THE MANAGEMENT OF COMMUNITY DEVELOPMENT PROJECTS BY THE DISTRICT DEVELOPMENT COMMITTEE: A CASE OF MAHALAPYE SUB DISTRICT IN BOTSWANA

By

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DECLARATION

I, Thobo Gloria Mapitse declare that "**THE MANAGEMENT OF COMMUNITY DEVELOPMENT PROJECTS BY THE DISTRICT DEVELOPMENT COMMITTEE: A CASE OF MAHALAPYE SUB DISTRICT IN BOTSWANA**" hereby submitted to the University of Limpopo, for the Master of Public Administration has not previously been submitted by me for a degree at this or any other university; that it is my work in design and in execution, and that all material contained herein has been duly acknowledged.

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TG. Mapitse (Mrs)   **May 2009**

ABSTRACT

The Mahalapye sub District Development Committee is the most significant organization in the sub district as it sets overall goals, direction and priorities with which all development initiatives within the district should conform to. The membership of the committee includes all heads of central and local government departments, government planners, heads of Parastatals, and representatives of Non Governmental Organisations (NGOs). Effective management of projects requires collective consciousness, effort and will and it is important that members of the sub District Development Committee work as a team to ensure that all projects are implemented within the set time frames and limited resources. The development challenges facing Mahalapye sub district are complex. These challenges are not peculiar to the sub district, but are also a challenge to other districts in Botswana. These challenges include the need to implement village infrastructure projects in a cost effective manner in that the projects are completed within the estimated budget and time schedule. The research findings are that indeed the problem of project cost and time overruns is a problem in Mahalapye sub District and that the problem is attributed to the way the projects are managed, in particular, by the sub District Development Committee. A number of recommendations have been provided to help overcome the problem.

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DEDICATION

In loving memory of My Father, MONGATANE JOHNSON MONGATANE

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CHAPTER 1: GENERAL ORIENTATION TO THE RESEARCH

1.1 INTRODUCTION AND BACKGROUND

The vision, mission and values form the core of any organization's identity and existence. They are elements that bring members of the organization together around a common objective. The values build the foundation for planning and implementation of the agreed objective as well as provide an opportunity for dealing with the challenges experienced by the organization. The values that guide the Botswana public service in the delivery of goods and services to their customers and stakeholders are commitment to excellence, self esteem, team work, timely delivery of services and cooperation (Republic of Botswana 1996:8).

The National Development Plans (NDP) which cover periods of five years each have been drawn up since Botswana gained independence on September 30th 1966. They are considered as instruments to be followed in the orderly and prioritized delivery of services to the nation. The plan incorporates quantitative targets for resource allocation as well as the roles of the people, the private sector and the non-governmental organizations. Each plan is presented to Parliament for approval and once endorsed it becomes the main expression of Government policy to which all departments must adhere (Republic of Botswana, 1997:71). In Botswana a considerable number of people still reside in rural areas and the NDP contains a wide range of initiatives that are designed to promote the development of these rural areas. One such initiative is the provision of physical and social infrastructure to rural communities (Republic of Botswana, 2006:10).

The detailed implementation of the NDP is provided for in the District Development Plans (DDP). The DDP precede the NDP so that the needs of the people at village level are incorporated in the NDP, put differently, the "bottom up" system of planning is used. It is at this level where projects are identified and the implementing agency (department) for each project is also identified.

The preparation of the DDP is the responsibility of the District Development Committee (DDC) and the plan has to be approved by the District Council before transmitted to Central Government (Republic of Botswana, 1997:79).

The District Development Committees were established by a Presidential Directive in 1970, under the chairmanship of the District Commissioner (District Planning Handbook, 1997: 29). It is the most significant organization at the district level for coordination of development activities. The membership of the committee includes all heads of central and local government departments, government planners, heads of Parastatals, and representatives of Non Governmental Organisations (NGOs).

The DDC sets overall goals, direction and priorities with which all development should conform, therefore all members of the DDC must see beyond the boundaries of their immediate responsibilities and appreciate the way their efforts fit into the whole system. Effective management of projects requires collective consciousness, effort and will and it is important that DDC members work as a team to ensure that all projects are implemented within the set time and limited resources. According to Sibley (1995:105), the success of a team rests on team members individually recognizing that they are interdependent on each other.

The Mahalapye sub District Development Committee manages Community projects in the area of research. The successful implementation of the project depends on how the Mahalapye sub District Development Committee manages these projects. Thus far the village infrastructure projects are not completed within allocated time frames and budget allocations. One of the reasons stated is that the sub DDC does not present characteristics of teamwork in the management of development projects and this result in inefficiency management of development projects in the sub District.

1.2 OPERATIONAL DEFINITIONS

Project: This refers to a unique set of coordinated activities with definite starting and finishing points, undertaken by an individual or organization to meet the specific objectives within defined schedule, cost and performance parameters (Dingle, 1997:5) In the context of this research, projects refers to infrastructure developments which include community toilets, additional school classrooms, destitute houses, teacher's quarters, community centers, water reticulation and standpipes. (Republic of Botswana, 1997:141)

Project failure: According to Dingle (1997:6), it refers to the inability to meet project objectives as measured by the basic yardsticks of cost, schedule and performance specifications

Management: Maylor (1999:6) defines management as the planning, documentation and control of actions by managers to undertake a specific objective. Hersey, Blanchard & Johnson (1996:2) defines this as the influencing of people and other scarce resources towards meaningful purposes, towards results.

Leading: Frigenti & Comninos (2002:37) defines leading as the influencing of the members of ones team to contribute to the goals. In context of this research leading refers to how the DDC chairperson builds his team for effective management.

Financial year: This is defined as a financial period which runs from 1st April of a current year to the 31st March of the following year.

Resources: According to Head (1986:16), it refers to various assets, to which the organization has access, including human resources, technology,

capital information as well as less tangible ones such as recognition in the market.

Budget: In this research, a budget is defined as according to Dingle (1997:102), as an amount of money approved for expenditure on a particular defined scope of project work.

Total Estimated Cost (TEC): According to Bentley (1992:23), it refers to the amount of money that is perceived to be enough to complete the project. This amount is indicated in the project proposal.

Estimated Completion Date (ECD): This refers to a specific date that is documented and considered to be the one on which the project will be completed.

Kgosi: The natives of an area who have settled in one central place(s) called *motse* or *metse* or village in English are under the leadership of the *Kgosi* or Chief or King in English. The ethnic groups have cultural beliefs and values that the *kgosi* is the custodian, and for purposes of this research it is important to understand these cultural variations in terms of introducing and implementing development projects and programmes to a particular *motse. Kgosi* in plural is *Dikgosi*.

Kgotla: An institution in Botswana where communities are governed. It is through this institution known as the *kgotla*, where members of the community discuss matters of economic or political importance that affect them. The *Kgotla* is also the seat of the *kgosi*.

1.3 PROBLEM STATEMENT

The government of Botswana, through the Ministry of Local Government is responsible for creating an enabling environment for community development, provision of basic infrastructure and social services, and capacity building at the local level. The Central District, and in particular Mahalapye sub District executes the above responsibilities through institutions such as the sub District Development Committee (sub DDC). It is also the Ministry's objective to become a competitive and customer focused centre of excellence in service delivery and development coordination. In line with this objective, the Mahalapye sub district is expected to commit to deliver services in an effective and timely manner during the lifespan of every District Development Plan (Republic of Botswana, 2003:53).

The problem in this research is that the development projects particularly the Village Infrastructure Projects (LG1109) in Mahalapye sub district overrun the project scope and that affects the project cost and the estimated completion time. These projects are intended to develop infrastructure at the local level, to encourage the spirit of self-help and self-sufficiency in communities as well as create employment at community level. The projects include community toilets, additional school classrooms, destitute houses, teacher's quarters, community centers, water reticulation and standpipes (Republic of Botswana, 1997:141).

1.4 AIM OF THE RESEARCH

The aim of this research is to investigate the reasons why the village infrastructure projects in Mahalapye sub District experience cost overruns and do not meet the estimated targeted completion time.

1.5 OBJECTIVES

The main objectives of the study are:

- To establish whether the project manager ensures that the projects are completed within estimated budget and time frames.

- To investigate the reasons why the Mahalapye projects overrun their cost   and fail to be completed on estimated time frames.

- To assess the impact the cost overruns have on the beneficiaries of the project.

- To assess the impact of cost overrun on the government. This will cover issues of attaining the aspirations of the NDP and DDP in relation to community development and government expenditure.

- To find possible solutions to the problem of project cost and time overruns.

1.6 RESEARCH QUESTIONS

- What causes village infrastructure projects in Mahalapye sub district to overrun their estimated budget cost?

- Why are village infrastructure projects in Mahalapye sub district not completed within the set time frames?

- How does this problem impact on the beneficiaries of the development projects and the government?

1.7 SIGNIFICANCE OF STUDY

It is important to undertake this research because it will help the practitioners of development within the Government of Botswana to improve on the management of their development projects. According to Keane, (1983:121), a crucial factor in public service may be whether government employees perceive their work as "just another job" or whether they view it to be a matter for the

public and self-esteem. The research will also assist in solving the current problems associated with development, for example, the issue of budget cuts and budget ceilings.

The research will add to the body of literature on the management of development projects. Future researchers who want to further the area of research in the management of development projects will be able to refer and expand on this research. In general the research will help to overcome challenges faced by the Mahalapye sub DDC in management of projects.

1.8 STRUCTURE OF THE RESEARCH

CHAPTER 1 – GENERAL ORIENTATION TO RESEARCH

The first chapter contains the introduction and background to the study, the problem statement, the research questions, the aim and objectives of the research, the design and methodologies to be used, the significance of the study, limitations of the study and the operational definitions.

CHAPTER 2 - A HISTORICAL OVERVIEW OF MAHALAPYE SUB DISTRICT

This chapter describes the area where the research will be undertaken. It describes its history, the demographic profile and geographical features and the developmental challenges facing the Mahalapye sub district.

CHAPTER 3 – THE MANAGEMENT OF DEVELOPMENT PROJECTS

This chapter is about the review of existing literature, that is, what other scholars say about the management of development projects. This involve the review of relevant literature such as books, journals, newspapers, websites, government

reports, papers and directives that specifically deals with the way projects can be managed and the types of project management techniques.

CHAPTER 4 – RESEARCH DESIGN AND METHODS

The chapter concentrates on the type of research methods, sampling and population utilized. It details the plan of obtaining the research participants and how data is collected from them. It further gives the justification of why data collection methods and techniques used were preferred over others

CHAPTER 5 – RESEARCH FINDINGS, ANALYSIS AND INTERPRETATIONS

This chapter present and analyze the data obtained from the respondents around the Mahalapye sub district during processes of chapter four is presented in this chapter. The steps undertaken to analyze the data are detailed and scientific proof is presented to indicate whether the information collected supports the research problem statement. The data is to be presented by means of tables and figures, but the analysis of the results is to be highly descriptive since the research type is qualitative.

CHAPTER 6 – SUMMARY, RECOMMENDATIONS AND CONCLUSIONS

This chapter presents the summary and conclusion of the research. A brief summary of the chapters covered in the research and findings on each chapter will be presented. Recommendations will therefore be made based on the findings of the research as a whole.

1.9 CONCLUSION
This first chapter outlined the problems to be investigated and also the aim and objectives of conducting the research. The chapter detailed why the research is

important and significant to undertake. The concepts that are used in the research are also clarified and contextualized. This chapter therefore has set a detailed plan by which this research will be conducted. It is the implementation of these proposed chapters that determines the success of this research project.

In Chapter two, a historical overview of the Mahalapye sub district which is the area of study for this research will be discussed. This is in order that the reader is presented with the knowledge of the research area. The people of Mahalapye sub district, their language, their way of life and the area's developmental challenges will be outlines in the next chapter.

CHAPTER 2: A HISTORICAL OVERVIEW OF MAHALAPYE SUB DISTRICT

2.1 INTRODUCTION

The purpose of this chapter is to give a historical description of Mahalapye sub district which is the area of study for this research. The historical description is presented in order to provide the reader with the knowledge of the research area. In providing the history of Mahalapye sub district, the researcher will focus on the aspects of origin of name of Mahalapye; the people found in the sub District and their languages; location, size and environmental features that prevail as well as the developmental challenges faced by the sub district.

2.2 ORIGIN, LOCATION AND SIZE

There are no documents available to suggest the meaning of Mahalapye and its origin. The Mahalapye sub district is one of the six sub districts that form the Central District and lies to the south-eastern of the Central district which is the largest district in Botswana covering an area of 146 531km2. Mahalapye sub district comprise 36 fully fledged villages and a number of settlements which have not been accorded village status. Mahalapye village is the administrative and economic centre of the sub district. According to the 1991 population and housing census, Mahalapye sub district has a population size of 109 811 and covers an area of 23 688 sq.km (Republic of Botswana 2003:2).

2.3 PHYSICAL ENVIRONMENT

The physical environment of Mahalapye sub district, as is common with other parts of Botswana is hostile. The country has a low altitude and is composed of two contrasting physical regions, the hardveld and the sandveldt. The hardveld in the sub district is around the villages of Pilikwe, Ramokgonami. Sefhare, Machaneng and Taupye. The sandveldt is in the areas of Otse, Shoshong, Mosolotshane and surrounding localities. The lowest and the highest parts of the Central district are within Mahalapye sub district. The lowest part is located in the east along the Limpopo River, particularly the confluence of the Shashe

and Limpopo rivers (350m above sea level). The highest part of approximately 1200m is the Shoshong hills and Mokgware hills near Kalamare.

