the department would lose human talent that is vital to the success of every organisation. Transforming business processes becomes a priority in changing the role of people from 'doers' (people who operates as steps/ stages within the processes) into 'implementers' (people, who must execute programs to create, monitor, understand and improve processes). The more the organisation become transformed and automating their business processes, the more it needs to measure and manage the production of continuous quality, cost effective and timeous delivery of product/service and its human capital

Waal & Fourman, (2000:7) supports the fact that the value of an organisation is no longer determined only in terms of tangible assets but also in intangible assets and in the quality of its workforce.

The general assumption for every organisation was that, leaders had the common characteristics of their ability to inspire and stimulate others to achieve worthwhile goals. The Charismatic and Transformational leaders typically had capacity to communicate their vision, goals and directives in a colourful, imaginative and expressive manner. In addition, they communicate openly with group members and create conducive climate (DuBrin, 2010:2and77).

The results demonstrated that the majority of the respondents strongly felt that indeed management is not consulting or they do not articulate their vision clearly in order to obtain buy-in from the officials. The implication was that the silo mentality is experience. The relationship between management and staff showed that they do not share the common interest. The table 4.10 as mentioned in chapter 4 reflects that the mean of the mean score of 2.87 and showed that the respondents were not convinced that the management was able to lead strategically and could not able to implement all policies relating to the plan that drives the school infrastructure delivery. Hence, the delivery is not taking place. By implication, the results had proven that leadership is one of the factors that hinder the school infrastructure delivery in the department of education in the Eastern Cape.

The department of education by implication fails because of the leadership styles of the management practised on day-to-day of the business processes that did not contributed to cost, quality timeous delivery. The department had managers not leaders and the management style is military or coersive meaning that people are receiving instructions from managers and their views were not considered at all. According to DuBrin, (2010:79), explains that the management can increase their charisma leadership style as explained in chapter 3 thereby developing some of the traits, characteristics and behaviours of charismatic people. Most people can enhance their communication skills, to become more emotionally expressive, take more risks, becoming more self-promoting and a type of sparkle that attracts other people to you and to adds to their charisma.

In addition, Leaders of the department possess the lack of the combination of competencies and emotional intelligence (EI). Competencies include knowledge, intelligence, abilities, skills, values and personal traits such as drive, internal commitment, self- confidence and integrity. It makes clear that leaders should know the business and the environment in which it operates. Whist emotional intelligence implies a strong self-monitoring personality hence the leader must be very sensitive to situational and emotional clues from other people as well as his/her own. He/she needs to really adapt his/her own behaviour appropriately to these cues and requires the ability to empathise with others and social skills necessary to build a rapport with others (Coetsee, 2001:70).

In the absence of credible plans, process and systems, this implies that it contributed to the failure of delivering school infrastructure. In addition, the non- existence of school infrastructure plans, systems and controls would also have an impact on the people of the Eastern Cape Province with most susceptible being the lower groups. This is especially true as the infrastructure is an integral part of improving the standard of living of the people of the Eastern Cape and focuses on the reduction of poverty.

These weaknesses will also affect the Small Micro Medium Enterprises (SMME's) negatively, as the loss of infrastructure funding through poor planning, inadequate systems and poor controls will result in limited employment opportunities created for contractors with an adverse impact on the employment of historically disadvantaged individuals.

Poor planning resulted in the incorrect positioning of infrastructure hence there is no support for rural development and school infrastructure development is also not planned and aligned to the population migration trends as well as to the economic development plans. This will result in obstacles that do not favour the poor leading in prohibiting to

the access to basic services, incorrect infrastructure funding targeted to the incorrect geographical areas. The poor planning will also have a drastic effect on the optimal use

of the limited infrastructure funding taking into account the enormous provincial school infrastructure backlogs arising from both apartheid and post-apartheid regimes.

Lastly, the lack of planning, systems and controls will result in disintegrated planning in respect of both social and economic leading to the duplication of efforts that is not aiming at improving the better life of the Eastern Cape citizens.

By implication, when plans are developed, budgeted for and communicated to the public, there is a perception that plans will be implemented as expected and the decisions made to which projects were to be implemented are based on accurate reliable and integrity data are to be kept safe for easy reference by the relevant stakeholders at all times.

