UNIVERSITY OF KWAZULU-NATAL

INVESTIGATING PERCEPTIONS OF THE IMPACT OF PUBLIC SECTOR LEADERSHIP ON ROAD INFRASTRUCTURE DELIVERY

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DECLARATION

I, Andile C. Gqaji, declare that:

(i)   The research reported in this dissertation, except where otherwise indicated, is my original research.

(ii)   This dissertation has not been submitted for any degree or examination at any other university.

(iii)   This dissertation does not contain other persons' data, pictures, graphs or other information, unless specifically acknowledged as being sourced from other persons.

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    a)   their words have been re-written but the general information attributed to them has been referenced; and

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(v)   This dissertation does not contain text, graphics or tables copied and pasted from the Internet, unless specifically acknowledged, and the source being detailed in the dissertation and in the References sections.

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ABSTRACT

The purpose of the study was to investigate the perceptions of the impact of public sector leadership on road infrastructure delivery. This was a consequence of the perceptions among the voluntary organisations that public sector leadership is ineffective and hence there is no or slow delivery of road infrastructure. It is well recognised that road infrastructure is the driver of the economy because the movement of people, good and services is dependent on transport. Generally, the government (public sector) would (through a tender process) approach the consulting engineering firms within some voluntary organisations to develop road infrastructure master plans. These master plans would include timeframes and related costs. However, the voluntary organisations have noticed that some of the timeframes that the public sector had been advised on to deliver road infrastructure had passed without any valid reasons for non-delivery. This has been going on for a while and prompted questions in the civil engineering industry about the ability of leadership in the public sector to drive infrastructure development. The lack or slow pace of road infrastructure delivery is also attributable to people occupying positions they are not qualified for. The literature revealed that 69% of the technical management positions in the public sector are occupied by people who are not qualified for the positions. Another element which was acknowledged to inhibit road infrastructure delivery is corruption. The literature suggested that 30% of the government budgets end up being used in corruption. This has caused the country to fail to deliver infrastructure and basic services to the needy. Consequently, the perception of the world towards South Africa, with regards to integrity and corruption, is that South Africa is amongst the most corrupt countries in the world. The qualitative methodology approach was employed and purposive sampling was used. Twenty, in-depth, face-to-face interviews were conducted with respondents from both the public and private sectors. Data were analysed using thematic analysis. The findings of the research indicated that the public sector leadership is ineffective in driving road infrastructure development. The results also suggested that the lack of accountability and drive in the public sector hinders the delivery of infrastructure. The respondents proposed that the public sector must stop emphasising black empowerment in place of competency. It was further advocated that effective leadership is required in the public sector to deal with incompetency and corruption in order to deliver infrastructure, which is key in bridging the gap of inequality that was created by apartheid. The findings of the research can be utilised by other departments in the public sector who grapple with service delivery challenges.

GLOSSARY

The following terms apply in this dissertation:

ANC – African National Congress.

CBE - Council for the Built Environment.

CESA - Consulting Engineers of South Africa.

ECSA – Engineering Council of South Africa.

GDP – Gross Domestic Product.

NDP – National Development Plan.

SAICE – South African Institution of Civil Engineering.

SANRAL – South African National Roads Agency SOC Limited.

SARF – South African Road Federation.

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CHAPTER ONE - INTRODUCTION

1.1   Background

South Africa's history would certainly not be complete without its multiple social formations which have been established over centuries, and which have contributed immensely to the development of the socio-political dynamics in this country (Mthembu, 2009). Kuye and Ile (2007) explained that South Africa, as a result of the apartheid system government, was a country torn by racial divisions that advanced the interest of a few people at the expense of the majority. Additionally, the majority of the people staying in settlements were poor black people who had no basic amenities, i.e. electricity, housing, water, clinics and road infrastructure.

Janse van Rensburg (2003) emphasised that when South Africa became a full democratic country in 1994 after many years of apartheid rule, it was so much more than only a political change. The most obvious issue was that a new nation cannot be built in a decade or two - not with the kind of diverse cultures and historical backgrounds that constitute this country. Contrary to what Janse van Rensburg (2003) emphasised, Hlathi (2008) believed that it made sense in South Africa to take the first ten years of democracy as a decade of starting a journey to reverse the legacy of the apartheid. It also made sense to take the second decade of democracy as a decade of (road) infrastructure delivery.

Govender and Mostert (2011) highlighted that Hlathi's (2008) opinions can be supported but government departments are faced with major challenges to advance service delivery. Nonetheless, this can only be accomplished if government has a comprehensive picture of what is necessary from them to deliver services effectively to the communities it serves. Singh (2008) made it clear that the South African Constitution of 1996 mandated that service delivery be set up towards meeting the developmental challenges confronting South Africa, because many people in South Africa are poor and mainly rely on government services. Singh's statement was supported by Holtzhausen and Naidoo (2011), who said that according to the South African Service Commission (2007a, pp. 1-5) many government projects have been set up with the aim of improving service delivery in South Africa.

On the contrary, even though measures have been set up, delivery of services in South Africa has remained a challenge and has not significantly improved since 1994, particularly at local government level. According to Holtzhausen and Naidoo (2011), this is attributable to the fact that a major hindrance to service delivery is poor governance, which comprises of not just corruption

but also poor performance on the part of government officials and leadership in the administration of public resources, as well as a lack of political will to take action against those officials who are underperforming. They further added that poor administration of resources directly translates into poor implementation of public service delivery and consequently undermines delivery of services.

Mofolo and Smith (2009), nevertheless, remind us that challenges with service delivery and public service transformation have been experienced worldwide. To put this into context, from the mid-1970s both local and international governments struggled with public sector transformation intended at achieving flexible and effective services.

The social wellbeing and economy of any country is extensively influenced by the transportation of services, goods and people. In his address on the occasion of the Department's Budget Vote to the National Assembly on 28 May 2013, the then Minister of Transport, Dikobe Ben Martins, alluded to the fact that road infrastructure is a catalyst in bringing disconnected communities closer to economic opportunities. He further stated that it is the Department of Transport's duty to make transport the heartbeat of the economy.

The Department is aware that transport is an enabling sector which impacts on growth and development in other sectors of the economy. As with any developing country where the road infrastructure is the driver of the economy, South Africa has organisations that are involved in the planning, design and delivery of road infrastructure.