2.4 ENVIRONMENTAL FEATURES

Mahalapye sub district, in common with the rest of the Central district, experiences a semi-arid climate with summer rainfall (October to March). Since the sub district shares borders with the Republic of South Africa in the south and east, the winter months makes the sub district experience a high pressure levels from the eastern Transvaal which bring fine, dry weather to the region. The moist airs from the Mozambique Channel occasionally bring clouds and drizzle to the district. (Republic of Botswana 2003:4). The mean annual rainfall figures range from around 350mm to 450mm, with spatial variation of rainfall recorded between villages. Drought conditions, defined as less than 40% of annual rainfall, occur on average one year in seven, and are associated with dry spells. The average temperature in summer is 32 degrees Celsius and in winter months the average temperature is 13 degrees Celsius with both ground and air frost possible in the early mornings between June and August. In general the temperatures vary slightly within the sub district as a factor of altitude and site topography.

2.5 THE PEOPLE AND LANGUAGE

The diversity of the people making up the membership of communities in Mahalapye sub district is not different of the national scenario; however there are tribes which are predominately natives of the area and have settled in one central place(s) called *motse* or *metse* or village in English. The settlements are situated on the banks of rivers or at places where water is readily accessible. Preference also seems to have been given to sites where hills afford a convenient protection in case of attack (as was in the old days). These tribes found in Mahalapye sub district include the Bakaa, Baphaleng, Bapedi, Batswapong, Batalaote, Bangwato, and Baherero.(Schapera, 1970:7-8).

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The Bangwato who are the most populous of the Tswana- speaking groups dominate the Central district which Mahalapye sub district is part of. Denbow and Thebe (2006:10), argue that it is a popular believe that there are only a few true Bangwato as the rest of the people is made up of the different tribes that were forcefully incorporated into the Bangwato by kgosi Tshekedi Khama in the early or mid-twentieth century. Mahalapye has a large number of Herero, Xhosa and other small groups.

All the ethnic groups in the sub district are under the leadership of the Parammount *Kgosi* (chief) of Bangwato who is represented at sub district level by a Senior Subordinate Tribal Authority. The ethnic groups have cultural beliefs and values that vary significantly and understanding these cultural variations is important in terms of introducing and implementing development projects and programmes (Republic of Botswana 2003:8).

Around the Tswapong Hills, setswapong is spoken by a considerable number of people and according to Anderson and Janson (1997:42), It seems clear that the Batswapong are the descendants of people who came mostly from areas in the northern Transvaal. The setswapong as it is spoken today is clearly not an ordinary dialect of setswana as spoken in Botswana. The sounds and the morphology are similar to dialects of sepedi in the Limpopo Province of South Africa. Anderson and Janson (1997:42) further argue that there is no standard form of written form of setswapong, thus it should only be regarded as a dialect. The question posed is, it a dialect of setswana or sepedi?

2.6 LAND TENURE AND WATER RIGHTS

A critical element in understanding Botswana's rural economy is the nature of the land tenure. With the exception of a few areas that were alienated from the tribal holdings during the Protectorate era, the vast majority of the land in Botswana is communally owned. The same arrangement applies to Mahalapye sub district whereby the Tuli area is the one that was alienated from the tribal

holdings.   Traditionally, allocation of land was done by the chiefs or their representatives, but in 1968 the Tribal Land Act was passed and thereafter land was allocated by and controlled by the Land Boards in each district which acted on behalf of the tribe (Harvey& LewisJr., 1990:69).

Water is a limited resource in the district for human consumption, livestock, wildlife and plants. There are a few seasonal rivers (Mhalatswe, Bonwapitse) in the sub district and therefore there is heavy reliance on mining the underground water resources. According to Silitshena and McLeod, (1992:265). There is very little surface drainage, and this is what makes the population to largely dependent on underground water supplies.   The national motto *pula* (rain) indicates that lack of water is a national problem and the arid climate makes cattle rearing more profitable than arable farming in most parts of the country. (Cohen & Parson 1976:192).

2.7 AGRICULTURE AND RURAL DEVELOPMENT

The economic reality of African countries is that the majority of their people need to make their livelihood in the rural areas, thus most countries give priority in their planning to rural development. In this, Botswana is no exception and the National Development Plans gives rural development renewed emphasis (Crowder, 1983:4). The NDP recognizes that there has been too much concern hitherto with providing physical and social infrastructure and too little concern wit increasing rural productivity and employment. Agriculture is an important activity in the rural areas and it provides most rural inhabitants with some income. However, the productivity of arable agriculture is low.   The government has directed much attention to this sector and a number of increases in production, for example, the Arable Land Development Programme (ALDEP).

The government places a great deal of emphasis on rural development. An integrated rural development strategy is being implemented which aims at encouraging participation of local people in decision-making and in the

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implementation of such decisions. (Salitshena & McLeod, 1992:266). The main goal of the Revised National Policy for Rural Development is to enhance the quality of life of all people who live in Botswana's rural areas. The policy seeks to achieve this through specific objectives of providing opportunities for income generation and involvement in economic activities as well as enhancing popular participation in the development planning and implementation processes, as a broad-based, balanced and sustainable development (Republic of Botswana 2002:12).

2.8 DEVELOPMENTAL CHALLENGES

During the pre-colonial days of Botswana, the people of Mahalapye sub district like most of the people in Bechuanaland and the rest of Africa at the time lived simple lives. They lived in mud and grass huts with little or no furniture. Their economy which was based on cattle and hunting was mostly controlled by men. The women engaged in ploughing fields where they grew corn, water melon, beans and sweet reeds. (Obeng, 2001:3).

In the 19th century, communities in Botswana were governed through an institution known as the *kgotla*, where men discussed matters of economic or political importance to the family or the community. Where the villages were large, they were divided into segments called wards, which represented the major ethnic and family divisions within the particular community. These ward divisions were later used to form the basis for demarcations of the ward or Village Development Committees.

Many changes in governance occurred with independence in 1966 when Botswana adopted a Westminster constitutional framework that established a republic with strong executive, parliamentary and judicial branches. A lot of the structures in the post-colonial era had the effect of democratizing local government while at the same time reducing the powers of the traditional, non-

elected authorities such as dikgosi, whose power are now exercised mainly in local, customary courts still located at the kgotla. (Denbow & Thebe, 2006:23). The kgotla as a modern institution is regarded by a large number of civil servants and development personnel in Botswana as belonging in the traditional pre-colonial era. It is argued by Picard (1985:74) that this perception and conclusions denies the kgotla one of its important roles which is to lead and support social and economic development in modern era.

The development challenges facing Mahalapye sub district are complex. These challenges are not peculiar to the sub district, but are also a challenge to other districts in Botswana. These challenges include the need to provide infrastructure by adopting a cluster approach and targeting areas of highest potential. The other challenge is a need to provide for more accommodative and integrative land use which allows compatible economic pursuits and uses under one plot as opposed to a single-use approach which is uneconomic. According to the Mid-Term Review of the current National Development Plan, one of the fundamental problems of the Community Projects Programme lies with the conceptual framework within which the programme has to operate.

In order for the people in the sub district to significantly improve their standard of living, the real economic growth rate must be sustainably higher than the population growth rate. (Republic of Botswana 2003:25). The Government of Botswana continues to undertake research on the relationships between population and development. The Government also continues to improve the quality of public services and to explore more sustainable and cost-effective ways for delivery. This is to be done in line with the pillars of Vision 2016, which is a long term vision for Botswana that has been developed basically to focus on the challenges and opportunities the nation of Botswana has to grapple with by the year 2016. The pillars are the premised broad goals which all citizens should identify with and work together to achieve the desired results. (Republic of Botswana 2003:49).

2.9 CONCLUSION

This chapter gave a description of the area of study which is Mahalapye sub district. The researcher outlined the size and location of the sub district. The People found in the area, their origin and way of life as well as the development challenges they are faced with.

In chapter three the research will focus on the review of existing literature, that is, what other scholars say about the area of research. It outlines how and when they have investigated the research problem and what they have found empirically (Mouton, 2001:87). It shows all the materials, that is the books, journals, newspapers, websites, government reports, papers and directives that have been consulted in the research.

CHAPTER 3: THE MANAGEMENT OF DEVELOPMENT PROJECTS

3.1 INTRODUCTION

The purpose of this chapter is to present a review of literature on project management and project implementation. This chapter presents different views of literature as captured in project management books, scientific journals, government legislative documents. All over the world, the current trends are such that organizations either public or private that practice sound programme and project management methods have a competitive advantage of success in management of projects. This is because competition is rapidly becoming time-based as well as cost-based (Lewis 1997: vii). The argument put forth here is that if one can get a product or service to market faster than anyone else, they have an edge on competition. Further to that, if one can control the costs of their work better than others, they can sell their products or services lower.

The same principles apply to Non-Profit Organizations (NPOs) or government departments. They face competition from others who might be able to do work more efficiently. In short work has to be done smarter not harder. Managing programmes and projects better is one way to achieve the best results. According to Doherty and Horne (2002: 81), Project managers need to be able to keep lots of people doing lots of different things (tasks) simultaneously. Members of the team need to be brought together into play at exactly the right time and then kept working in harmony. It can be deduced from this statement that members of the District Development Committee (DDC) must display characteristics of teamwork. This in turn will enable the DDC to practice sound programme and project management which will achieve set objectives.

This chapter will, therefore, focus on the following issues, i.e. the concept of project management, project cost, project time, project team management, project challenges, project implementation and project monitoring and evaluation.

3.2 PROJECT MANAGEMENT

The origins of project management can be traced back to the building of pyramids in ancient Egypt and the construction of the Great Wall of China. In the 1950s a methodology was then created which today is known as project management. This methodology is basically the application of the systems approach to the management of complex tasks whose objectives are stated in terms of time, cost, and performance parameters. (van der Waldt & Knipe, 2001:61). Project management entails planning, organizing, controlling, co-coordinating and directing the activities of a project. It can be also described as a planning and controlling mechanism for using the resources to achieve specific objectives. Critical to the concept of project management are the three elements of time, costs and quality. These elements interact constantly and must be balanced in order for a project to be perceived as successful.

It can be deduced from the above arguments that in managing community development projects, the Mahalapye sub DDC must have an operation system in place for it to effectively plan, control, direct and co-ordinate its actives when implementing projects. The system will ensure that the projects are deemed successful in that they are completed within the specified time frames, estimated budget allocations and are of good quality.

3.2.1 PROJECT TIME

Project time management includes the decisions and actions required to ensure timely completion of the project, such as activity definition, sequencing, and duration estimation and control (Frigenti & Comninos 2002:38). It is imperative that every project manager ensures that the activities of the project are completed on time so as to attain the set goals and objectives. Bisschoff, Govender & Oosthuizen (2005:40) argues that for managers to control and implement a project effectively, they need to be able to process large amounts of data, quickly and accurately so as to create order in a complex environment.

It is often argued that development projects are not always capable of achieving the set objectives mostly because of project time. This often have negative impact on the beneficiary communities in that the intervention strategy (in this case, implementing a project), comes very late to the beneficiaries. Projects, therefore requires proper time management coupled with available resources. It is imperative that the development projects finish within the scheduled time. The effectiveness and efficiency in managing time is done in phases to avoid projects failing. The phases of managing time to ensure efficient and effective management of community development projects are those of time planning, estimation, scheduling and control. These phases are detailed below:

3.2.1.1 Time Planning

This is essential because projects may fail if care is not taken in the accuracy of the planning side of time because other processes use time planning as their foundation. According to Masterton (1997: 3) planning takes time in the short term, but saves time in the long run. If people plan well and get into the habit of planning for everything, tasks are completed on estimated time frame. Managers for example can make the use of Work Breakdown Structures (WBS) to plan for time. WBS is a fundamental tool commonly used in project management to define and organize the total scope of a project.

3.2.1.2 Time Estimation

This refers to the determination of the duration of all processes, activities and tasks. Time estimation can be done to a certain degree of accuracy and if it is way off the mark it can impact negatively on the success of the project. It may be argued that when estimating for time, the nature and scope of the project must be taken into consideration. (Bisschoff *et al* 2005:40). The scope of a project is when the project deliverables are sub divided into smaller and more manageable components. All those who will participate in the implementation of the project structure are arranged into controllable segments. There are times when projects fail because the poor definitions of the variables particularly if

WBS was not used appropriately. According to (Lewis 1997:53), if a scope changes a lot in a project, it means not enough time was spent in doing the definition and planning. It is further argued that the project scope may also change because something was forgotten during the planning. Such situation will see management tackling too much work for the number of resources available. This will surely compromise the success of the project.

3.2.1.3 Time Scheduling

This is basically the plan that the manager put into place as a form of a schedule after consideration of time planning and time estimation. Time scheduling can be made by the use of techniques such as the Gantt chart, Critical Path Method (CPM), Programme Evaluation and Review Technique (PERT). These techniques assist the project team to decompose a project into a set of manageable, bite-sizes tasks, with an estimate of the time and money needed to complete each task. The techniques also enables the project team to examine the relationships between the tasks to see which tasks must follow a particular sequence and which ones can be worked in sequence (Business literacy for HR professionals, 2006:120).

3.2.1.4 Time Control

It entails measuring the actual progress of the project against the schedule and plan, which may be original or revised, that is, comparing where you are with where you are supposed to be (Lewis, 1995:30). Time control can be effective and avoid projects in failing if discipline is exercised in how the measures are done. Reporting that is sensible will ensure that projects do not fail as all issues will be tabled and possible solutions to problems done collectively by all stakeholders.