It is therefore transpired as true that the department is unable to provide quality and accurate data on school infrastructure delivery in the Eastern Cape Province, as respondents reflected in chapter 4 that school infrastructure plans are not credible, sound systems and controls are also not in place to detect the problems of non-delivery of the school infrastructure. If the service is not delivered on time, people tend to be violent and demonstrate the anger. The other problem associated with non-service delivery is the fact that the funds allocate for National Treasury withholds school infrastructure delivery. The condition of school is also associated with the pass rate as mentioned in chapter 3 of this study. The theory mentioned that the pass rate is high where schools have libraries and laboratories than schools without appropriate facilities. Thus also implies that the department do not have credible plans in place nor the plans are derived from service delivery plan which takes into account the demand of clients and informed by the school legislation and school priorities.

The study revealed in this section that for school infrastructure plans to be credible key elements such as- User Asset Management Plans, the Norms and Standards, priorities project list, technical reports focusing on maintenance of the assets as well as the availability of adequate funding were to be considered as the basis of achieving the

service delivery targets. In addition, the custodian department (DRPW) is also required to prepare the Custodian Asset Management Plans, which aggregates the asset management portfolio in the province taking into account the technical conditional assessment of assets (schools). The department had demonstrated that it had no required capacity to ensure that indeed their plans are informed by the needs of the communities.

There were no concerted efforts shown by the department of education in collaborating with other sector departments to ensure that school infrastructure plans are credible. The implication faced the department were the fact that school infrastructure plans were not implemented, the budget is continuously not spent for numerous years and funds were withheld because of the gross under-spending. The mud structures were still not eradicated despite the additional funding made available thereby exposing the children into danger. The local newspapers, radios, television were voicing the frustrations of non- school infrastructure delivery and nothing is taking place.

As indicated in chapter 4, the department had no capacity, built environment skills, retention strategy and system to track the school infrastructure backlogs. It is the fact that structures are not adequately maintained and such huge backlogs were noticed as the department was delivering on the bases of adhoc or who had power to enforce delivery. It had been noticed that the programmes and the time taken for developing the existing staff is too long and with the limited funding, this problem will continue exist unless Government can go back and check how then the problem of non- school infrastructure can be fixed.

The empirical study revealed that the department is not having the retention strategy nor the department values the opinion of the employees. The implication of not having retention strategy, according to Brewester, Carey, Grobler, Holland & Warnich, (2008:138) clearly indicates that negotiating position in the workplace now is increasing for the first generation and it becomes problematic because of the scarce skills in built environment and lack of talented employees. Subsequently, employment policies and

practices as the 'war for talent becomes increasingly becomes intense. Potential employees are exploring whether organisation pays enough attention to them in terms of both opportunities and resources. Despite, the efforts made by the department of education, it appears that the department is still coming to terms with the management of talent as source of competitive advantage. It is clear that over the next decade, it would be interesting to see whether there will be any change in focus as labour markets tighten and workers become increasingly discerning.

In addition, the implication of the department that had no adequate systems to track good or bad performance, school infrastructure backlogs and do not have retention strategy in place, tends to have employees who are not motivated, budget not spent and the citizens suffer because of non-infrastructure delivery. It had transpired that the department would never win unless the department re-engineer all business processes including being prepared in investing to its human capital in order to remain competitive.

The implication on testing the perception of the employees towards executing their functions and the extent to which they own bad or good results become the most important aspect in achieving the corporate goals of the organisation.

Linking to the current overall poor performance as indicated of the previous years, the officials of the department were not to be blamed as the study revealed that were more of the internals. All the years, the Auditor's General opinion expresses disclaimer, which means they would not put any reliance on the internal controls of the department. This applies the same to the department is blaming the systematic issues and officials as well as the management of the department were on the verge of giving up. Officials had lots of warning letters written to them by their supervisors for not meeting the delivery targets. The administration of the whole department was nearly taken over by the National Department of Basic Education.

The results shown in the table 4.10 as well as the percentage calculated from the individual responses reflected that the majority of officials were more of the internal locus of control than external locus of control. It is then upon the shoulders of the

management to attempt to identify perceptions of task difficulty and find ways of changing the perceptions by giving officials adequate skills training, coaching or introducing new work methods/ procedures to simplify tasks. If the attempts to change perceptions of task difficulty are unsuccessful, then management should consider designate internals for difficult tasks. The main aim is to ensure that all officials are the internals.

The focus in this section is also to determine the relationship between locus of control and ethnicity and the effect of the locus of control in the work environment. As described by Coetsee, externals are the followers who tend to be more dissatisfied and less involved with their jobs. Internals are the leaders and require less supervision. Another example concerning the implications of the locus of control for individual job performance, it is predicted that when tasks require initiative, independence of action and sophisticated tasks associated with managerial and professional jobs, internals would be more suitable. When tasks requirement is for compliance and routine work, externals would be more appropriate. Internals tend to be motivated to work, exhibit more task-oriented behaviour, goal-oriented and job effort with the appropriate rewards.