In the engineering industry, amongst others, South Africa has the following branches: chemical, electrical, mechanical and civil. Civil engineering is at the heart of infrastructure creation and service delivery in South Africa (van Veelen, 2013). In essence, road infrastructure is the heartbeat of South Africa's economic growth and social development. The civil engineering branch has the following disciplines: structural engineering, water engineering, geotechnical engineering, and transportation engineering, to mention but a few. Civil engineering is the one that directly deals with the planning, design and delivery of road infrastructure.

Within the civil engineering industry in South Africa there is a private sector (consulting firms), which are the firms that on behalf of the government plan, design and facilitate the implementation of the road infrastructure. It is estimated that there are about 480 consulting firms in South Africa employing approximately 22 000 staff who collectively earn an estimated fee of almost R17 billion per annum (Pirie, 2013).

There is also the public sector (government) (public sector and government will be used interchangeably throughout this dissertation) – this is the driver (funder) and the owner of the road infrastructure development.

There are also voluntary organisations (representatives) who are mainly the representatives of the private sector who engage and advise the government on road infrastructure requirements. These organisations are the voice of consulting firms in South Africa. They also promote joint interests between all parties and provide quality assurance for the government. This is the group on which this research is based. The arrows pointing between public sector and voluntary organisations as well as private sector and voluntary organisations indicate that voluntary organisations are represented by people practising in both mentioned sectors. However, majority of people in the voluntary organisations are from the private sector. The arrow pointing from public sector to private sector depicts a contractual relationship between the two sectors.

Figure 1.1 illustrates the relationship between all the three parties.
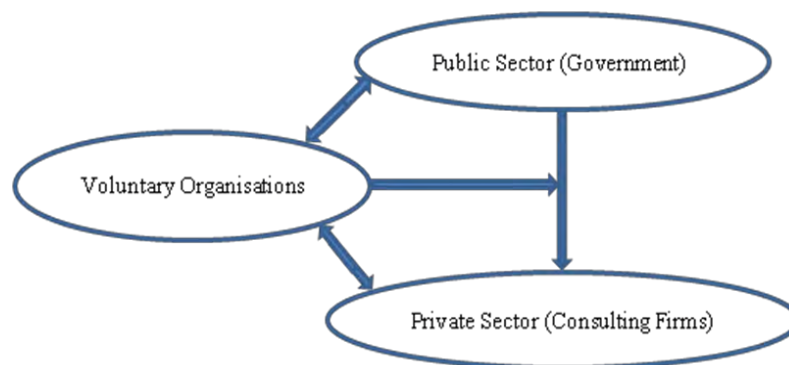
Figure 1.1: Structure of the relationship between Public Sector, Voluntary Organisations and Private Sector

In general, the government would (through a tender process) approach the consulting firms within some voluntary organisations to develop road infrastructure (master) plans. The (master) plans constitute plans to position transport as an enabler for economic and social development by rolling out infrastructure and services that respond to the needs of the people in South Africa. These master plans include timeframes and related costs. The voluntary organisations have noticed that some of the timeframes that the government had been advised on in terms of delivering road infrastructure have passed without infrastructure being delivered and without any valid reasons given for non-delivery. This has been highlighted in the media, through articles posted on the voluntary organisations websites, and also as a general feeling in the civil engineering industry.

This has been going on for a while and has prompted questions in the civil engineering industry about the ability of the leadership in the public sector to drive infrastructure development.

Naidoo (as cited by Holtzhausen and Naidoo, 2011) alluded to the fact that the absence of accountability mechanisms and a total lack of transparency and leadership have not only led to the frustration of those tasked with the planning, design and delivery of infrastructure, but have also led to violent service delivery protests throughout South Africa. This is supported by Chapman (2004), who cited that there is a perceived crisis in the ability of government to deliver on the required infrastructure in the particular area of roads. It is recognised that effective leadership is the driver of any development in any country. Consequently, this has led to the development of this research to investigate the perception that the public sector lacks effective leadership to drive road infrastructure delivery.

A vast sum of money (this year R 827 billion was set up by National Treasury for infrastructure development over the next three years) is set aside every year by the government for infrastructure development, yet South Africa has a road infrastructure backlog. Of the available budget, not even 50% has been spent on road infrastructure. South Africa has a record of developing plans, the majority of which are good, but its major weakness is its inefficiency in executing them.

The voluntary organisations advise government on the road infrastructure requirements and the costs concomitant to this. However, the leadership in the public sector, according to these organisations and some authors as advised above, is to blame for the non-delivery and is regarded as ineffective when it comes to driving these road infrastructure projects. There is a need for this study to highlight the critical implication of the leadership within the public sector for road infrastructure delivery.

While putting together this dissertation and to give credibility to this study, it is of particular importance to note that the Engineering Council of South Africa (ECSA) formulated a ―Thought Leadership Forum‖ on 12 April 2013 to deal with leadership issues in the country for infrastructure development. The Council for the Built Environment (CBE) also held a conference on 12 March 2013 on ―the top five priority issues that are critical for the successful delivery of infrastructure projects within the African continent‖. These are seen as the right steps to deal with leadership issues, so that (road) infrastructure can be delivered.

To further highlight this problem, this perception was acknowledged by the Premier of Gauteng, Nomvula Mokonyane, in her address on the occasion of the Opening of the Gauteng Legislature on

25 February 2013. She alluded to the fact that the following are critical in achieving success in delivering (road) infrastructure to the people:

- Effective leadership and ascertaining that there is necessary capacity at the leadership level;
- There must be accountability for performance by public servants at all levels; and
- Improving the technical capacity of public servants.

The lack or slow pace of road infrastructure delivery could also, in another context, be attributable to incompetent people, as acknowledged by the Gauteng Premier above, who are employed in positions they are not qualified for. Wenzel (2007) had the same opinion that most public sector servants lack the relevant experience. It was further acknowledged that government departments are led by people who do not always have the technical background or knowledge that is required (Van Veelen, 2013). It has also been said that in the past, government departments were managed by public servants who through their long involvement in the business of creating and maintaining infrastructure had acquired the required wisdom to plan ahead and make decisions. However, these servants have been replaced by people in management who did not rise through the ranks or who did so very quickly, and accordingly did not necessarily acquire the wisdom needed to make long term decisions (van Veelen, 2013).