3.2.2 TEAM TIME MANAGEMENT

Douglass and Douglass (1992: 12) define a team as a collection of people who must rely on group collaboration if each member is to experience the optimum of success and goal achievement. Team time management therefore suggests that the speed of the organization is focused on groups of people working together. It aims to use everyone's time to the best advantage in that a large number of similar activities can be grouped together and executed by fewer people (Douglass & Douglass, 1992:6). Teams require more commitment and involvement. People in teams are interdependent, are cooperative and jointly own goals. Participation in teams is mandatory and individual uniqueness is accepted.

The analysis of time is therefore crucial in that the Mahalapye sub DDC is able to determine the shortest possible time in which a developmental project can be completed, taking into account all the logical constraints and activity duration estimates. Time analysis also performs the vital function of determining which activities should be given the most priority.

3.2.3 PROJECT COST

Project cost management refers to the processes required to ensure that the project is completed within the approved budget – resource planning, cost estimating, cost budgeting and control (Frigenti & Comninos, 2002:39). Harrison (1981:145) explains that money whether it is called cost, profit or loss is of paramount importance in project management as it is the ultimate criteria of performance. All good project managers become financial managers in that they are involved in the estimating, budgeting, forecasting and control for their projects, that is, their financial management.

The management of costs in a project is important because many things can happen during the life of a project which may end up altering the expected rate and magnitude of expenditure. The direction of change is usually upwards,

meaning that in most instances the changes bring an increase in the expected costs. Lock (2001:183), argues that the principal purpose of cost management is to ensure that no preventable wastage of money or unauthorized increase in cost is allowed to happen. Cost management comprises both reporting and control. Accurate and timely cost reporting is essential but, by itself, is not cost control. This is because by the time overspending is reported; the damage has already been done. Cost control must be exercised at the time when costs are being committed.

The reporting and control measures that can be used to keep track of project cost are the use of the budget and conducting quality checks. The budget is used by comparing it (the budget) with the actual results of work done for a given time period. If the results indicate that the project's spending is on target, with the work done matching the budget, then no adjustment is required. However if actual results differ with the expected results then corrective action must be taken. The quality checks on the other hand are done by examining work at an appropriate time to ensure that the work done meets the specifications. If the quality check is done at the end of the project, any substandard work would cost large amounts of time and money to correct. (Business literacy for HR professionals 2006:173-175)

Cleland and King (1988:888), argue that cost overruns still plague government and much of the problem is traced to managers who have limited training or experience in project management. In their case, the managers are highly capable and trained in government system and procedures and regulations, however, their formal training often does not equip them with the negotiating skills necessary to deal with contractors. The same described scenario can also be used to describe the Mahalapye sub DDC members. This is because the committee comprises of members from different educational background and also possesses different competencies. Every member of the committee is conversant with the government procurement and purchasing system, for

example sourcing catering companies whenever workshops are conducted but all of them rely on the district planners to deal with contractors. As project managers they are not able to make project site inspections and evaluate the progress made with the budget to find if there are negative variances that will likely cause cost overruns.

3.3 PROJECT MANAGEMENT CHALLENGES

It is argued by Business literacy for HR Professionals, (2006:10) that most project managers regardless of the nature of their projects encounter challenges during implementation of such projects. In order to overcome such challenges, they must synthesize the various skills they possess and apply them in all the different phases of the project. The following are identified as challenges:

3.3.1 FRAGMENTED DEPARTMENTAL APPROACH

The problem with implementation lies partly with the fact that traditional management methods and techniques are used by most organizations. These traditional methods include a fragmented departmental approach that cannot effectively integrate the various elements within the complete project cycle. (Goodman & Love, 1997:2). The fragmented approach explained relates to the Mahalapye sub DDC in that in most cases members of the committee are only interested in issues that directly affects their respective departments, for example, there are members of the sub DDC who schedule their departmental meetings on dates which are reserved for sub DDC activities. They do not display collective consciousness, effort and will to work as a team to ensure that all projects are implemented within the set time and limited resources. As alluded to earlier, Sibley (1995:105), argues that the success of a team rests on the members individually recognizing that they are interdependent on each other for the success of a project.

3.3.2 UNREALISTIC DEADLINES

An impossible deadline affects the success of projects. These unrealistic deadlines may be the result of a very poor planning but in the case of the Mahalapye sub DDC, mostly the deadlines that are deemed unrealistic are those set by the different Government Ministries. The Ministries are among the major stakeholders identified by the committee as per the Mahalapye sub DDC strategic plan. Knipe, van der Waldt, Van Niekerk, Burger and Nell (2002:162) explain that there are ways in which impossible deadlines may be dealt with. These include:

- To get the deadline extended. This can be realized after detailed evaluation of the work to be done and the resources to be used.
- To get the deliverables (end results) redefined. This can be achieved by the collective effort of the implementing agency (the sub DDC) and those who set the deadline (the Ministry).
- To clearly explain the position to all involved in the project. It is crucial that the beneficiary of the project, the contractors, the project team managers and financiers all have a fair warning of the deadlines that have been set.

3.3.3 PROCRASTINATION

This refers to delay in taking action (Concise Oxford Dictionary 1990:951). Procrastination is an important issue that keeps team members from performing project tasks. This is usually as a result of a combination of factors such as boredom, and hostility towards the person who assigns the tasks. It is important to adopt a 'do it now' attitude. (Knipe, *et al* 2002:163). It can be deduced that this type of behaviour is displayed in many instances where members of the sub DDC put things off and do not perform tasks as assigned by the committee. This is evident in sub District Extension Team (sub DET) pairs and sub-DROUGHT pairs. During sub DDC meetings pairs fail to report progress of projects they have been assigned to perform. The explanation given indicates that factors that contributed to none reporting are a result of procrastination.

3.3.4 USE OF RESOURCES

The manner in which project teams schedule resources is one of the greatest challenges for managing development projects. Projects are often confronted by time frames and organizational constraints that limit their ability to obtain and make use of the limited resources effectively.   According to Knipe *et al* (2002:164), resource leveling is used to evaluate and determine how to evenly distribute resources so that all the time the resources are being utilized to their maximum benefit. Resource leveling promotes consistency, efficiency and ease the workflow.   One of the areas in which the Mahalapye sub DDC need to evaluate how to maximize resources is in the use of the available vehicles.

3.4 MANAGING PROJECT RISKS

Barkely (2004:3) explains risk as any uncertainty in a project plan that a project manager can potentially control, or at least track. It is further argued that for risk to be identified, it starts with a full understanding of the project to be implemented. The identification is done from the WBS and is categorized in terms of technical, processes, quality and resources. Tools that are used for risk identification include brainstorming, interviewing, checklists and making assumptions. After identification of risk, it must then be managed.

Risk management is therefore a managerial function aimed at protecting the organization, its people and assets against the physical and financial consequences of risk. It involves planning, coordinating and directing the risk control and the risk financing activities in the organization. (Valsamakis, Vivian & Du Toit, 2004:12). It is therefore important for project teams to develop a risk management plan which is a useful tool for outlining all the risks identified before and during implementation of a project. The plan is also useful in documenting the mitigations strategies that are used to respond to the risk. According to Knipe *et al* (2002:357), a risk management plan should cover:

- a detailed description of each risk

- an assessment of the likelihood that the risk will occur and the possible impact that the risk will cause if it does occur. That is whether the impact may be deemed low, medium or high.
- The person who is responsible for managing the risk.

It is essential for every organization to establish systems that identify and monitor risk on a continuous basis. This forms part of the control environment that should pervade the business and should be included in every manager's responsibilities (Wixley & Everingham 2005:85). It is further argued that the first step in managing risk is to accept that risks will always be present and that different kinds of risks need to be handled differently. Kendrick (2003:3) writes that projects that succeed generally do so because their leaders do two things well: firstly they recognize that among the new aspects of a new project, some part of the work has been done before and that the lessons learnt earlier can be used for identifying and where possible avoid the problems of the earlier projects. The second thing is to plan the work thoroughly in order to understand the challenges ahead and to anticipate potential problems. In this they plan, guide and monitor the work. If managers take heed of this, they will be able to formulate good risk management plans within their organizations. Kendrick (2006:20) argues that risk management also provides a lever for control throughout the project by allowing for the monitoring of risk trigger events, implementation of contingency plans.

Lewis (1997:34) asserts that managers have to guard against their projects failing by conducting a risk analysis. He argues that it is usually best to list risks first then to think about the contingencies for dealing with them. Managers have to know the risk they are dealing with before they even think of how they may deal with the same. In the context of the Mahalapye sub district development projects, the risks often faced are not planning thoroughly for example when projects implemented are not evaluated to determine that the scope and the deadline are realistic. A case in point is the Mahalapye abattoir that was

planned to be constructed within a 12month period which was not sufficient because the environmental impact assessment and the design for the project were not done. It is argued by Barkley (2004:91) that keeping up with risk involves equipping team members with the tools necessary to monitor risk and the sensitivity to catch risk problems before they occur. It takes some planning and effort to monitor how risks change as the project progresses.

It can be deduced from the above arguments that as a way of dealing with risk within the public sector, the Government of Botswana, and in this particular case, the Mahalapye sub DDC may consider learning from the experience of the Republic of South Africa whereby the Public Finance Management Act No.29 of 1999, as amended, makes provision for all Heads of Departments to ensure that a risk management plan is put in place in their respective offices. This would ensure that the managers guard against mismanagement of funds, wasteful and fruitless expenditures of public funds as well any fraudulent practices.

3.5 PROJECT IMPLEMENTATION

According to Pennypacker and Dye (2002: v), the way the managers define, structure, and act towards projects is critical to the success or failure of those projects, and consequently the success or failure of the organization. A project moves through three main phases. These are the preparation phase, the implementation phase and the evaluation phase. Project implementation is done in the second phase. This phase consist of various major tasks such as organizational arrangements whereby administration and management arrangements such as financial control, decision making and coordination are concluded; the actual execution of project activities; project monitoring and feedback and record keeping is done. It is during this phase that agreements are reached between the project sponsors, which in the context of this research is the Botswana government and the project recipients who in this instance are communities in Mahalapye sub district.

The concept of project implementation is not just a matter of doing the job, but also of keeping a close eye on the plan, closely monitoring where the actual activities are against where they ought to be, keeping the team motivated and involved and ensuring that the budget is on track (MacLaclan, 1996:53). This proves to be a problem for the Mahalapye sub DDC because records of the meeting held indicate that the committee members do not attend scheduled meetings as expected, do not produce project progress reports as expected and do not closely keep a close eye on the implementation of the District Development Plan.

3.5.1 MONITORING AND EVALUATING PROJECT IMPLEMENTATION

Monitoring and evaluating a project is to keep track of the progress against the plan. There are three main areas that managers need to keep in balance for the project to proceed successfully. These main areas are the timescale which provides information whether the project will be completed on time, the quality which indicates whether the project has achieved its objective and the budget which determines whether the project come in or below the budget plan (MacLaclan,1996:55).

Monitoring the project is also perceived by Knipe *et al* (2002:149), as an important part of project management as the project team is able to ensure that the project is on schedule and is progressing according to the plan. In other words, the project team is perceived to be in control of the project. Kerzner (1998: 226-227) explain controlling as a three-step process of:

1. measuring progress towards an objective: This refers to determining through formal or informal reports how much progress has been made towards the objective.

2. evaluating what remains to be done: This refers to determining the cause of, and the possible ways in which to act when dealing with significant deviations from planned performance.

3. taking the necessary corrective action to achieve or exceed the objective: This refers to taking control in order to correct an unfavorable trend or to take advantage of an unusually favorable trend.

There are several ways in which monitoring of the project can be done. These include project or checkpoint meetings and reports. Project meetings are used to coordinate the project. They must not be used to collect status, although they are used as an administrative convenience. When meetings are used to collect status, it is when what is reported at meetings is the amount of work done. For instance, during Mahalapye sub DDC meetings, the interest is more on whether a project is 20% complete or 100% complete. This progress status is not critically evaluated against the timescale and whether the objective of implementing the project will be achieved. (Leavitt & Nunn, 1994:161)

It can be deduced from the above argument that the Mahalapye subDDC use meetings to collect status than to deal with the constraints and the problems. The meetings should not be limited to defining the problem but should also include assigning responsibilities and estimating completion time. People from different departments may form problem-solving teams.   These kinds of meetings serve to reinforce teamwork and coordinate group efforts.

The reports that are compiled to monitor the progress of projects must be detailed and contain all the necessary information. The information must reach all project stakeholders timely. Knipe, *et al* (2002:119), explains that project reports are the main formal means by which the progress of the project is communicated and recorded. As they are part of the projects' audit, they must be comprehensive by clearly stating the current status of the project and comparing the actual achievements with the planned target achievements. The report must also draw attention to the critical issues, identify problems and propose possible solutions to those problems. The way the report is prepared should be able to promote effective management and control of the project.