The locus of control as an important individual personality trait is one of many variables that have tremendous effect on work-related needs and organisational behaviour. It is imperative that management should understand that many variable including locus of control have an impact on employees' attitudes participation, effort, motivation and performance.

If management is not focusing on these symptoms, there is a possibility that the goals of the organisation will not be achieved as desired. The other implication will be increase on turnover rate and more sick leaves will be submitted by all officials, Thus forces management to make effort in building the relationship and tried by all means to put people first.

Once the blame syndrome increases, officials tends to be not responsible for their actions, more disciplinary actions will be imposed to be staff. There will be many cases referred to external mediators.

CHAPTER 6

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

6.1 Introduction:

Chapter 1

This chapter deals with the summary of the main findings, recommendation and conclusion.

6.2 Objectives of the study

The objectives of this study were to investigate into the school infrastructure delivery in the department and determine the factors that were hindering school infrastructure delivery, determine the extent to which the problem affects the delivery of the school infrastructure and attempt to develop recommendations that might assist in fast tracking the infrastructure service delivery, particularly in the Eastern Cape Provincial Department of Education.

6.3 Main findings

Chapter 1 gives the background of the philosophy and rationale behind the problem statement that deals with the investigation of the factors hindering the delivery of the school infrastructure in the Eastern Cape Provincial Department of Education and improvements thereof.

The chapter 2 set the tone of the study by exploring both theoretical and practical information. The study provides a better understanding of proper planning as well as controls and is regarded as a major impact in developing clear and meaningful vision, mission as well as the long- term strategic objectives of the organisation. There appears to emphasizes on how the corporate goals communicated to all staff in order to obtain the buy-in, implemented, monitored and evaluated in the organisation. Planning was also

regarded as the heart and soul of any strategy but made an emphasis that managers are to focus on actions and moves of the market place, strengthen its long-term competitive and gain its competitive edge over rivals.

The organisations should attribute their positive results to their full commitment to the principles of Total Quality management (TQM) for continuous improvement that will lead to provide quality product/service, at reduced cost and within the timeframes.

The theory also brought the new concept of strategic thinking and made emphasis on integration of leadership, strategic thinking and traditional planning activities. Strategic thinkers recognise the different foundational skills that revolve around understanding, synthesis and inherent independence of external and internal factors.

The implementation of plans remains a major challenge not only in the department of education but to the whole province and the country in general. There should be reconciliation between planning and control as to what the market requires and to what the operations can deliver taking into account the ever- changing needs of the customers. The controls being defined as a process function and a mechanism that warns management when activities are not being performed as they were intended brings the early warning signs to the management to trigger the implementation of corrective actions to get back on track.

The challenge in the province as well as in the departments of education is the lack of structures that discuss strategic issues that relate to the school infrastructure and with clear performance indicators that will indicate success or failure of the implementation.

There appears to be an agreement that strategic leaders should be able to act, think and influence in ways that promote the competitive advantage of their organisation. Leaders should also provide clear direction and inspiration that is necessary to create

and sustain an organisation. Lastly, the framework for understanding leadership forces leaders to be able to convert acquired knowledge into action whilst knowledge

management focuses on systematic sharing of information including being able to deliver information just in time.

The challenge that the world, South Africa including the department of education is facing is the fact that most organisations have managers not leaders.

Finally, the government departments need strategic leaders to lead and drive the organisations to the next level, who are the coaches, mentors, teachers or consultants and who practices participative leadership style. Leaders that create teams and makes people feel as insiders rather than outsiders. He/she encourages taking blame for failures and to learn from the mistakes. He/she also ascribe success to own efforts and not luck. The department of education needs a leader, which encourages internal locus of control from the officials and who is able to give feedback when he/she observes elements of external locus of control from others. He/she asks for feedback on his/her own behavior from team or group members.

Chapter 3, dealt with the overview of the school infrastructure delivery. There had been no argument that in order for the department to succeed, it must ensure at all time that credible plans are in place and continually reviewed to incorporate any changes or move on legislations that govern its mandate. The school infrastructure planning and delivery should be guided by the Eastern Cape provincial growth and development plan which highlights the strategic infrastructure issues and the areas targeted for nodal development.