To put the above statements into context, it was reported by the Auditor General on 23 January 2013 on the 19h00 news, that during the last quarter of 2012, 69% of the technical management positions in the public sector were occupied by people who were not qualified for the positions. These positions are critical posts for delivery of infrastructure. Contrary to the public sector, it must be emphasised that the private sector is blessed with highly competent and experienced people. Nonetheless, Wenzel (2007) concurred that most public sector servants lack the relevant technical competency which leaves decision making and accountability in no-man's land. Because of the available technical competency in the private sector, Van Veelen (2013) cited that South Africa is one of the few countries in Africa that does not need consultants from Europe or other countries to solve the challenges of a developing country.

Fischer and Druce (2013) submitted a response to the CBE stating that it is well documented that many public service bodies have hopelessly insufficient numbers of properly trained professional staff. The public service needs sufficient competent people to effectively manage the services of consulting engineers and contractors in order to deliver (road) infrastructure and services. In his

study, Wenzel (2007) found that public sector leaders generally lack the necessary technical and other vital skills to provide effective oversight of the work of their organisations.

Deployment of unqualified people should be discouraged; this is the responsibility of effective leadership that will prioritise ―batho pele‖ (people first) over cadre deployment. Nepotism and the deployment of unqualified people have resulted in infrastructure not being delivered because unqualified people cannot make technical decisions (Pirie, 2013). Cadre deployment in the public sector continues to be at centre-stage of a flawed transformation, leading to the employment of unqualified staff (Clark, 2011). This is consistent with Wenzel‗s (2007) views that the ruling party‗s policy of nepotism and deployment has had a pernicious effect on the work of public sector servants, because it resulted in skilled and competent personnel not always being appointed to the relevant oversight positions.

Consequently, this has caused the public sector to be unable to procure services for the delivery of infrastructure, and unfortunately, recently in the civil engineering industry, consulting firms had to retrench staff due to a lack of contracts from the public sector. Accordingly, this drives away foreign investors and in addition to the above, competent people will leave the country (Pirie, 2013). This will inevitably result in the country having an engineering skills shortage.

There is another element that could be added to the lack of road infrastructure delivery, which is corruption. As a result of corruption, citizens do not trust public sector servants as they see any accountability systems as ineffective (Holtzhausen and Naidoo, 2011). Corruption has, and is continuing to, paralyse our country and eat away at the moral fibre of our society (Pirie, 2013). It is also acknowledged that corruption hinders delivery of road infrastructure. Recently, Cyril Ramaphosa (Deputy President of the African National Congress) cited that 30% of the government budgets ends up in corruption. Tender corruption has caused the country to fail to deliver infrastructure and services (Barron, 2013).

On 12 March 2013, the Auditor General announced that for the 2011/12 financial year, only 22% of 536 of government institutions obtained a clean audit – meaning good financial management. Even though it cannot be quantified how much is related to road infrastructure, the principle remains that there is a lack of effective leadership in the public sector.

The perception of the world on South Africa with regards to integrity and corruption is that South Africa is amongst the most corrupt countries in the world (Pirie, 2013). The researcher believes that this is no surprise in a country that collects approximately R1 trillion from taxpayers every year,

about R 300 billion of which ends up in corruption or unaccounted for. To put this into context, a construction of 1 kilometre of a road costs about R 20 million, therefore R 300 billion could build 15 000 kilometres of roads.

Holtzhausen and Naidoo (2011) concluded that in order to change the world's perception on South Africa, a zero tolerance for corruption must be endorsed and acted upon, and there must be a focus on moral behaviour in government which is seen as a primary component of effective leadership.

Curbing corruption within the public sector will unlock projects to enhance infrastructure spending and delivery, and in return will alleviate poverty, inequality and unemployment as well as create sustainable development.

In his State of the Nation Address on 14 February 2013, President Jacob Zuma promised to do more to curb corruption in the public sector which was welcomed by all, as this will facilitate the implementation of the National Development Plan (NDP) which will ensure sustainable development (National Development Plan: Vision for 2030, 2011). The NDP, which is a government plan for infrastructure development, was endorsed by all political parties in Parliament in 2012. The NDP sets the vision of South Africa over the next 20 years and consists of proposals to deal with poverty, inequality and unemployment, which will in turn improve the quality of life of all South Africans (National Development Plan: Vision for 2030, 2011). It is acknowledged by the voluntary organisations that it is a step in the right direction that the government concedes that road infrastructure is required and that government must focus on coordination, integration and implementation.

The voluntary organisations in the civil engineering industry in this country are the Council for the Built Environment (CBE), the Consulting Engineers of South Africa (CESA), the Engineering Council of South Africa (ECSA), the South African Institution of Civil Engineering (SAICE) and the South African Road Federation (SARF).

Only two of these organisations were studied due to them being located in Durban. The two organisations that took part in the study were SAICE and SARF; their roles are described below.

SAICE is a learning society for almost 11 500 civil engineers, technologists and technicians. Members of SAICE, through appointment by government organisations, plan, design and implement the (road) infrastructure which enables the activities of modern society and quality of

life for all those in South Africa. Members of SAICE are also absorbed in road projects around the world (www.saice.org.za).

SAICE, *inter alia,* offers a variety of services consisting of:

- Continued Professional Development (CPD) for its members to keep abreast of the latest industry developments, interactive networking with and among all stakeholders, including government organisations and participants in the profession and the industry.
- The development of documentation and technical guidelines for (road) infrastructure.
- Endorsement and upholding of appropriate standards and an ethical approach.
- Support and input to central government with regards to legislation concerning all facets of civil engineering.

To promote professional knowledge and enhance the practice of civil engineering, SAICE strives to (www.saice.org.za):

- provide its members with continuing education in technical, managerial and communication skills;
- encourage its members to strive for excellence in civil engineering;
- be a learned society for all those associated with civil engineering;
- enhance the recognition of civil engineering as a highly respected profession and a desirable career;
- cater for the interests and needs of its members by creating an effective communication channel in a strong, dynamic and stable organisation;
- enable its members, through consultation and accountability, to provide the community with environmentally and economically sustainable infrastructure; and above all,
- advance and uphold the professional ethics of the civil engineering profession.