In project monitoring and evaluation, leadership and communication are crucial aspects. In order for projects to succeed and not fail, the project managers must be able to apprise themselves of how the internal and external relationships are proceeding and be able to identify stresses and strains that may require intervention (Sayles 1964:53). It can be deduced that this means the leadership qualities of the project managers must be such that their 'feelers' are sharp throughout the project life cycle to be able to detect problems and be able to deal with them effectively. Communication that is well defined is an integral part of project implementation.   Faulty communication between and amongst implementers will lead to ineffective implementation (Cameron & Stone 1995:97)

3.5.2 PROJECT IMPLEMENTATION TOOLS

There are a lot of software or tools that a used on project management, and according to Leavitt and Nunn (1994:107),there is no tool that is more perfect than the others. What managers look for in choosing a tool is mostly its flexibility and its speed. For purposes of this research four tools or methods are looked at. These are Gantt charts, Work Breakdown Systems, Programme Evaluation and Review Technique and the Critical Path Method.

3.5.2.1 GANTT Charts

GANTT charts are named after Henry L Gantt, an American who inverted them in 1917. (MacLaclan,1996:40). His idea was simple in that he took a standard bar chart and turned it on its side to plot tasks onto a timescale depicting start and finish dates. The Gantt chart enables the manager and the team members to see at a glance the overall timescale of the project and also the duration of each task in the project.   The relationship between the tasks is also clearly stated. (MacLaclan, 1996:41) The chart also shows what should be happening and when it should be. The beauty of Gantt charts is that one does not have to think of the tasks in sequence and all at once. If there are a lot of tasks that cannot be started until others are finished, it may be useful to create a network

of activities. The network can then be analyzed to see which the best route to implement the tasks is. This is called Critical Path Method which enables project managers to determine what the shortest possible time is in which the project can be completed on the basis of the current plan. (Doherty & Horne, 2002:83).

Figure 1: Gantt chart

ID	Task Name		Oct 8, '06							Oct 15, '06							Oct 22, '0		
		F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T
1	Buy computers																			
2	Remove old system																			
3	Install new system																			
4	Evaluate and monitor																			
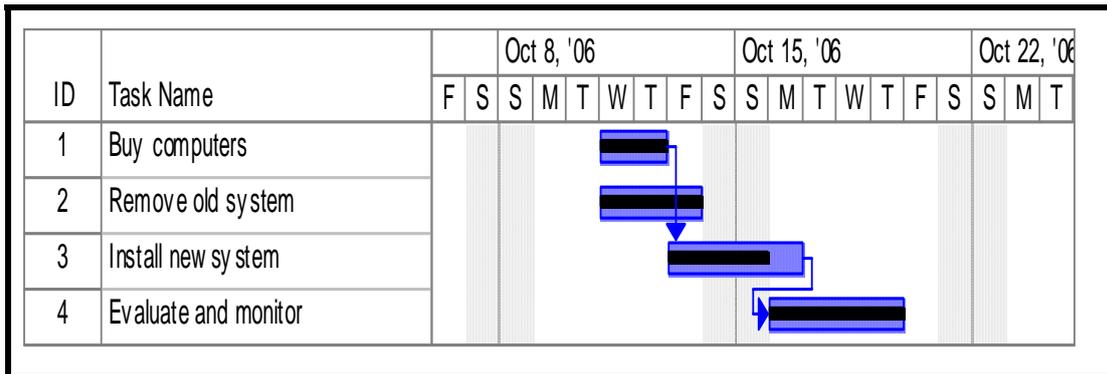
Source: (MacLaclan, 1996:43)

3.5.2.2 Work Beakdown Structure (WBS)

Work Breakdown Structure is used in project management to develop resource and time estimates, assign personnel to the project, track the progress of work done and reveal the scope of the project work. Project managers can also use WBS to sub divide complex tasks into smaller tasks (Business literacy for HR Professionals , 2006:101). Work Breakdown Structure is a major tool of project management and it is used to perform the following critical functions:

- To identify and define work to be done.
- To identify who is responsible for the work that has been defined.
- To form the structure of and the basis for the integration of the work to be done, the organization of the work as well as the control systems. (Harrison 1981:20)

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Figure 2: Work Breakdown Structure
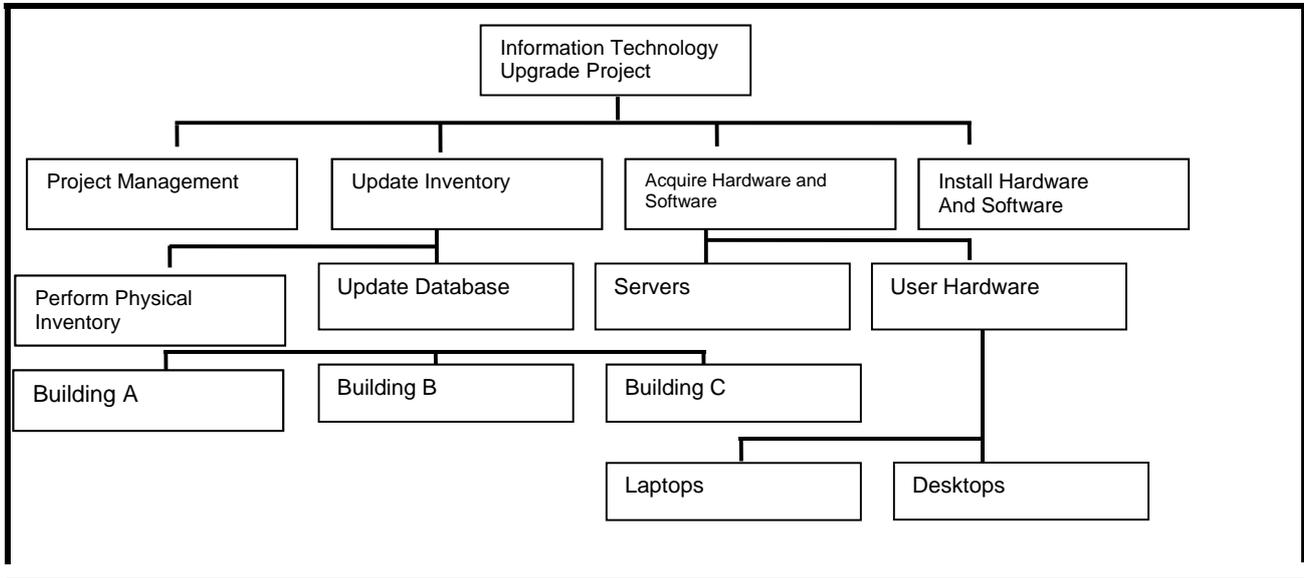
Source: (Schwalbe, 2007:198)

The WBS as shown above graphically displays the project. The systematic way by which the WBS defines the components parts of the work is important because items of work may be overlooked or duplicated. The breaking down of large activities into comprehensible or manageable units is a fundamental part of project management. The role of WBS is to create a linked, hierarchical series of activities which are independent units but at the same time still part of the whole. WBS is appealing as it gives people involved in the project responsibility for a manageable part of the project.

In the context of community projects in Mahalapye sub district, WBS will assist in role clarity and assignment of responsibilities for all actors, for instance, the District Extension Officer, the Village Extension Officer, the Councillor, the Kgosi, the Village Development Committee member, the Builder (contractor) will all manage their tasks independently but towards the project as a whole. These tasks include acquiring land for construction, sourcing funds, procurement of

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materials, identifying the contractor, daily monitoring of the construction works and inspection.   WBS will assist the Mahalapye sub DDC to define the community projects, define the work to be done and assist in the organization as well as the graphic display of the project that is implemented. Pennypacker and Dye (2002:216) asserts that individual project managers in the team must manage projects according to their goals. The Mahalapye sub DDC will benefit in this regard such as when the Principal Education Officer will be assigned projects such as construction of classroom blocks, the Chief Nursing Officer will be assigned the construction of clinics.

3.5.2.3 Programme Evaluation and Review Technique (PERT)

The Programme Evaluation and Review Technique (PERT), shows the connections among the projects components or the different projects that make up the portfolio, (Pennypacker & Dye, 2002:221), and for purposes of this research the PERT will show the connections among the different projects that make up the District Development Plan. It shows the relationships of the tasks in the order that they need to be done, and therefore it can be seen as a flow chart (MacLaclan,1996:42)   The advantages of a PERT chart is that the sequences of each activity is displayed clearly and the dependencies are obvious.   In instances where the tasks are complex and run parallel to each other, and where the tasks are performed by different people as in the case of the Mahalapye sub DDC, the use of a PERT chart is most useful (MacLaclan, 1996:43) When a wall-sized PERT chart is displayed, it can be a powerful tool to help keep people in the organization focused on the goal.

Figure 3: Programme Evaluation and Review Technique
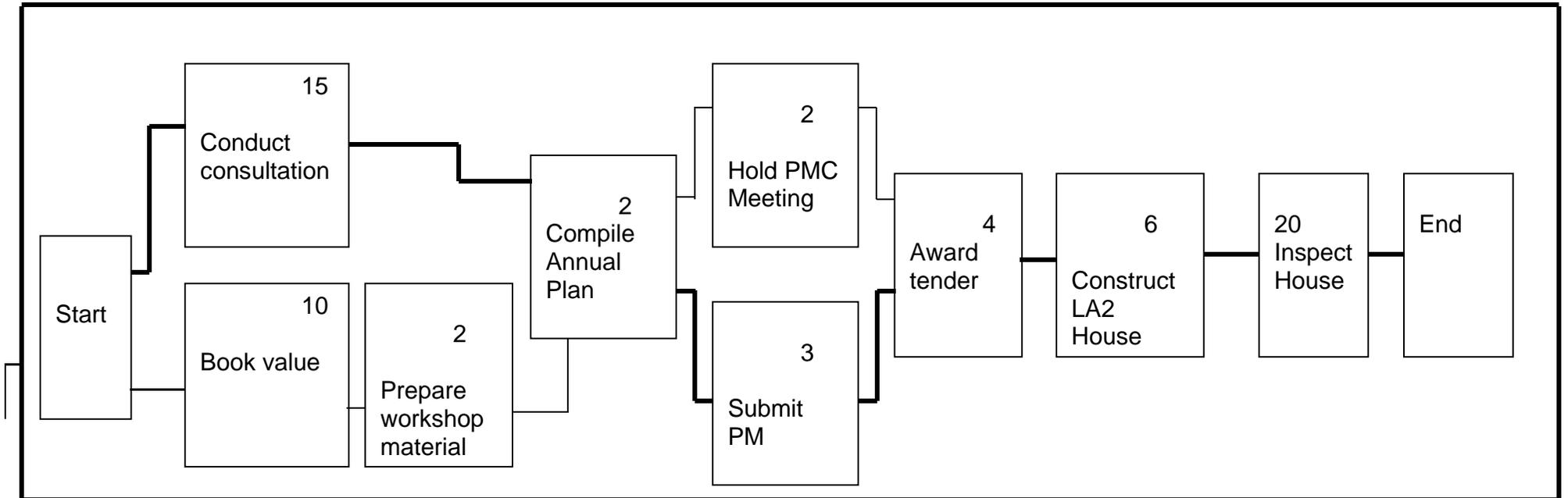
Source: (Frame JD, 1995:178)

3.5.2.4 Critical Path Method (CPM)

The Critical Path Method (CPM) is a technique that is used in project management to examine the order of, and the time needed for, the various tasks that are required to complete the project (Knipe *et al*, 2002:157). This technique is usually applied at the project implementation phase, and it can and should be applied to the planning and design phase. The method also allows for the determination of the path through which the project cycle is the longest (Lewis, 1998:70). In other words the critical aspect of the tool is the time and the path in which the project tasks are evaluated to determine the longest total time needed to complete the project.

Figure 4: Critical Path Method
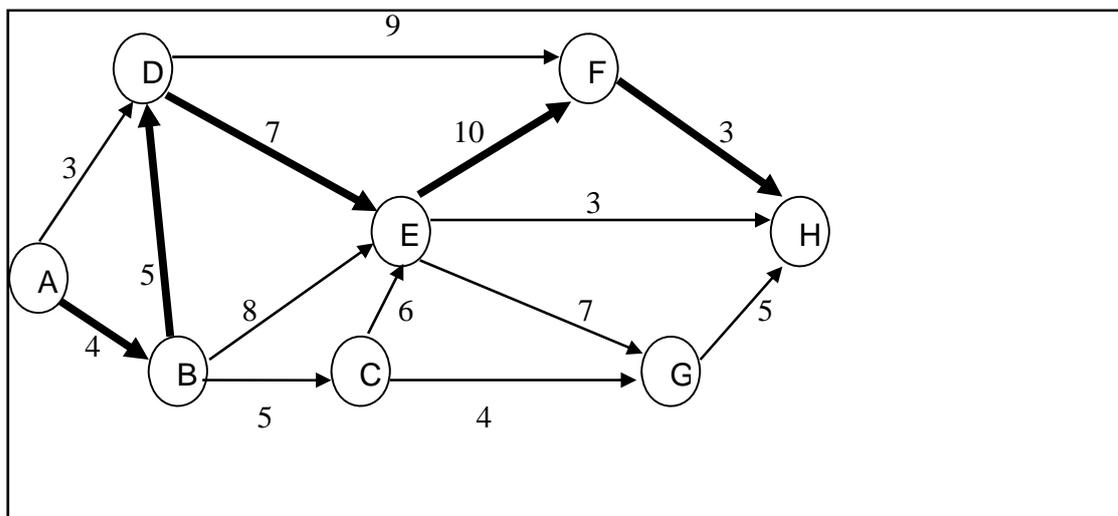
Source: (Chinneck JW, 2003:5)

The way CPM works is that it looks at all the tasks and their duration times and all their dependencies. It then calculates the start and the completion dates for the tasks. The tasks whose dates are the same are the critical tasks and those where there is a difference (where the manager can identify slack) are non-critical. Non-critical tasks may be delayed without compromising the project (MacLaclan, 1996:42). Critical Path Method makes use of arrows to show the order in which work is performed. Early dates are figured by a forward path

using a specific start date and late dates are figured using a backward path starting from a completion date. The diagram shown below gives an example of a Critical Path Method.