The departmental policies should do more than just encourage local government integration but should enforce local government to include school facilities in their short- and long-range comprehensive plans local and regional into their master facility and capital improvement plans.

The cost of building construction of schools is too high, to reduce the cost as well as mitigating duplication of services where the sector departments and local government agencies are competing with the private market for land, labour and materials. One database of school infrastructure should be developed and infrastructure budget be aligned to the key provincial priorities of the government.

Chapter 4 provided the key factors that made the department failed dismal in delivering the school infrastructure are among the following:

4.1.1 Poor Planning and control in school infrastructure

Plans are not credible and nor informed by government priorities, User Asset Management plans, norms and standards. There is no indication of when the technical conditional assessment has been done in order to determine the magnitude of the backlogs on school infrastructure delivery. During the gathering of information, the departmental officials confirm that the department is not implementing the current norms and as such, many backlogs created.

It is therefore reflect as true that the department is unable to provide quality and accurate data on school infrastructure delivery in the Eastern Cape Province, as there seems to be no sound systems and controls in place to detect the non-performance in the processes. In conclusion the school infrastructure plans are not implemented as required and as such the departments is showing the under spending which resulted on funds being withheld by National Treasury.

In the light of the above, it seems that the department of education is not taking any strides to improve the situation and this problem recurring for so many years taking into account the Auditor General's findings.

4.1.2 Leadership

The leadership plays an overarching role in the implementation of the school infrastructure plans. The results reflected of the mean score is 2.87 is worrisome and the respondents are not convinced that the department is able to implement all policies relating to the plan, not consultative and no retention strategy in place. Over and above management is not promoting the principles of good corporate governance and not even value the opinion of the officials. Hence school infrastructure delivery is not taking place. This section supports the research question and proves that leadership is one of the factors that hinder the school infrastructure delivery in the department of education in the Eastern Cape.

5 Locus of control

The results of the demographic information linked to results on locus of control, wherein the alignment is also looked in the angle ranging the responses from age, experience and the qualifications of the respondents revealed that at least all respondents/ officials dealing with school infrastructure have demonstrated sound knowledge and experience acceptable level of education.

In introducing the principles of the continuous improvement, the department of education could conduct the skills audit. In addressing, the skills gap then a structured training plan be developed in line with each individual participating in the school infrastructure delivery.

Furthermore, the focus in this section is to determine the relationship between locus of control and ethnicity and the effect of the locus of control in the work environment. As described by Coetsee, externals are the followers who tend to be more dissatisfied and less involved with their jobs. Internals are the leaders and require less supervision. Another example concerning the implications of the locus of control for individual job performance, it is predicted that when tasks require initiative, independence of action

and sophisticated tasks associated with managerial and professional jobs, internals would be more suitable. When tasks requirement is for compliance and routine work, externals would be more appropriate. Internals tend to be motivated to work, exhibit more task-oriented behaviour, goal-oriented and job effort with the appropriate rewards.

The locus of control as an important individual personality trait is one of many variables that have tremendous effect on work-related needs and organisational behaviour. It is imperative that management should understand that many variable including locus of control have an impact on employees' attitudes participation, effort, motivation and performance.

Management of the department of education should put their effort in changing externals to internals. Managers and teams with an internal locus of control are generally more productive and satisfied. It is therefore necessary to stimulate the internals from all officials to succeed. The locus of control is measured provided the insight is created, regular feedback and mechanism of change is provided. The elements in a motivating climate will also enhance internal locus of control for example: setting of clear goals, giving encouragement and support to reach goals, linking recognition and rewards directly to performance (Coetsee, 2001:105).

6.5 Recommendations

6.5.1 Planning and control

The department of education should strived aim at improving its efficiency and implement the infrastructure delivery management system (IDMS) which is available from the CIDB Toolkit. The enthusiasm and energy with which South African public sector embraced the delivering of the school infrastructure concept is borne by the depth of knowledge that has been developed around the aspects of the Infrastructure Delivery Management Toolkit through the auspices of the Infrastructure Delivery Improvement Programme (IDIP). Then IDIP developed the Delivery Management System (IDMS) as a model for best practice delivery if infrastructure management. The

model presents the distinctly different processes and sub- processes and re briefly described as follows:

- Portfolio Management comprises the iterative combination of management practices applied to infrastructure assets with the objective of developing, implementing, monitoring and controlling prioritised works based on long term plans, available budgets an organisation's management capacity.
- Project Management comprises the undertaking of the projects identified in the planning processes to deliver the school infrastructure and Operations and Maintenance where assets operated, maintained and ultimately disposed of once it reaches its useful life (CIDB Act Toolkit Guide, of 2000:5).