SARF is a non-governmental organisation which was established in 1950. SARF represents organisations that have an interest in the road industry and administration. SARF's role is to provide contact in the road industry sector and facilitates the sharing of expertise through the diverse disciplines, which have an effect and application on the road industry. As cited on their website, some of the SARF's objectives are to promote social, economic and environmental benefits, which are derived from the development and maintenance of road networks, road transport systems and road traffic control (www.sarf.org.za).

These organisations develop policies and guidelines on road infrastructure. They research innovation and advise government on the latest developments. They undertake, through courses, training of engineers, technologists and technicians, to ensure technical competency, so road infrastructure can be delivered on time. These organisations hold workshops and seminars, not only with government officials, but also with the private sector on best international practices, for both technical competency and to ensure that the country is on a par with its international counterparts. They also advise government on the timeframes of road infrastructure projects, which includes strategic routes, etc. These organisations in the private sector advise what road infrastructure is required by when; not only for capacity improvements but also for road safety.

1.2   Problem Statement

South Africa is one of the most rapidly developing countries compared to other African nations, but is facing service delivery challenges. Pillay (2008), however, claimed that South Africa is not a unique country, as many other developing countries around the world are also facing problems of inefficient public service delivery. Service delivery has been inconsistent with the general public's preferences and considered feeble in these countries.

Janse van Rensburg (2003) argued that not only because South Africa is classified as a developing country, but also in the context of our interconnected global village, sustainable development is vitally important. Govender and Mostert (2011) alluded to the fact that the service delivery challenges faced by government have drawn attention to the public sector (government), which is the driver of development in South Africa, and have created a perception from the voluntary organisations that there is a characteristic of ineffective leadership, which has supposedly resulted in technical incompetency and corruption in the public sector.

This has somehow hindered or delayed the rate of road infrastructure development in South Africa. Pillay (2008) argued that the expectations of the general public from public sector servants are quite high, but the experience has often been negative, i.e. service delivery to improve quality of life does not exist.

The service delivery protests that have recently taken place, with some turning violent including damage to property, even though circumstantial, could have been prompted by the lack of road infrastructure delivery. Pillay (2008) further suggested that it is imperative to improve the general public's perception of public sector servants through efficiencies and improved service delivery that stems from effective leadership.

The current state of some of the road infrastructure in our country is not satisfactory; many roads have potholes which have become a norm to drive on. As a result of these potholes, many accidents occur on these roads. Some roads are also congested which is not good for the economy of the country, because goods and services are not delivered on time and people spend more time on the road than working to improve the economy of the country.

Additionally, some roads have passed their design lifespan and have become hazardous due to potholes. Some parts of the country do not have roads at all, which makes access by emergency vehicles including police vehicles difficult. Unless there is a thorough investigation of the perception of the voluntary organisations, we will never know. Furthermore, the perceived lack of effective leadership in the public sector could almost ascertain that the likes of the NDP do not materialise and accordingly, effective leadership is required to enhance technical competencies and curb corruption in order to improve road infrastructure delivery.

It is argued that in order to achieve the goals of the NDP, the government must rely heavily on the creation of infrastructure to support and stimulate economic growth, not only to reduce unemployment but also to deal with poverty (van Veelen, 2013).

Planning for infrastructure development requires robust leadership, as it is acknowledged that effective leadership drives infrastructure development, which in turn implies experienced and knowledgeable public sector servants who can plan how this infrastructure development should be unpacked, taking into account the limited resources available.

1.3   Purpose of Study

The 1996 Constitution of the Republic of South Africa (Act 108 of 1996), Section 40, makes provision for the following levels of government:

- National Government;
- Provincial Government; and
- Local Government.

The objective of these government spheres is the delivery of services aimed at improving the quality of life of all citizens in South Africa (Naidoo, 2005; Singh, 2008).

The perception that the voluntary organisations hold is that ineffective leadership within these government spheres is the reason behind the lack and/or slow pace of the delivery of road infrastructure in South Africa. This perception is also consistent with Wenzel's (2007) views that public sector leadership is ineffective and does not put the needs of the general public before those of the political party. Political interference was also found to be rife and undermined the ability of the public servants to perform their functions effectively.

Ile (2010) drew attention to the fact that nineteen years after its first democratic elections, South Africa has a significant population that still does not have access to infrastructure and basic services due to government's slow pace in delivering services. Ile advocated that government must seriously consider all mechanisms that have hindered delivery (including technical incompetence and corruption, amongst others) and many other challenges that have contributed to the slow delivery of services.

The purpose of the study is to explore the perceptions that the voluntary organisations have of the impact of leadership in the public sector on road infrastructure delivery. The study will also investigate the challenges that inhibit road infrastructure delivery as a result of ineffective leadership, and also how this affects these voluntary organisations.

This study, as part of exploring the impact of leadership in the public sector, will also seek to investigate the significance of technical incompetency and corruption on road infrastructure delivery. Furthermore, the study will attempt to better understand the implications of lack of effective leadership, technical incompetency and corruption, and identify solutions for the way forward.

It is the intention of this study to identify findings that could be used to potentially bring about a change in the public sector in order to effectively deliver road infrastructure.

This research study ultimately intended to explore, investigate, gain insight and develop possible solutions to the problem statement above.

1.4   Focus of the Study

The study investigates the perception of voluntary organisations on the impact of public sector leadership on road infrastructure delivery.

1.5   Motivation for the Study

It must be noted that the perception on public sector leadership is multi-dimensional. This research is very significant in that if the perception of the voluntary organisations on public sector leadership is correct, it will impact negatively on many issues that are essential to the enhancement of quality of life of all those in South Africa. We will probably remain with ―ineffective leaders‖, ―incompetent people‖ and ―corrupt people‖ in the public sector. Road infrastructure will not be delivered, corruption will continue to destroy the country, technical people will leave the country, unemployment numbers will grow, and investors will be deterred from investing in South Africa. Service delivery will continue to spiral out of control – even though protesters mainly protest for water, electricity and houses, not for road infrastructure.

1.6   Aims and Objectives

The mandate of public sector leadership is to create an enabling environment for primary delivery of services through synergy, effectiveness and efficiency in service delivery, in order to maintain social equality and improve delivery competence. As with all other countries, effective leadership is of paramount importance since the public sector is facing challenges of ineffective leadership, technical incompetency, corruption, etc. (Ile, 2010).