3.6 CONCLUSION

There are critical factors that influence the effectiveness and ultimate results of project management, and from the above arguments it is clear that leadership and the abilities of the project managers are vital for the success of the projects. The standardized guidelines and tools that are used by the project manager to lead and guide, can be used to motivate team members and help them achieve objectives (van der Waldt and Knipe, 2001:87). All the role players in the project management have to successfully carry out the specific tasks assigned to them.

In chapter 4, the research will focus on the research methods that were used to obtain data from the research participants and how data was collected from them. It further gives the justification of why data collection methods and techniques used were preferred over others. Research literature is also used to justify the selection of population, sampling and research methods.

CHAPTER 4: RESEARCH METHODOLOGY

4.1 INTRODUCTION

This chapter confines the research to the collection of data since the research problem, aims and objectives of the research have been outlined in Chapter one. This chapter details how the researcher in this study went about to establish the relationship between the management of projects and cost overruns in the Mahalapye sub district; in particular to establish what causes village infrastructure projects in Mahalapye sub District to overrun their cost; why the projects are not completed within set time frames and how this problem impacts on the beneficiaries of these project. The respondents were identified and they include the *Dikgosi*, Councillors, Village Development Committee (VDC) members, sub District Development Committee (DDC) members and the members of the community. The respondents were sampled from the villages of Taupye, Mahalapye, Otse and Sefhare. An in-depth analysis of the results with the interviewees will be presented and these would assist in understanding the relationship of project cost overruns and management of projects in Mahalapye sub District. The views and opinions of the respondents would also assist the government of Botswana to find ways of effective implementation of projects at district level, in this context, the Mahalapye sub district.

4.2 RESEARCH DESIGN

Barbie (2001:112) explains a research design as involving a set of decisions regarding the topic that is to be studied; the population to be studied, the research methods that will be used in the study as well as the reasons why the particular research methods have been selected. In this research qualitative research method was used to collect data. The qualitative research design was selected because the study was to collect subjective data that is produced by the minds of the people who will be interviewed (Welman, *et* al 2005:8). The *Dikgosi*, Councillors, VDC members, sub DDC members and community members provided the researcher with their own opinion about factors that

cause projects to overrun their budget estimates. The qualitative research design was also deemed appropriate because the data presented was in language instead of numbers. The respondents, other than the interviewer did most of the talking. (Barbie, 2001:292).

The aim of the research was to find the relationship between the management of projects and cost overruns in the Mahalapye sub district, put differently as in Welman *et al*, (2005:33), the research deductively inferred conclusions about the management of village infrastructure projects and why they experience cost overruns.

4.3 UNIT OF ANALYSIS

The units of analysis are those things we examine and thereafter we create summary descriptions of all such units and to explain their differences. (Barbie 2001:95). These could be people (humans), groups such as households in a particular area, organizations or institutions such as the one that has been selected for this research; the Mahalapye sub District Development Committee.

The conclusions about the relationship between the management of projects and cost overruns in Mahalapye sub district are drawn from the responses of the dikgosi, Councillors, members of the Village Development Committee, members of Mahalapye sub District Development Committee and from the members of the public. The units of analysis will be deliberately obtained since the population is known to the researcher (Barbie, 2001:179).

4.4 AREA OF STUDY

The research was limited geographically to the Mahalapye sub District in the Republic of Botswana. Mahalapye sub district comprise of 36 villages with a population of 109 811 according to the 2001 population census. All the villages are led by a *kgosi,* have a village development committee and have an elected representation on the District Council. The research also limited itself to the

current plan period, that is, the research had interest only in projects which are in the District Development Plan 6. Since the current plan runs from Financial year 2003/2004 to 2008/2009, projects studied were from the start of the plan period (2003/2004) to 2006/2007.

4.5 POPULATION

Welman *et al*, (2005:53) defines a population in a research as the full set of cases from which a sample is taken. The target population of the research in this study was four *dikgosi*, eight VDC members, five Councillors, five sub DDC members and seven members of the community from the villages of Taupye, Mahalapye, Otse and Sefhare. All the respondents were purposefully selected because the population was known to the researcher.

4.6 SAMPLING METHODS

In this research, a purposive sampling method was used whereby the judgment of the researcher regarding the characteristics of the population was used as a basis for selecting the sample. The sample was deliberately obtained since the population is known to the researcher and hence the use of purposive or judgmental sampling type, (Barbie, 2001:179). Mahalapye sub district comprise of 36 villages with a population of 109 811 (2001 population census). Four villages were sampled for the research and in each village the *Kgosi*, Councillor, VDC members and community members formed the population sample.

4.7 METHODS OF DATA COLLECTION

Data was collected from four villages using a structured formatted questionnaire which was completed by the researcher during the interviews to the purposively identified respondents. The format did not only save time but also ensured that all topics were covered (Bell, 1993:93). The structured interviews enabled real interaction between the researcher and the respondents because the flexibility of the interview enabled the researcher to gain the confidence of the respondents when they became evasive during the interview process. It was easy to clear

any misunderstanding on the part of the respondents and also make follow ups on responses that were vague and incomplete. The questionnaire contained both questions and statements and this gave the research more flexibility in the design and also made it more interesting (Barbie, 2001:240). The structured interview questionnaire asked open-ended questions and therefore enabled the respondents to provide their own answers without being limited as close – ended questions would do.

The structured interview questionnaire that was used to collect data appears in the list of appendices. The structured interview questionnaire was used to interview all the selected respondents which were the *dikgosi*, councillors, VDC members, sub DDC members and community members from the villages of Taupye, Mahalapye, Otse and Sefhare.

4.8 DATA COLLECTION PROCEDURES

At the commencement of the research permission was secured from the District Officer, who as the senior government representative at the district level further informed and secured permission for the researcher in all the four villages of research where the *kgosi*, the VDC members and the Councillors were to be interviewed. The District Officer gave permission for interview of the sub DDC members as the chairperson of the sub DDC. The researcher traveled to the four villages of Taupye, Mahalapye, Otse and Sefhare. The interviews were conducted at each village *kgotla*. The *kgotla* is the village's meeting place where matters of economic or political importance to the community are discussed. It is also the seat of the village leader (*kgosi*).

The researcher observed ethical standards during the interviews in that anonymity and confidentiality were assured to respondents. The purpose of the research was explicitly explained to the respondents and their rights explained. The interviews were conducted in Setswana language.

4.9 DATA ANALYSIS METHOD

Qualitative research is concerned with individuals' own accounts of their attitudes, motivations and behaviours (Hakim, 1987:26), and given the emphasis on detail and depth information, qualitative studies normally involve small numbers of respondents. In this research, a descriptive report is given of the respondents' perceptions, attitudes, beliefs, views and feelings on the way the development projects in Mahalapye are managed. The respondents were the Dikgosi, Councillors, members of the Mahalapye sub DDC, members of the VDC and members of the communities of Taupye, Otse, Mahalapye and Sefhare. The analyzed data presented by means of tables and figures

4.10 CONCLUSION

The research design and research methodology that were used in this research have been outlined in this chapter. The research used a qualitative design to purposely identified respondents. A total of 29 individuals representing the dikgosi, Councillors, Village Development Committees, sub District Development Committee and members of the public were interviewed. The chapter also detailed the data collection methods that were used in the research.

In chapter five, the focus is on the research findings, presentation, analysis and interpretations. The researcher presents graphs and tables to detail the information as was collected when the structured interview questionnaire was administered to the respondents in the research. Although graphs and tables are used, the analysis will be more descriptive than statistical.

CHAPTER 5 – RESEARCH FINDINGS, ANALYSIS AND INTERPRETATIONS

5.1 INTRODUCTION

The purpose of this chapter is to present data obtained during the process of conducting interviews at the area of research which is Mahalapye sub district in Botswana. The main purpose of the research was to investigate the reasons why the village infrastructure projects in Mahalapye sub district experience cost overruns and do not meet the completion time. The failure of projects to be completed on time often has impact on its intended objectives, on the beneficiaries and on the government mandate to deliver service to its citizens. The research also probed to find out whether the project managers ensure that the projects are completed within budget estimates and time frames; the reasons why the projects overrun their cost and fail to be completed on time; the impact of the cost overruns on the beneficiaries of the project and on the government as well as to find possible solutions to the problem of cost overruns.

A structured interview questionnaire which was self-administered was used to collect the data, and a total of 29 questionnaires were distributed to *Dikgosi* (chiefs), Councillors, Village Development Committee members and the sub District Development Committee members. The interviews were conducted on a one-to- one basis. The structured interview questionnaire used was divided into two sections. Section A was used to collect biographical information and probed the respondents' location, gender, age group and position in their village. Section B focused on collecting data to address the objectives of the research. This section was divided into five parts. The first part addressed the issue of the management of projects in Mahalapye sub district. The second part dealt with factors that contribute to project cost overruns in the Mahalapye sub district. The last three parts were respectively concerned with how the project costs and time overruns impact on the beneficiaries, on the government and the organizational effectiveness of the Mahalapye sub District Development Committee.

In this chapter, the steps undertaken to analyze the data are also detailed. Figures in the form of tables and diagrams are used for analysis particularly in the part of the biographical information of the respondents. It is only on Section B of the structured interview questionnaire that, that qualitative analysis method is applied to analyze data obtained from the interviewees or the respondents of the targeted population around the Mahalapye sub district in Botswana. Proof in the form of findings is also presented to indicate whether the information collected supports the research problem statement.

5.2 RESEARCH FINDINGS AND INTERPRETATIONS

The research findings of the research conducted at Mahalapye sub District in Botswana are presented as follows:

5.2.1 BIOGRAPHICAL INFORMATION

The main objective of collecting biographical information of the respondents in the villages of Taupye, Mahalapye, Otse and Sefhare was to probe information relating to their (respondents) village, gender, age group and the position they hold in the village. Such information helps the researcher to understand the nature of the population sample. The results of the biographical information obtained are presented as follows:

5.2.1.1 Respondents per village

The reason for probing the respondents according to their villages was to determine the actual number of the people interviewed in each village as well as their true percentage and cumulative percentage per village. The results are presented in figure 5.

Figure 5: Respondents per village
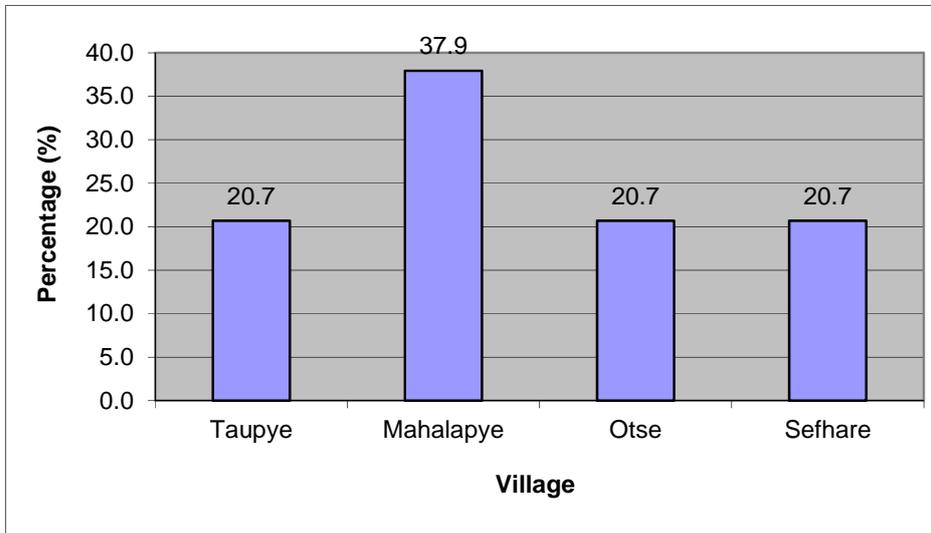
In terms of Figure 5 above, 20.7% of the interviewees are from the village of Taupye, Otse and Sefhare respectively. Mahalapye recorded the most interviewees with a total of 37.9%.

The findings indicate that an equal number of people were interviewed in the villages of Taupye, Otse and Sefhare. The reason that more people were interviewed in the village of Mahalapye is because Mahalapye has the largest number of people in the sub district. The village is also the headquarters of the Mahalapye sub District and it is the seat of the sub District Development Committee (sub DDC), hence members of the sub DDC who were interviewed are captured under Mahalapye and this makes the figure for Mahalapye to vary with those of the other three villages.

5.2.1.2 Respondents according to Gender

The reason for probing in this regard was to determine the representation of both males and females who participated in the research.