6.5.2 Leadership

DuBrin, (2010:81) encouraged management to undergo a developmental special training on charisma techniques, which is associated with aspiration defined as follows:

- **Create visions for others**
Being able to crate vision for others will be a major factor of a person perceived as charismatic. Visionary person looks beyond the immediate future to create image of what the organisation or unit is capable of becoming. Another characteristic of an effective vision formulated by the leader is that it connects with the goals and dreams of constituents.
- **Be enthusiastic, optimistic and energetic**
A remarkable quality of charismatic people is that they maintain high enthusiasm, optimism and energetic throughout their entire workday and beyond.
- **Be sensibly persistent**
Outstanding leaders and individual contributors know when to cut their losses and are able to absorbs the loss and moves in another product that with more profitable direction.
- **Be candid**
Charisma person is typically explicit in giving his or her assessment of a situation and they speak directly so that people know where they stand.

6.5.3 Locus of control

The management is recommended to consider changing officials that are perceived to be externals to be internals as the locus of control indeed has a bearing effect in the work environment and achievement of goals in the department. The processes of changing externals are as follows:

- Strategic leaders should focus more on building relationships, delegate more work to the lower levels and respect the decision made.
- Try by encouraging the innovations for their officials.
- Making it possible for people to experience success by:
 - setting clear goals
 - giving encouragement and support officials in reaching their goals
 - linking recognition to good performance
 - rewards directly to performance (Coetsee,2003:105).

Finally, the department should establish a cross functional structure that will give strategic direction and manage the school infrastructure delivery. The structure should be given proper delegations to take decision in all areas that affects planning, controls and leadership.

6.6 Conclusion

There is no doubt that the school infrastructure delivery in the department of education is problematic. The lack of integrated infrastructure plans from co-operate government. A lot of duplication of efforts that led to hampering the service delivery to the needy people of the south Africa, more especially the Eastern Cape department of education.

The perceptions of the lack of political commitment and the lack of public sector capacity to ensure that projects or school infrastructure plans not implemented on time were prevalent in this study.

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**Nelson Mandela
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QUESTIONNAIRE

You are invited to participate in a survey questionnaire to give your responses on an investigation in school infrastructure delivery in the Eastern Cape Provincial Department of education.

This is an academic research carried out by Mrs Maud Madumane (MBA student) for an MBA dissertation in the Faculty of Business Studies at the Nelson Mandela Metropolitan University.

All information provided will be used for academic purposes only and a strictest level of confidentiality is guaranteed. No names of persons will be mentioned in our report.

SECTION A:

DEMOGRAPHIC INFORMATION

PLEASE PUT A CROSS (X) IN THE APPROPRIATE BLOCK:

1. AGE IN YEARS

16 - 20 1	21-30 2	31-40 3	41-50 4	51-60 5	60 + 6
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2. GENDER

Male 1	Female 2
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3. RACE

Black 1	Coloured 2	Indian 3	White 4	Other 5
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4. EDUCATIONAL QUALIFICATION

Below Matric 1	Matric 2	Certificate 3	Diploma 4	Degree 5	Postgraduate degree 6
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5. NUMBER OF YEARS EMPLOYED IN THIS DEPARTMENT

1 - 5 1	6 - 10 2	11 - 15 3	16 - 20 4	21 - 25 5	26 - 30 6	30+ 7
------------	-------------	--------------	--------------	--------------	--------------	----------

6. NUMBER OF YEARS EMPLOYED IN THE INFRASTRUCTURE UNIT

0 – 5	6 – 10	11 - 15	16 - 20	21 - 25	26 - 30	30+
1	2	3	4	5	6	7

7. Position in the department-----

8. Position of the immediate superior-----

9. Briefly state your job description:-----

10. Do you have staff reporting to you? YES/NO.

11. If yes in question 10 above state number of staff reporting to you.

12. What was your occupation before being employed in this unit?

SECTION B:

RATE THE FOLLOWING ITEMS ON A FIVE POINT SCALE BY PLACING A TICK (X) IN THE BOX YOU THINK BEST DESCRIBES HOW YOU FEEL ABOUT THE STATEMENT:

Leadership Style

1. The development of infrastructure plan in the department involves senior and top management only.

Strongly disagree 1	Disagree 2	Neutral 3	Agree 4	Strongly agree 5
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2. The infrastructure plan development process is fully consultative and opened for inputs of middle management including lower level officials.