As the perception of voluntary organisations is that the public sector leadership hinders and/or delays the delivery of road infrastructure in South Africa, we are reminded that it is the public sector leadership's mandate to direct and lead the service delivery transformation agenda of the South African government within a developmental state paradigm (Sing, 2012).

As mentioned in the sections above, government (public sector) is responsible for and is the driver of road infrastructure delivery in our country. Moreover, the lack of effective leadership, as perceived by the voluntary organisations, has posed challenges for government's responsibility. This corresponds with Pillay's (2008) views that the public sector is the owner and manager of service delivery, however, it is often characterised as being ineffective and inefficient, as can be seen by anecdotes of the public's dissatisfaction through widespread protests.

In the early years, say twenty years ago, the public sector had sound leadership and practical capability to deliver on road infrastructure. The technical expertise that the public sector had was sound and methodological, and South Africa was blessed with a solid base of civil engineering capacity. This contributed in no small way to the provision of the excellent civil engineering

infrastructure, which is still evident all around us today. However, slowly at first but accelerating all the time, the expertise and capacity in these public sector organisations have declined.

The reasons for the attrition have been explained and written about many times before, with the most common reasons being cited as emigration, job translocation (i.e. moving into other better paying professions) and recruitment policies that have little bearing on merit or ability.

The decline, and in some cases near collapse, of technical expertise in most of the public sector organisations is no longer news. In more recent years, leadership in the public sector has come under question. According to Sing (2012), this is further attributable to the fact that the public sector is currently confronted by political interference challenges.

The objectives of this research are to ascertain the perception of voluntary organisations on the impact of leadership in the public sector for road infrastructure delivery, through a qualitative research approach.

Moreover, the aims and objectives of this study are:

- to identify perceptions of how public sector leadership impacts road service delivery.
- to identify challenges inhibiting road infrastructure delivery.
- to determine the importance of effective leadership in the public sector for road infrastructure delivery.
- to determine the ideal form of public sector leadership to facilitate road infrastructure delivery.

Furthermore, even though the context of the study is premised on road infrastructure delivery, its findings could also be relevant to other government departments dealing with infrastructure and service delivery.

1.7   Research Questions

The important questions have to be asked in order to determine the perception of voluntary organisations on leadership within the public sector to deliver the much needed road infrastructure. This research is underpinned by the questions listed below:

- What are the perceptions of how public sector leadership impacts road service delivery?

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- What are the challenges inhibiting road infrastructure delivery?
- How is the importance of effective leadership in the public sector relevant for road infrastructure delivery?
- What is the ideal form of public sector leadership to facilitate road infrastructure delivery?

With the findings, this study could provide insight into facilitating holistic change in the public sector in order to achieve efficiency to ensure that road infrastructure is delivered and maintained.

1.8   Guiding Assumptions

The guiding assumptions relevant to this study as perceived by Naidoo (2005) are as follows:

- Leadership behaviour impacts on the morale of subordinates and their motivation.
- Leadership impacts on organisational performance within the public sector.
- Leadership and organisational performance improve service delivery.
- Leadership styles promote the mission, vision and strategic objectives of the public sector.

1.9   The Structure of the Dissertation

Chapter One – Introduction

This chapter provided an introduction to this study. It also provided an overview of the research problem, its background, and the context in which the research was conducted. The purpose and the research questions to be answered and the motivation of the study were also discussed. The aims and objectives and the focus of the study were also outlined.

Chapter Two – Literature Review

This chapter will be dedicated to the literature review of the research study, premised on the objectives of the study as well as the research questions. This chapter will examine the theory underpinning the research: focusing on leadership, technical competency and corruption. Various scholastic sources will be reviewed (peer reviewed journal articles, books, dissertations, newspaper articles, etc.) from interrelated and unrelated disciplines. Theory located within the national and

international context will be analysed to contextualise the study. Additionally, the review will lend support to the critical need for a study of this nature.

Chapter Three – Research Methodology

This chapter pays attention to the research methodology to be employed. It describes the study design, sampling method, data collection, and instrument to be used to collect data. The type of analysis to be employed is indicated, as well as the reliability and validity.

Chapter Four – Results and Discussion

In this chapter, the interview results will be analysed and discussed. Links between the interview results and literature review will be made.

Chapter Five – Conclusion and Recommendations

This chapter will conclude the study and provide the key findings and recommendations for management and future research.

1.10   Summary

This chapter focused on the motivation of the study. Objectives of the study and the crucial research questions guiding this study were emphasised. The purpose of the study was also discussed. This research was motivated by the need to identify and address the challenges related to the impact of leadership in the public sector on the delivery of road infrastructure, and the fact that no study of such a nature was available. It was deemed imperative to undertake this study in order to provide valuable information to any organisation that deals with service delivery.

CHAPTER TWO – LITERATURE REVIEW

2.1   Introduction

The researcher sought to explore the perceptions of the impact of public sector leadership on road infrastructure delivery. It is acknowledged that one way of doing this is to undertake a literature review. The literature review will focus on leadership within the public sector, technical competency, corruption, and any other aspects associated with leadership. The researcher will undertake this through scrutinising other researchers' views on the subject and drawing on their insights.

Many studies have been conducted on lack of leadership, leadership, and ineffective leadership, however, nothing specifically refers to leadership and its impact on road infrastructure. Nonetheless, there are studies related to service delivery which the researcher will draw on.

2.2   Leadership

Mukoma (2003) provided an opinion that when a researcher starts researching the nature of leadership, they become overwhelmed with the amount of literature available. Moreover, it is difficult to discern what is most relevant to their study. He further cited that popular texts such as *Finding the leader in you; Long walk to freedom; Making it happen; Greatest men;* and speeches by Thatcher; Kennedy; Gorbachev and Mandela accessed through the internet, all provide an insight into the interest humans have when it comes to great leaders.

A leader chooses a certain type of style when dealing with subordinates. The style means the pattern or manner in which a leader prefers to behave when dealing with a problem or particular issue in the organisation, depending on the situation. Nwokeiwu (2009) elaborated that a leader's selected style of leadership is a combination of the different roles that the leader selects to employ, which comprises of their personality and competencies, emotional needs and skills they have developed over a long period.