Figure 6: Respondents according to Gender
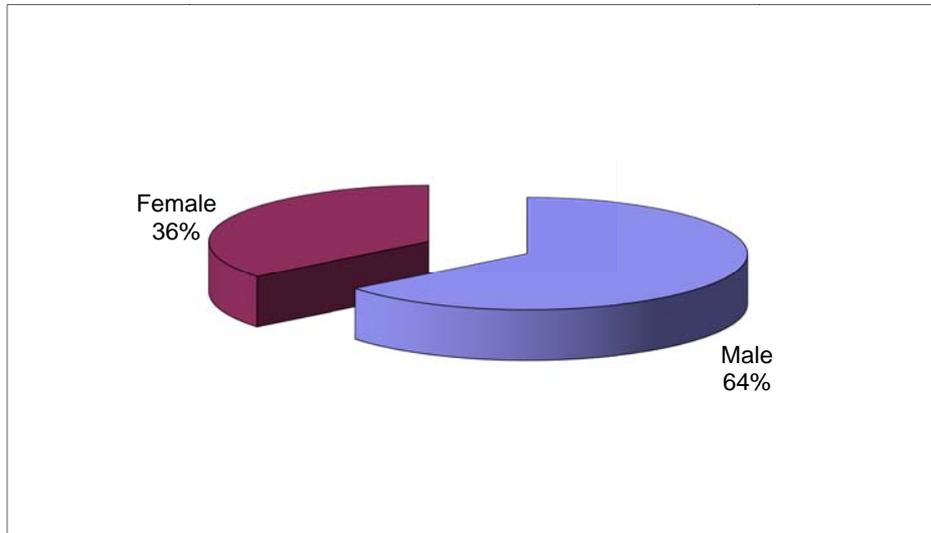
According to Figure 6 above 36% of the respondents were females and 64% were males. The results are that more men were interviewed than women. This indicates that there were more men who participated in the research than females. The results also imply that there are more men involved in development projects than women in the Mahalapye sub district. The crosstabulation of respondents according to gender proves that with the exception of the village of Otse which shows the highest rate of female participants, and Taupye which shows an equal number of male and female participants. In general, Mahalapye and Sefhare recorded a highest degree of male and female disparity. The results are presented in table 1.

Table 1. Name of the village * Gender Crosstabulation

			Gender		Total
			Male	Female	
Name of the village	Taupye	Count	3	3	6
		% within Name of the village	50.0%	50.0%	100.0%
	Mahalapye	Count	8	3	11
		% within Name of the village	72.7%	27.3%	100.0%
	Otse	Count	2	3	5
		% within Name of the village	40.0%	60.0%	100.0%
	Sefhare	Count	5	1	6
		% within Name of the village	83.3%	16.7%	100.0%
Total		Count	18	10	28
		% within Name of the village	64.3%	35.7%	100.0%

The table above presents a detail of how many of the respondents are male of female per village. In Taupye village the number of males interviewed corresponds with that of females. For the villages of Mahalapye and Sefhare there are more males than females. This indicates that in the two villages males are in positions of managing development projects than females. The analysis here is done out of a total of 28 since 1 respondent did not indicate his/her gender.

5.2.1.3   Respondents according to Age Group

The interest of the researcher was to find out which age group dominated in the management of projects in the area of study which is Mahalapye sub district. The results are illustrated by Figure 7.

Figure 7: Age group of respondents
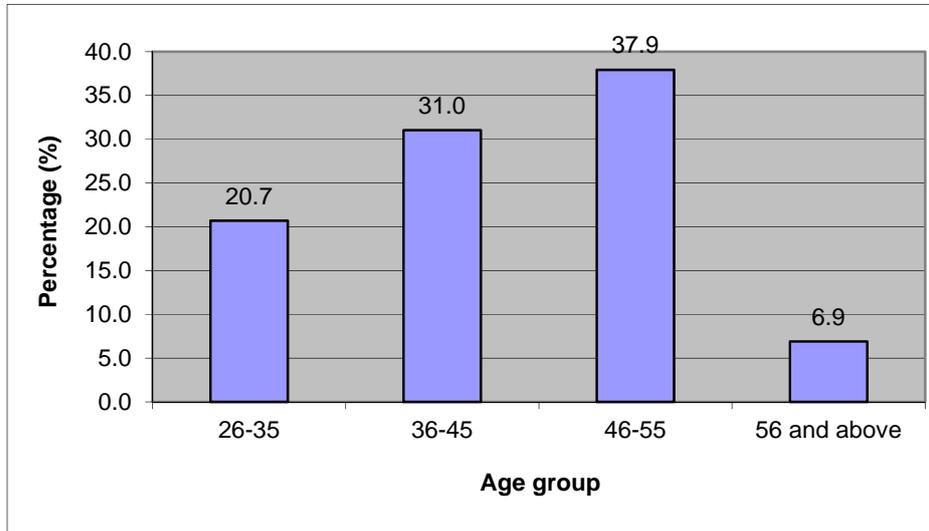
In terms of the above figure, 20.7% of the respondents belong to the age group of 26-35 years. 31% belong to the age group of 36-45 years and 37.9% belong to the age group of 46-55 years. 69% of the respondents indicated they belong to the age group of 56 years and above.

The results indicate that most people who are involved in the management of development projects are in the age bracket of 46-55 years. The target population for the research who are chiefs, councillors, members of the Village Development Committee and Heads of the Departments are people who are expected to be mature enough to hold such positions hence it is not surprising to find that most of them are in the 46-55 age group. There is a significant number (20.7%) of the youth who are involved in management of development projects in the Mahalapye sub district according to the findings in this research.

5.2.1.4 Respondents according to position

The reason for probing in this regard was to determine the representation of both males and females in positions of authority which are involved in issues of

development project management in the Mahalapye sub District. The research also wanted to establish if perceptions and practices were the same for the different positions, for example, if VDC members' perceptions on factors that cause project overruns are the same as those of Councillors. The research findings are illustrated in Table 2.

Table 2. Respondents according to Position

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Kgosi	4	13.8	13.8	13.8
	Councillor	5	17.2	17.2	31.0
	VDC	8	27.6	27.6	58.6
	Sub DDC	5	17.2	17.2	75.9
	Community Member	7	24.1	24.1	100.0
	Total	29	100.0	100.0	

The information presented in Table 2 shows the actual numbers and percentages of the respondents according to the position they hold in their village. The findings are that 13.8% were Dikgosi, 17.2% were councillors, 27.6% were members of Village Development Committee, and 17.2% were members of the sub District Development Committee while 24.1% were members of the community.

The figure for the *dikgosi* who were interviewed is the least. The reason for the small number is because the research was conducted in 4 villages and since each village is headed by 1 *kgosi* (notwithstanding the fact that a *kgosi* may have a deputy (ies), the result was expected to give the recorded frequency of 4. The villages of Taupye, Otse and Sefhare each have one councillor and in Mahalapye two councillors were interviewed since there are more councilors in the village.

In each village, a Village Development Committee (VDC) is constituted with a

total of 10 members. In all the villages where the research was conducted, two members of the committee were selected for interview. The result as tabled above therefore would indicate that more VDC members were interviewed than the other categories of targeted respondents.

Table3. Position in the area * Gender Crosstabulation

			Gender		Total
			Male	Female	
Position in the area	Kgosi	Count	4	0	4
		% within Position in the area	100.0%	.0%	100.0%
	Councillor	Count	4	1	5
		% within Position in the area	80.0%	20.0%	100.0%
	VDC	Count	4	3	7
		% within Position in the area	57.1%	42.9%	100.0%
	Sub DDC	Count	4	1	5
		% within Position in the area	80.0%	20.0%	100.0%
	Community Member	Count	2	5	7
		% within Position in the area	28.6%	71.4%	100.0%
Total		Count	18	10	28
		% within Position in the area	64.3%	35.7%	100.0%

The above table on position by gender crosstabulation that all the dikgosi who were interviewed are males. This is consistent with the customs and traditions of Batswana and particularly those of the people in the Mahalapye sub district whereby male persons are the ones who are appointed *dikgosi*. The same goes for the positions of councillor, VDC leadership and promotion to head department and hence membership to sub DDC. In general, the societal preferences are to appoint or elect male persons to positions of authority than females.

5.2.2 MANAGEMENT OF PROJECTS

The objective of the research under this section was to probe who really manages the development projects in Mahalapye sub district, that is, who is involved with management of the actual implementation of development projects. The other purpose was to find out if the respondents of the interview were themselves involved in project management. The respondents were also asked to state whether in their villages, there were or are projects which experienced cost and time overruns and whether the sub DDC contributes to the problem of the same projects overrunning their scheduled time and cost estimates. The respondents were asked to qualify the answers they provided. The findings in this regard are presented as follows:

5.2.2.1 Who Manages Projects

Almost all respondents mentioned that they are involved in the management of development projects in their villages. This includes the *Dikgosi*, the Councillors, the VDC members, the sub DDC members and the community members. There are those who responded that they do not directly manage development projects but rather they are informed about them before implementation.

The deviation was noted among the responses of the *dikgosi* and the councillors. They stated that they get to know about the projects from their members of Parliament and the public officers such as the District Officer and Assistant Council Secretary. Very few respondents told the researcher that they do not manage the projects at all; rather it is the public officers who manage the development projects and later hand them over to the community after completion.

The researcher found out that in each category of the respondents, they answered that they manage development projects in collaboration with the respondents in other categories. For example, members of the VDC informed the researcher that they manage the projects in collaboration with the *dikgosi*,

councillors, public officers and members of the community.

5.2.2.2 Projects that overrun cost and time estimates

The projects which were said to have experienced cost and time overruns cut across all sectors. In the Health sector, projects such as staff houses for the nurses were mentioned. In the Education sector, the projects that overrun their cost were mostly the teachers' quarters, the school administration blocks and school kitchens. The Departments of Remote Area Development Programme, District Housing, Roads and Social Welfare were also mentioned to have staff houses which experienced overruns in cost estimates and time frame schedules.

The respondents from all the villages that were selected for research mentioned a delay in the construction of LA2 houses intended to accommodate nurses, teachers and agricultural demonstrators in their villages. LA2 is a code that is used for a house plan that has been adopted by all district councils in Botswana for construction of staff houses. LA stands for Local Authority, and the number determines the number of bedrooms. For example an LA1 house is a one bed roomed house, an LA2 a two bed roomed house and an LA3 refer to a three bed roomed house.

The construction of slaughter house in Mahalapye was also said to have overrun its cost and in Tswapong the works in the access roads was said to be incomplete in that road signs were inappropriately placed and culverts were constructed such that people's homes will flood even when the rains were not heavy. There was also mention of delay in implementation of big projects such as construction of the new Mahalapye Hospital, and extension and renovations works of Madiba Secondary School. Maintenance of infrastructure in general was also reported not to be going according to plan such that there is a backlog.

5.2.2.3 Involvement of sub DDC in project management

There were varied responses on whether the sub DDC is involved in the management of development projects. Almost all *dikgosi* said indeed the committee is involved, just a few said they have just heard about it. None of the councillors said the sub DDC is involved in development project management of the area of Mahalapye. Some councillors however, informed the researcher that the committee is not visible on issues of project management in the sub District. They however acknowledged that the sub DDC is supposed to be involved though it is not. There are those councillors who said the sub DDC does not manage development projects because it is failing in its mandate to coordinate central and local government activities in the district. One interviewee said *"The sub DDC is not visible, it cannot even coordinate itself."* It can be deduced from the statement by the interviewee that though the sub DDC was established by a Presidential Directive to coordinate development activities and to set the overall goals, direction and priorities with which all development should conform; the sub DDC is practically failing to coordinate such activities.

The members of the Village Development Committee (VDC) were also varied when asked about the involvement of the sub District Development Committee in the management of development projects. There are some VDC members who responded that the sub DDC was indeed involved in the management of development projects. They gave reasons such that the sub DDC visit to their villages to monitor progress of development and also assist whenever there are problems with the implementation such as delay in supply of the construction materials. The delay was said to be more problematic whenever drought projects are implemented. Those who do not see the sub DDC as being involved said the sub DDC never visit their villages to monitor project implementation and that they really do not know much about the committee.

The research revealed that the sub DDC members are also varied in their opinion about their own involvement in the management of development projects

in the sub District. About half of those interviewed perceive their committee as being involved. There are those who answered *"Yes, somewhat"* and others mentioned that they are involved *"in the form of accepting reports".* Among the members of community who were interviewed very few know about the activities of the sub District Development Committee.

5.2.2.4 The importance of the sub DDC

All the respondents who know and have heard about the sub DDC emphasized the importance of the committee. They all agreed that in concept and design, the sub DDC is crucial in the management of development projects. The reasons given include that the sub DDC is important because it plays the coordinating role for all stakeholders involved in the management of development projects. Since sub DDC is made up of senior officers from all the departments in the district, the members will be able to pool their resources and assist communities, for example, resources such as vehicles may be loaned between departments for use in project implementation to ensure that the projects are finished within the time and cost estimates.

The committee also provides expertise and advice to communities since it constitutes Heads of Departments who are knowledgeable in their fields of study such as the District Water Engineer, Council Planning Officer, Chief Medical Officer, Land Surveyor and Council Architect. The coordinated effort of all the members of the sub DDC will ensure that projects are finished on time and within available cost estimation.

There is a variation that was noted by the researcher on the responses of the councillors and community members on the importance of the sub DDC. One of the councillors responded that *"I don't really see the importance of the sub DDC because there is no thorough inspection on project implementation and as a result there is financial wastage."*

The response from the community members was that *"The committee is not important because it has been failing for a long time now, even the Vice President wanted it to be accountable to the community but that is not happening."*

5.2.3 REASONS FOR PROJECT COST AND TIME OVERRUNS

The respondents were also asked to provide reasons or factors that make projects not to be finished within the estimated cost and time frames. Their opinion was also sought on whether the sub DDC also contributes to the projects' cost and time overruns because of the manner in which it (committee) conducts its business.