Strongly disagree 1	Disagree 2	Neutral 3	Agree 4	Strongly agree 5
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3. The departmental leadership has a clear plan for improvement of school infrastructure delivery.

Strongly disagree 1	Disagree 2	Neutral 3	Agree 4	Strongly agree 5
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4. The school infrastructure delivery improvement plan is adequately and clearly communicated to all officials to foster their support.

Strongly disagree 1	Disagree 2	Neutral 3	Agree 4	Strongly agree 5
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5. The top management promotes good governance principles in respect of school infrastructure expenditure management.

Strongly disagree 1	Disagree 2	Neutral 3	Agree 4	Strongly agree 5
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6. The department of education offers a good working environment.

Strongly disagree 1	Disagree 2	Neutral 3	Agree 4	Strongly agree 5
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7. The department values employee's opinion.

Strongly disagree 1	Disagree 2	Neutral 3	Agree 4	Strongly agree 5
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8. The department has confidence on staff to work without supervision.

Strongly disagree 1	Disagree 2	Neutral 3	Agree 4	Strongly agree 5
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9. The department provides adequate support to employees when required.

Strongly disagree 1	Disagree 2	Neutral 3	Agree 4	Strongly agree 5
---------------------	------------	-----------	---------	------------------

10. The department of education has the capacity to implement all policies.

Strongly disagree 1	Disagree 2	Neutral 3	Agree 4	Strongly agree 5
---------------------	------------	-----------	---------	------------------

SECTION C:

Implementation of school infrastructure plan

1. The operational plans of all the relevant units in the department are in line with the implementation of school infrastructure delivery improvement plan.

Strongly disagree 1	Disagree 2	Neutral 3	Agree 4	Strongly agree 5
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2. The Infrastructure Unit of the department demonstrates the required leadership on all issues of infrastructure delivery.

Strongly disagree 1	Disagree 2	Neutral 3	Agree 4	Strongly agree 5
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3. The department has adequate capacity and skills to ensure the successful implementation of school infrastructure delivery.

Strongly disagree 1	Disagree 2	Neutral 3	Agree 4	Strongly agree 5
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4. It is important to ensure that all delivery targets are met.

Strongly disagree 1	Disagree 2	Neutral 3	Agree 4	Strongly agree 5
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5. There are sound systems and controls to detect and correct poor or unacceptable practices relating to school infrastructure management.

Strongly disagree 1	Disagree 2	Neutral 3	Agree 4	Strongly agree 5
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6. There is a quality and accuracy review process followed by the department before each submission of infrastructure information to external stakeholders? (Legislature / National Treasury / Provincial Treasury).

Strongly disagree 1	Disagree 2	Neutral 3	Agree 4	Strongly agree 5
---------------------	------------	-----------	---------	------------------

SECTION D

1. What are the key elements of a school infrastructure plan?

- Context in which the institution operates (including legislation, purpose for its existence, strategic objectives and provincial priorities).
- Levels of service (current and desired)
- Demand or need determination
- Existing infrastructure
- School infrastructure financial funding strategies and expenditure projections
- Organisational and support structure plan to implement school infrastructure
- Planned improvements and monitoring as related to school infrastructure

2. What is the skills profile of people who are entrusted with the responsibility of managing school infrastructure?

3. What retention strategy is in place to address the school infrastructure skills shortage in the department/unit?

4. What are the control measures that the department put in place to ensure that Infrastructure budget is fully utilised?

5. Are the present systems adequate to support the department in the production of school infrastructure management reports?

6. Describe the process or mechanism in place to track the school infrastructure backlogs?

SECTION E:

Locus of control

Please select 5 of the 10 statements which you deem more truthful between (a) and (b) below:

1.

A	It is often necessary to wait for matters to take their course.
B	Things come right if a person pays attention to it immediately.

2.

A	Many of the bad things that happen to people are a result of bad luck.
B	People's problems are the result of the mistakes they make.

3.

A	Eventually people receive the respect and recognition they deserve.
B	Unfortunately and individual's value is often not recognised, irrespective of how hard he/she may try.

4.

A	I seldom plan ahead because things generally turn out well anyway.
B	I tend to plan ahead and take steps to accomplish the goals I have set.

5.

A	In our country today, many of us are tend to be victims of forces we cannot control.
B	We could all have an advantageous effect on what is presently happening in our world.

THANK YOU FOR YOUR PARTICIPATION!