2.2.1   Evolution of Leadership Style

Figure 2.1 illustrates the evolution of leadership styles and these styles are discussed below (Daft, as cited in Nwokeiwu, 2009).
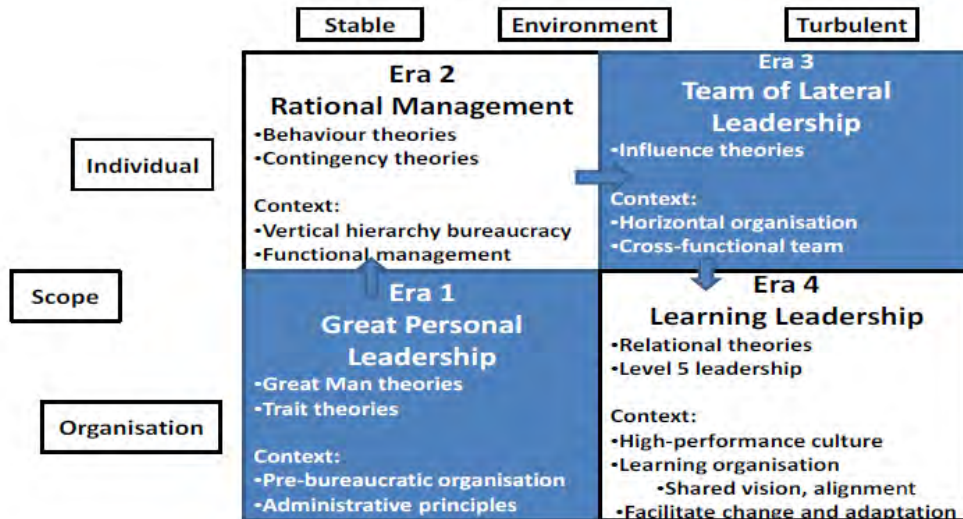
Figure 2.1: Evolution of Leadership Styles

(Sourced from Daft, as cited in Nwokeiwu, 2009:37)

Leadership Era 1: (This is the epoch before industrial time and bureaucracy): This is the Great Man leadership period when the efficiency of a leader is judged by his qualities. The industry of this era was largely made up of a small-scale business normally owned by one person and the business situation was stable. This is an era when a leader was seen as a visionary and how everything (one thing) fits together as one (to make a whole).

During this period leadership was seen as a male figure quality, hence Great Man who was perceived by all as a hero.

Leadership Era 2: (This is the beginning of hierarchy and bureaucracy): The control and supervision of subordinates were premised on the hierarchy of authority. The organisations or companies were much larger than during the pre-industrial epoch.

This period introduced the rational manager who controlled and directed others using an unfriendly method. Subordinates' opinions were not required; they had no say in any matter, and were told what to do and how to do it. Emphasis was placed on how to accomplish a task and the subordinates' welfare was not taken into consideration.

The contingency and behaviour theories worked well here due to the nature of the environment which was stable, in that leaders had the ability to assess their situation, plan, develop and control what happened. This leadership style would not work well now as there is too much uncertainty.

This period was suitable for leaders' qualities which are predominantly attributed to men, such as control and command, aggressiveness and assertiveness, etc.

Leadership Era 3: The economic situation of this period was contrary to the periods before industry and bureaucracy. This was the beginning of an unsteady economic environment where rational management was no longer preferred. This period saw teams being used to achieve organisational objectives, re-engineering, downsizing, subordinate empowerment, and quality programmes were employed as an approach of motivating, improving performance and increasing subordinates' devotion to the organisation.

This era saw the development of knowledge work, a spotlight on horizontal management and a change to influential theories. This was the epoch when transformation turned out to be a requirement for organisations due to the changing nature of world economies. Leadership was now turning out to be premised on team-leadership, diversity (due to individuals bringing something different to the team), empowerment and effective communication.

Leadership Era 4: In this era everything seemed to be transforming very quickly. This was the period of a learning leader, where leaders understood that they did not know everything and were willing and ready to learn - even from their workers. It was the period of networking and relationships; learning to influence others through value and vision instead of control and power. Learning became a necessity in dealing with the ever changing environment and experimentation was ongoing.

It was an epoch where leaders empowered subordinates by encouraging them to learn and develop themselves; an era when the management of diversity was also very much stressed because of different cultures, people meeting and collaborating, and globalisation. It was also the period when women, as compared to Great Man, were increasingly getting into management positions, and when transformational leaders were highly in demand.

2.2.2   Evolution of Leadership Theories

This study examined leadership behaviour and its contribution to organisational performance, therefore it was necessary to analyse the various theories of leadership and their application to the changing environment, as recommended by Naidoo (2005).

Because of its complicated and variable nature, there are many ways to analyse leadership. Mullins (as cited in Naidoo, 2005) cited that in analysing the concepts of leadership and researching for the traits or behaviours that make good leaders, a variety of leadership models have been researched, developed and tested in an attempt to identify the most fundamental models of behaviour which manifest in good leaders. Research has produced a variety of perspectives, approaches, models and theories of leadership.

For the intention of this study, the following theories of leadership were examined, defined and discussed:

- Trait Theories - What type of person makes a good leader?
- Great Man Theories – What does a leader have which others do not?
- Behaviour Theories - What does a good leader do?
- Contingency Theories - How does a situation influence leadership style?
- Power and Influence Theories - What is the basis of the leader's power and influence?
- Relational Theories – What kind of relationships does a leader build?

2.2.2.1 Trait Theories

Before the 1950s, researchers attempted to understand leadership by comparing leaders with followers and ineffective leaders with effective leaders (Goldman, 2007). The search for characteristics of leader or leaders' traits was prompted by the belief that some leaders possessed distinguishable traits that set them apart from other people.

Goldman (2007) added that trait theory research emphasises the personal attributes of leaders and attempts via largely theoretical methods to establish a set of qualities that would universally distinguish leaders from followers and ineffective from effective leaders. This theory claims that leaders are born and not made.

The advocates of trait theory talk about a unique quality of extraordinary people as a determinant of effective leadership; examples of such leaders are Margaret Thatcher, Nelson Mandela and Mao Zedong, to mention but a few (Doyle et al. as cited in Nwokeiwu, 2009). Robbins (as cited in Naidoo, 2005) believed that this theory focuses on the people on the job and not on the job itself. It suggests that attention be paid to the selection of effective leaders instead of training for leadership development. Many studies have been undertaken to establish the common characteristics of a leader, but no universal set of characteristics have been confirmed.