5.2.3.1 Who implements projects?

Many answers were given by the respondents when asked the question about who was involved in the implementation of the development projects that overrun their cost estimates and time frames. The *Dikgosi* said it was the respective department which was involved in the implementation. For example the Department of Roads was perceived to be the one that was involved in the implementation of the road that overrun its cost estimates. The VDC members responded that the projects were implemented by the sub District Development Committee and by other public officers such as the District Council personnel. In all the categories of respondents the VDC was said to be involved and the VDC are the only ones who perceive themselves as involved in the implementation of projects. All the other respondents, that is, the *dikgosi*, councillors, sub DDC members and members of the community did not mention themselves as having been involved in the implementation of any project that overran its cost.

5.2.3.2 Contribution of Sub DDC towards cost and time overruns

All the respondents who reported that they know and are aware of the existence of the sub DDC, agreed that the way the sub DDC manages development

projects contribute to the problem of overruns of cost estimates and time frames. There are different opinions in this regard and the findings are presented in terms of the category of respondents:

Dikgosi (Chiefs)

They felt that coordination role by the sub DDC is ineffective as most of their time is spent in meetings as opposed to going out to villages to check on the progress of the development activities. They also mentioned that planning is not given sufficient time and commitment in that it seems the sub DDC does not set realistic targets. An example that was given is that the sub DDC does not consider manpower constraints such as those of quantity surveyors when taking decisions on project time schedules.

The VDC members

They responded that the sub DDC takes long to visit their villages to physically check on the progress of project implementation. They mentioned that the committee relies too much on reports particularly on drought coordinators during implementation of the drought programme. They also felt that the committee takes too long to meet and discuss issues of development, for instance the quarterly progress meetings scheduled by the sub DDC were said not to be enough.

The Councillors

They felt that they are not given supervisory role by the sub DDC to supervise projects in their villages. Their view is that they should have the mandate to monitor the progress of the development projects in their area. They claim that whenever they seek to get involved, the public officers and the contractors who have been awarded the work perceive them as being inquisitive. The Councillors also said that there is no thorough inspection and checks on developmental projects by the sub District Development Committee and that there is no feedback given to their communities on the progress of development.

The sub DDC members

Most of the sub DDC members interviewed also stated that the way their committee manages projects is contributing to the problem of cost overruns. They state that the sub DDC is just a reporting body whereby individual managers (heads of departments) come to report on progress of their departments. They feel that since the sub DDC hold meetings every three months, the meetings are not effective as problems and challenges may be encountered in between meetings that may affect project implementation and will need the intervention of the sub DDC. The challenges that were mentioned are such as contractors who abandon sites, poor workmanship that is not detected early and poor supply of materials for use at the site of construction.

5.2.4 THE IMPACT OF PROJECT COSTS AND TIME OVERRUNS ON THE COMMUNITIES

All the respondents in the five categories said that indeed project costs and time overruns impact on the beneficiaries who are the community members and specifically the public officers such as the nurses, local police officers, teachers and court clerks. Their argument is that every project is planned for and implemented to address a felt need; therefore a delay in its completion will also mean a delay in the utilization of the project benefit. This according to the respondents will result in complaints from the community members because of the benefits expectations which are not fulfilled.

The VDC Members argued that often projects that are finished within the scheduled time frames denies them the opportunity to start implementation of the new projects since the public officials question their capacity to implement them. They also said that the money that is incurred in cost overruns could have been used to fund other projects that are in the District Development Plan that they have planned for and are not funded due to the financial constraints. This, according to them, slows down the pace of development in the Mahalapye area.

Two of the projects which almost all respondents referred to are: the delay in the completion of the staff houses for nurses, tribal administration staff, teachers and the agricultural demonstrators in the sub district and the delay in the completion of the new Mahalapye hospital. On the issue of the staff houses, the respondents reported that recruitment to, and transfer of extension workers to their villages is always delayed by unavailability of accommodation for such officers, and it disheartens members of the public whenever houses lie incomplete for a long time. They further stated that the construction of Mahalapye hospital was among others, to address the problem of overcrowding of patients at the old Mahalapye hospital, to have better facilities and equipment and more medical staff. In general the delay in the completion of the new Mahalapye hospital was perceived as having caused a delay in the community members benefiting on improved medical care in the sub district.

5.2.5 THE IMPACT OF PROJECT COSTS AND TIME OVERRUNS ON GOVERNMENT

The findings of the research in this regard are that all the respondents agreed that the government is affected negatively by the problem of cost overruns and the findings in this regard are categorized per respondents.

5.2.5.1 Dikgosi (chiefs)

The argument of the *Dikgosi* is that the government is affected because when projects are not completed on estimated time frame and budget estimates it gives an impression that the government is failing to achieve its objective of developing the country. Their argument is that poor performance by government institutions such as the sub District Development Committees reflects poorly on government as a whole. The *Dikgosi* suggested that government can ensure that the development projects finish within the scheduled time frames and cost estimates if the sub DDC is examined and evaluated to ensure that the members of the committee are those with the relevant expertise.

They also said that the slow pace of project completion also means that the government uses more money than it was initially planned for. The *Dikgosi* also felt that the government also contributes to the factors that make projects to overrun their cost estimates because of the bureaucratic procurement processes of supplies and services. The *Dikgosi* complained that it often takes too long to legally terminate a contract whenever companies fail to perform the awarded works. Some of them said *"Government must identify reputable companies that are awarded tenders to construct development projects"*

It can be deduced from the statement that the *Dikgosi* are not happy about construction companies that continue to be awarded tenders even when they have a history of not honouring contracts and failing to finish the jobs that they are given. If the government decide terminate the contract, the process is very long and it takes a long time.

5.2.5.2 The Councillors

Their concern was that the delay in the completion of the development projects meant that an increase in prices affect the total money that was budgeted for which implies that the project managers do not have contingency plans for such issues or planning for unexpected expenses in their budget estimates. This scenario brings the problem of projects being carried over to the following plan periods. This situation to them is not desirable since people may loose confidence in the ruling government. They see government contributing to the problem because of the budget ceilings and cuts that they are imposing. The councillors are in agreement with the *dikgosi* in that the government policies are good but they are tarnished by the bureaucratic procedures and processes which are in the government structures. One of the strongest contentions was that the personnel at the Ministry of Local Government headquarters and the Ministry of Finance and Development Planning (Gaborone) do not make frequent visits to the sub district to monitor issues of project management.

5.2.5.3 The members of VDC

They blame government on the delay in disbursement of funds. They argued

that this problem is mostly notable during the implementation of the Labour Based Public Works Programme. This is one of the intervention measures employed by the government of Botswana to provide temporary income support to compensate for loss of income because of drought and lack of employment opportunities. Projects implemented under the programme comprise mainly construction of housing units for teachers, nurses, construction of customary courts, classrooms, and the *kgotla* shelters. The other contributing factor the respondents stated is that no action is taken on non-performing public officers who are charged with the responsibility of the implementation of development projects in demarcated areas. These are officers who do not consult with them, who do not closely monitor the projects, particularly inspectors who corruptly pass defective structures.

5.2.5.4 The Sub DDC members

The sub DDC members informed the researcher that the problem of cost overruns impacts on governments mandate to provide quality infrastructure timeously to communities in the Mahalapye area. The economy was seen to be affected since a lot of funds are used in one project by making adjustments which contribute to budget deficits. The members are also concerned about the long tendering processes and procedures which delay the start in the implementation of development projects; poor coordination and supervision during the implementation of the development projects. They argued that the government does not ensure that the requisite resources are available for project management. For example, the problem of the shortage of skilled personnel such as architects and quantity surveyors meant that projects will be delayed to start off as planned by the project managers.

5.2.5.5 The Community members

The arguments put forth by the community members are that cost overruns are simply waste of public funds by those managing public funds. They indicated that the government is contributing to the problem because senior officers at

Ministry headquarters do not visit councils to check if they are delivering the mandate of provision of services to the communities. They also said that projects should not be imposed on people but rather the members of the community should be involved in initiation of the projects that are implemented in their areas. They were also concerned with public officers who do not perform according to the expectation of the public members and nothing is done about them.

5.2.6 ORGANIZATIONAL EFFECTIVENESS OF THE SUB DDC

The objective of the research to probe the organizational effectiveness of the sub DDC was to determine the perception of the members of the sub DDC whether they perceive the sub DDC as an organization that makes a collective effort to effectively manage development projects as a team. The sub DDC members answered questions which include their commitment to doing their fair share of work, working towards consensus than compromise and whether the sub DDC leadership keep the sub DDC as team and focused on the results.

Figure 8: Organizational Effectiveness of the sub DDC
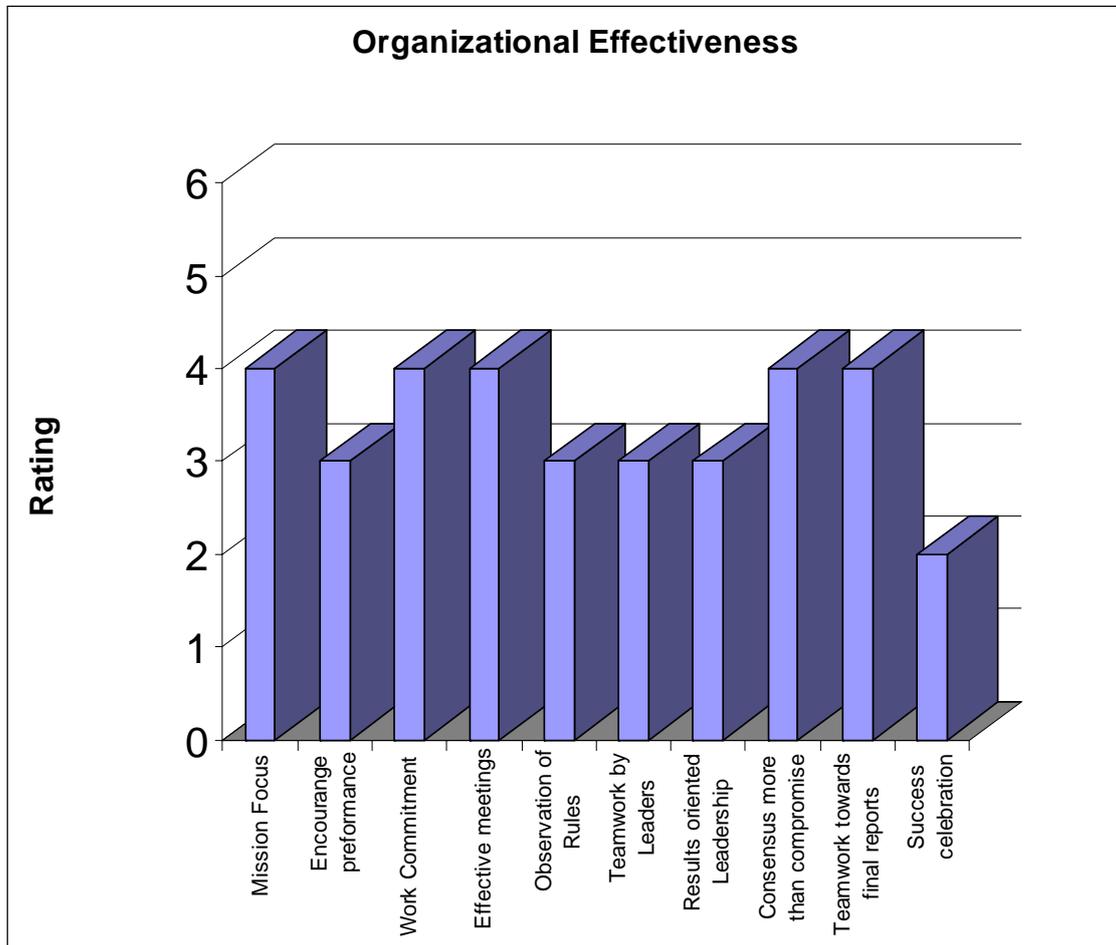
Key:

0-2 Never   3-4 Sometimes   5-6 Always

The members of the sub DDC who responded to the structured interview were requested to rate their committees effectiveness by answering the questions on a scale of 1 to 6. The 1-2 rating was categorized "never", the 3-4 rating was "sometimes" and the 4-6 rating was "always".

All the respondents answered "sometimes" to most of the questions posed. In particular they indicated that the committee sometimes focuses on its mission

and performance goals; sometimes the members are committed to doing their fair share of work and that the meetings that are held are not always effective. The members also responded that they committee sometimes work toward consensus than compromise and that they sometimes work as a together to prepare and present final reports. They indicated that the sub DDC never takes time to celebrate its accomplishment.

It can be deduced from the responses of the sub DDC members the sub DDC as an organization is not effective in the management of the development projects. The fact that the committee does not focus on its mission and performance goals has a direct impact on the level of overruns on cost estimates and time frames of the development projects in the Mahalapye sub district. It can also be deduced that since the little accomplishment that is achieved is not celebrated by the sub DDC, then this has a negative impact on the morale of the sub DDC members. None of the answers given obtained the highest score of 6.

5.3 CONCLUSION

This chapter dealt with the findings as depicted by the structured interview questionnaires which were distributed to four villages of Taupye, Mahalapye, Otse and Sefhare in the Mahalapye sub district. The target population was the dikgosi, councillors, VDC members, sub DDC members and community members. The core of this chapter was to probe the effective management of projects in the sub district particularly by the Mahalapye sub DDC. The responses of those interviewed are that indeed there is a problem of project cost estimates and time frame overrun in the Mahalapye sub district and this problem has to do with ineffective management of development projects. The public officers, and in this regard, the members of the sub DDC are the ones who are said to be hampering progress and pace of development.