Research, nonetheless, highlights the fact that leaders are different to other persons in that they possess remarkable characteristics (Naidoo, 2005). Stepanov (as cited in Nwokeiwu, 2009) suggested a number of leadership attributes that transcend the situation's influences. They include a need for achievement, understanding of followers and their needs, strength and stamina, skill in dealing with people, decisiveness, capacity to motivate people, assertiveness, eagerness to accept responsibility, flexibility/adaptability, intelligence and action-oriented judgment, trustworthiness, self-confidence, task competence, courage and resolution.

It appears that people who hold leadership positions need to be somewhat intelligent and have most, if not all, the attributes listed above. Goldman (2007) concurred and added that other traits that could be linked to successful leaders are tolerance of interpersonal stress, task persistence, the ability to influence others' behaviour and self-confidence.

It can be concluded that the list of attributes is by no means exhaustive, however, it is argued that academics have accepted that the traits-based investigation of leadership is insufficient to explain leadership and leader effectiveness (Stepanov, as cited in Nwokeiwu, 2009). This argument stems from the fact that effective leaders possess a significant variety of traits which, if viewed in isolation, are unlikely to produce any significant results.

Robinson (as cited in Naidoo, 2005) acknowledged the following features of leaders:

- Leaders permit their team members to develop and to perform tasks without disruption. They pass on authority to others.
- Great leaders always have an external energy and an inner strength that see them through rough times.
- Leaders have the capability to get into people's souls. They are intelligent - emotionally, and develop people's confidence by being considerate and dealing correctly with their emotions and concerns. This shows the ability to adjust to the requirements of different people and situations.
- Leaders have the ability to construct a vision and to stimulate people to endeavour and achieve what they thought was not possible.
- Leaders have an intellectual alertness that allows them to make effective decisions much quicker than most other people would.

A weakness of this theory is that it mainly concentrates on what makes a great leader, not how to effectively lead. It increases the opportunities of success but does not guarantee success as a leader;

there are many individuals who may possess all the qualities to be a good leader, however, they may not perform as they may not be motivated by the organisation they work for.

Trait theory fails to identify a single set of traits that will consistently distinguish leaders from followers, and focuses exclusively on leaders and does not consider the situation or followers. While the traits of leaders are fundamental, it has proven impossible to establish one universal list of characteristics necessary to be a leader. The final weakness is that this theory is too old and outdated (Doyle, as cited in Nwokeiwu, 2009). Goldman (2007) concluded that the search for alternative theories by which to comprehend leadership began in the 1940s, but the concept of traits continues to have a place in today's understanding of leadership.

2.2.2.2 Great Man Theories

The Great Man period of leadership research yielded a variety of studies covering a range of traits, leadership attributes and personal qualities, particularly in the 1940s. This theory concentrated on what differentiated leaders and it was assumed that these differences were inherent; that is, leaders were born not made. This is in contrast to Sharma and Bajpai (2010)'s view that leaders are made, not born. The advocates of this theory tend to say that a Great Leader will arise when there is a great need.

Carlyle (as cited in Nwokeiwu, 2009) added that this theory is based on the early study/research done on people who were already great leaders. These great leaders were often from the upper classes as few people from the lower classes had an opportunity to lead. However, the focus was always on military, social and political leaders such as Churchill, Lincoln, Mandela and Gandhi. There is absolutely no doubt that some people are born with certain traits that stand them in good stead for the future as leaders.

Generally, the public sector has few effective leaders although there are some well performing organisations of state. It is said that many of the leaders learnt their leadership skills by watching other effective leaders; those perceived to be underperforming organs of state could learn from the National Roads Agency. Nwokeiwu (2009) added that by identifying the traits which set great leaders apart from average ones, we can learn how to be successful leaders. A person may be born with some traits, but those traits need to be refined, practised and nurtured.

The major weakness of this theory, as with Trait Theory, is that it is outdated, because when it was used gender issues were not discussed and only men were in leadership positions. Nowadays, with

so much gender inequality in South Africa, government has attempted to balance the scale and now there are many females in leadership positions - in parliament and as ministers, deputy ministers and Premiers. The term ―Great Man‖ was used because of the attitudes of the time where leadership was believed to be primarily a male characteristic (Nwokeiwu, 2009).

Recently we have had women who were great leaders too, for example, Margaret Thatcher. There has been a significant shift from such a mentality in contemporary research, even though the traits theory attitude in its crudest form has been and still remains a visible feature of many organisations.

2.2.2.3 Behaviour Theories

The limitations highlighted in the trait theory led, from the 1940s through to the 1960s, to the development of behavioural theories of leadership. Essentially, the direction of the research was to establish specific unique behaviour practices or styles, particularly in relation to subordinates, which constituted effective leadership (Goldman, 2007).

Theorists attempted to understand leadership effectiveness by analysing what leaders actually did. As the interest in the trait approach to leadership started to decline, researchers shifted their attention to leaders‘ actions rather than their subordinates. The studies of leader behaviour attempted to identify specific styles of leader behaviour and tried to discover whether the behaviour was associated with employee attitudes and organisational performance (French and Raven, as cited in Naidoo, 2005).

The behavioural theory drew attention to the types of behaviour of people in leadership positions. One way of understanding leadership was to compare the behaviour of effective and ineffective leaders and to see how successful leaders behave. The voluntary organisations and the general public recognise public sector effective leadership by seeing the road infrastructure on the ground. Bennis (as cited in Naidoo, 2005) agreed that behavioural theories try to determine what effective leaders do to achieve success.

There are three widely recognised studies of classic behavioural theories of leadership. They were conducted at the University of Iowa (The Iowa Studies); Ohio State University (Ohio State Studies); and The University of Michigan (The Michigan Studies) (Robbins and De Cenzo, as cited in Naidoo, 2005).