Chapter six will present conclusions and recommendations from the research findings as well as from the review of literature as outlined in chapter three.

CHAPTER 6: SUMMARY, CONCLUSION AND RECOMMENDATIONS

6.1 INTRODUCTION

In this chapter, the summary of the research and the conclusions drawn from the review of the existing literature that was studied are presented. The chapter also outlines the summary of the interviews that were conducted in the Mahalapye sub district. The chapter also details recommendations for the management of development projects to the practitioners of development, particularly the Mahalapye sub District Development Committee.

6.2 SUMMARY OF THE RESEARCH

The purpose of the research was to investigate the reasons of projects experiencing overruns in cost estimations and time frame schedule; in particular to establish what causes village infrastructure development projects in Mahalapye sub District not to finish within set time frames and how this problem impacts on the beneficiaries of these project who are members of the community and the government of Botswana. The research specifically investigated the way the Mahalapye sub District Development Committee manages the village infrastructure development projects and how the committee contributed to the problem of project cost estimation and time schedule overruns. In achieving the stated objectives of this research, the researcher developed the following chapters as a detailed plan of action to achieve the anticipated objectives:

Chapter One: In this chapter, the background to the research and the nature of the research problem was outlined. The aims, objectives and the significance of the research were explicitly presented. The chapter also contains the operational definitions as well as the research outline. This chapter, therefore, provided a detailed plan of action by which the whole research project operated.

Chapter Two: In this chapter, the historical description of Mahalapye sub district which is the area of study for this research was presented in order to

provide the reader with the knowledge of the research area. In providing the history of Mahalapye sub district, information was presented on the location, the size and the people found in the sub District and their languages; the environmental features that prevail in the area as well as the developmental challenges faced by the sub district were provided. The historical overview presented in this chapter provided the reader with the significant insight about the characteristics and features of the Mahalapye sub district.

Chapter Three: This chapter presented a review of literature on project management and project implementation. The relevant literature such as government legislation and books were reviewed to link literature theory to the objective of the study. The literature has been able to prove that if project managers use relevant project management tools such as CPM PERT and others, are likely to monitor the success of their project and not experience overruns on cost estimates and time frames.

Chapter Four: In this chapter, the research design and the data collection methods were presented. A qualitative research design was used whereby the units of analysis for the study were deliberately selected. A structured interview questionnaire was developed to collect data from the *Dikgosi*, Councillors, Village Development Committee (VDC) members, sub District Development Committee (DDC) members and members of the community. The respondents were sampled from the villages of Taupye, Otse, Mahalapye and Sefhare in Mahalapye sub District and in total four *dikgosi*, eight VDC members, five Councillors, five sub DDC members and seven members of the community were interviewed .

Chapter Five: This chapter focused on the presentation, analysis, and interpretation of the data obtained during the process of conducting interviews at the area of research which is Mahalapye sub district in Botswana was presented. The reasons why projects fail to finish within the budget estimates and time

frames were given. An analysis of the impact of costs and time overruns on the beneficiaries was also presented. The presentations of the results were made in the form of graphs and tables with an in depth descriptive analysis of the results.

Chapter Six: This chapter presents the summary and conclusions drawn from the review of the existing literature and the results of the findings of this research. The recommendations and suggestions for further research are presented**.**

6.3 RECOMMENDATIONS

The literature on project management and the findings of the research are that implementation and management of developmental projects is not only the prerogative of the project planners and managers, but also embraces direct participation of the members of the community. This is necessary because the community members or the project beneficiaries know best their conditions and problems and the available opportunities. In order for the management of development projects to be effective and efficient in that there are no overruns on cost estimates, there are recommendations which have been outlined. These are specifically on planning and monitoring of projects and on the effectiveness of the sub District Development Committee.

6.3.1 PROJECT PLANNING

In order for projects to succeed and not overrun their cost estimates and a time frame schedules, proper planning is of paramount importance. The significance of project management at the planning stage is that management should be concerned with mobilizing the community members and other actors to ensure commitment towards implementation of the planned projects. It is recommended that whenever projects are planned, there must be thorough consultation with all stakeholders particularly the community that will benefit from the project. The District planners, that is, Physical Planning Officers (CPOs) , Economic Planners (EPs) and District Development Officers (DODs) must be

qualified and possess the requisite competencies; often this cadre of officers is not sufficient in the sub District.

6.3.2 PROJECT MONITORING DURING IMPLEMENTATION

The importance of project monitoring is that activities are done as they are supposed to be done in order to attain the intended goals. There following are the recommendations on project monitoring:

- In each village or ward, a project committee to be set up to deal with issues of monitoring projects and providing the link with the sub DDC. It was suggested that the village project committee meet monthly to monitor progress. The committee will also ensure that there is a forum where the village leadership meets and therefore there will be no finger pointing and every concerned authority will be involved in management of projects.

- The current structure of the sub DDC committees should be revised in order to include other stakeholders at the village level. Particular reference was in relation to the District/Village Extension Team whereby the suggestion was to include councillors.

- The District Officer (DO) and the Assistant Council Secretary (ACS) should periodically make inspection tours in the sub District to ensure that progress of the development projects is as reported during the sub DDC meetings. The sub DDC should also spend more time at project sites and by so doing problems will be identified at the initial stage and therefore be solved early.

6.3.3 ORGANIZATIONAL EFFECTIVENESS OF THE SUB DDC

The research findings about the sub DDC leadership and authority are similar to those of the Second Presidential Commission on the Local Government Structure in Botswana. The commission was issued in 2001 to, amongst others; to review the effectiveness of the structure, organization, roles and

responsibilities of Local Government institutions at all levels in Botswana and recommended the ways of co-ordination and efficient service delivery; review covered the institutions at urban, district and other subordinate levels which primarily the District Administration, District Council, Tribal Administration, Land Board, District/Urban Development Committees, Village/Ward Development Committees.

The commission was informed that most members of District Development Committee do not often display sufficient commitment to the committee in that allegiance is to the members' respective ministry and therefore they give priority to duties directly related to their ministry's functions at the expense of the District Development Committee. (Republic of Botswana, 2001:146). It was reported that District Commissioners as chairpersons of these bodies are often helpless to institute disciplinary action against members who either fail to attend meetings or submit reports to the DDC. The Presidential commission also received submissions that the membership of the DDC is large and thus has reduced the committee to a mere talking shop where issues are reported and passed without much scrutiny.

The recommendations in this regard are that;
- The public service delivery reforms such as Performance Management Systems must be seen to be working and effective in that performance of the sub DDC desirable particularly in the management of development projects. Officers who do not attend Sub DDC meetings and fail to produce progress reports must be held accountable and be subjected to disciplinary procedures.
- The leadership of the sub DDC should not only rely on the reports from managers but also take a physical check of projects in the district.
- The sub DDC must ensure that the contractors that are given the works for construction of infrastructure development projects are qualified and have the capacity to perform as per the conditions of the contract.

6.4 CONCLUSION

The world today is characterized by rapid changes that make every step often uncertain, unpredictable and chaotic and the art of management in its modern form is both complex and challenging. The complexity is brought by the changing circumstances that are characterized by demands for participation of the beneficiaries in the development process. Today's sub District Development Committees should reflect modern way of doing things.

The research conducted in Mahalapye sub District has indicated that there is undue friction in that the project managers who are members of the sub District Development Committee do not persuade and stimulate community members and other actors of development at the district level to take an active part in the process of project management. The process of process development involves multiple players who are desirous of demonstrating their authority and competence. This situation often brings competition and conflict that may derail development projects from their intended goals and objectives.

The Mahalapye sub DDC must have an operation system in place for it to effectively plan, control, direct and co-ordinate its actives when implementing projects. The system will ensure that the projects are deemed successful in that they are completed within the specified time, budget and are of good quality.

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8 April 2008

The District Officer – Mahalapye sub District
P O Box 59
Mahalapye

Dear Sir

REQUEST TO CONDUCT RESEARCH – T.G MAPITSE

I have enrolled with the University of Limpopo, Turfloop Graduate School of Leadership to do a Master Degree in Public Administration. As part of the assessment criteria, I have to conduct a research within the discipline of Public Administration. This letter is to request that you allow me to conduct such research.

My research is about project management in the Mahalapye sub district, particularly by the sub District Development Committee (sub DDC). Since the sub DDC is the most significant organization at the district level for coordination of development activities as well as sets overall goals, direction and priorities with which all development should conform, the research seeks to establish whether there is effective management of development projects by the sub DDC in that projects do not overrun their cost and scheduled time.

The research will also establish whether all members of the DDC have collective consciousness, effort and will and that they see beyond the boundaries of their immediate responsibilities to appreciate the way their efforts fit into the whole system of District development.

I would like to interview selected members of your Dikgosi, Councillors, VDC members and Sub DDC members. Please also avail your sub DDC reports and minutes for the current plan period.

The itinerary for the interviews is as follows:

DATE	PLACE	TIME
14 /04/2008	Mahalapye	0800
15/04/2008	Otse	0900

| 16/04/2008 | Taupye | 0900 |
| 17/04/2008 | Sefhare | 0900 |

In the villages of Otse, Taupye and Sefhare, the people to be interviewed are the Kgosi, Councillor, VDC chairperson and secretary. The interviews will be conducted at the village kgotla. For Mahalapye, the Kgosi, 2xCouncillors, umbrella VDC chair and secretary will be interviewed at the kgotla. The selected members of the sub DDC will be followed to their offices. In all the four villages members of the public will also be approached for interview.

I hope you will cordially assist me in this research.

Yours faithfully

_____

Thobo G. Mapitse

Contact: 72190417
       +27769123769

cc.

The Assistant Council Secretary - Mahalapye sub District
The Deputy Tribal Secretary - Mahalapye sub District

STRUCTURED INTERVIEW QUESTIONNAIRE FOR DATA COLLECTION AMONG CHIEFS, COUNCILLORS, VILLAGE DEVELOPMENT COMMITTEES AND DISTRICT DEVELOPMEMT COMMITTEE.

SECTION A

Please indicate your answer by marking X at the appropriate box

1.0 Biographical Information

1.1 The name of the village is

1	Taupye
2	Mahalapye
3	Otse
4	Sefhare

1.2 Gender of the respondent

1	Male
2	Female

Age group

0 - 25	26 - 35	36 - 45	46 - 55	56 and above

1.4 Position in the area

Kgosi	Councillor	VDC	Sub DDC	Community Member

SECTION B

2.0 Project Management

2.1 Do you manage development projects in your area? _____

2.2 Who else manage development projects in your area?
_____

2.3 From April 2003 to March 2007 are there projects in your area which did not finish within the planned time frame? _____

2.4 Which projects do you know that did not finish on time? _____

_____

_____

_____

2.5 From April 2003 to March 2007, are there projects in your area which spent more money than was budgeted for (that is, the projects experienced cost overruns)? _____

2.6 Which projects do you know that experienced cost overruns? _____

_____

_____

_____

2.7 Is the Mahalapye Sub District Development Committee (sub DDC) involved in the management of projects in your area? _____

2.8 Do you see the importance of the sub DDC in project management? Give reasons. _____

_____

_____

_____

3.0 Reasons for Project Cost Overruns

3.1 Who was involved in the implementation of the project that overrun their cost and time? _____

_____

_____

_____

3.2 Are there stakeholders who were not involved in the management of the project? _____

3.3 In your opinion which stakeholders were left out and how has their omission contributed to the project not finishing on time? _____

_____

_____

_____

_____

3.4 Does the way the sub DDC manage the projects contribute to the project cost overrun? _____

3.5 Give reasons?

_____

_____

_____

_____

3.6 How can the sub DDC avoid cost overruns in management of projects?

_____

_____

_____

4.0 The Impact of Project Cost and Time Overruns on the beneficiaries

4.1 Is your community affected by the fact that projects overrun their cost?

_____

4.2 Which projects do you know that experienced cost overruns?

_____

4.3 Is your community affected by the fact that projects overrun their scheduled time?

_____

4.3 Which projects do you know that did not finish within the scheduled time?

_____

_____

_____

4.4How was the community affected? _____

_____

_____

_____

5.0 Impact of the Cost Overrun on Government

5.1 In your opinion is the Government affected by cost overruns? _____

5.2 How is the Government affected? _____

_____

_____

_____

5.3 Does the Government contribute to the factors that make projects overrun their cost and time? _____.

How?_____

_____

5.4 How can the government ensure that projects finish within the scheduled time and cost? _____

_____

_____

6.0 Organizational effectiveness of the Mahalapye sub DDC

Please indicate your answer by circling the appropriate box

ASSESSMENT	NEVER		SOMETIMES		ALWAYS	
1. The sub DDC focus on its mission and performance goals	1	2	3	4	5	6
2. Sub DDC members encourage each other to achieve high levels of performance	1	2	3	4	5	6
3. The sub DDC members are committed to doing their fair share of work	1	2	3	4	5	6
4. Our sub DDC meetings are well organized and effective.	1	2	3	4	5	6
5. The subDDC members stick to ground rules e.g. using prescribed format for reporting, keeping time.	1	2	3	4	5	6
6. Our sub DDC leaders are also effective team members	1	2	3	4	5	6
7. Our sub DDC leaders keep us focused on the results	1	2	3	4	5	6
8. Our sub DDC works towards achieving consensus more than compromise	1	2	3	4	5	6
9. Our sub DDC will work together to prepare and present comprehensive final reports	1	2	3	4	5	6
10. Our sub DDC takes time to celebrate its accomplishments	1	2	3	4	5	6