2.2.2.3.1 The Iowa Studies

Kurt Lewin developed one of the first studies of leadership in 1939 at the University of Iowa. In his study he explored three leadership behaviours or styles:

- Autocratic;
- Democratic; and
- Free-Rein (Govindsamy, 2006; Nwokeiwu, 2009; Naidoo, 2005)

According to Govindsamy (2006), leadership style is the approach and manner of giving directions, motivating individuals and implementing plans. This researcher decided that for the purpose of this study, the three most important leadership styles would be acknowledged and elaborated on. These are autocratic or authoritarian, democratic or participative and free-rein or delegative. Figure 2.2 illustrates the power style of both employees and leaders. The shaded area in blue indicates the decision making process. Dubrin (as cited in Nwokeiwu, 2009) argued that leadership style is the style that a leader chooses to utilise in dealing with subordinates that is decisive.
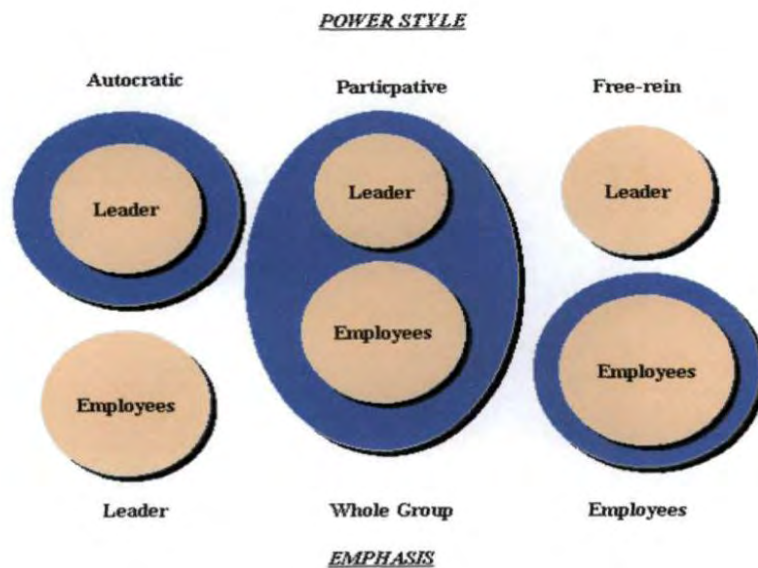
Figure 2.2: Leadership Styles

(Sourced from: Clarke, as cited in Govindsamy, 2006:21)

The style here means the way or pattern the leader employs to act in dealing with a particular problem or issue in the organisation depending on the situation that is being dealt with. A leader's selected style of leadership is generally the combination of the different roles that the leader selects

to adopt, which entails the leader's personality and competencies, emotional needs to understand the employees, and skills the leader has developed over the course of their life.

Horner (as cited in Govindsamy, 2006) explained that academic management education has been criticised as producing mere preservers of status quo and not producing leaders that in general organisations are so desperately in need of.

In a study undertaken in 1999 of South African organisations in order to determine the popularity of each leadership style, Viljoen (as cited in Govindsamy, 2006) discovered the following division of each leadership style: 46% autocratic; 33% democratic and 21% free-rein.

According to Viljoen (as cited in Govindsamy, 2006), one point to note is that people with a vast amount of experience normally fall in the older age group bracket because experience comes with time. Accordingly, it can be assumed that people who fall in the older age group bracket are from the old school of thought where autocracy was dominant. It was only during the dawn of democracy in South Africa in 1994 that participative leadership was introduced and used. There has been no known recent study undertaken to determine any changes in the leadership styles used in any organisations, public or private.

In a separate study undertaken, Hofmeyer (ac cited in Govindsamy, 2006) found out that South African organisations were in general over managed and very much under led. Management styles were frequently observed as being firm, directive, bureaucratic, task-oriented and at times decision making was centralised. Leadership aspects such as effectiveness, vision and direction were often seen as lacking.

Govindsamy (2006) recommended that with the adoption of democratic processes, western approaches to management, and maybe even African approaches, organisations may well be looking towards more participation of their people in decision making processes.

Jackson (as cited in Govindsamy, 2006) demonstrated that constituent of participative management to be beneficial to South Africa, in particular since 1994.

2.2.2.3.1.1   Autocratic Leadership Style

Govindsamy (2006) explained that this style of leadership is employed when the leader informs subordinates what is required of them and how to do it, without consulting with the subordinates.

This leadership style, according to other authors, is referred to as non-participatory, conservative and autocratic. Nwokeiwu (2009) mentioned that leadership styles are fundamental for the effective functioning of an organisation, as it is said that leadership is the driver of development. This leadership style comprises of planning, setting performance goals and behaviour standards, making schedules and emphasising adherence to regulations and rules.

This particular style, according to Govindsamy (2006), is mainly employed when the leader has all the information to resolve the problem and subordinates are well inspired. Govindsamy, however, argued that some leaders have a propensity to see an autocratic leadership style as a platform for shouting, using humiliating language, threatening subordinates and misusing their powers. This style is seen as not the authoritarian style, but rather as an unprofessional and abusive style entitled ―bossing people around".

According to Clark (as cited in Govindsamy, 2006), the authoritarian style should be rarely used. If one has the time and wants to get more motivation and commitment from subordinates, leaders should stay away from using this leadership style and the participative style should be used.

According to Cuadrado et al. (as cited in Nwokeiwu, 2009), autocratic leaders are mainly task-oriented and concerned with achieving a task without considering the emotional needs of subordinates. Nwokeiwu, however, added that this is a style in which the leader holds as much command and decision-making authority as possible.

The leader does not discuss with subordinates, and subordinates are not permitted to provide any input and are required to abide by their orders without receiving any clarification. The motivation of the subordinates is achieved by creating a structured set of rewards and punishments. Leaders who are authoritarian oriented rely on threats and punishment to influence subordinates and they do not trust employees.

Nwokeiwu (2009) concluded that the weakness of this style of leadership is that it is too dictatorial, too controlling and bossy, and does not fit into management of modern organisations. Authoritarian leadership is best used in situations whereby there is little time for group discussions.

Table 2.1 discusses situations under which the autocratic leadership style can be employed.

Table 2.1: Autocratic Leadership Style

The autocratic leadership style should be used for:	The autocratic leadership style should not be used when:
New, untrained employees who do not know which tasks to execute or which procedures to follow.	Employees become stressed, terrified, or resentful.
Efficient supervision could be presented only via detailed instructions and orders.	Employees expect to have their views heard.
Subordinates do not react to any other leadership style.	Subordinates start relying on their leader to make all their decisions.
There are high-volume production requirements every day.	Low subordinate morale, absenteeism and high turnover and work stoppage.
There is constrained time to take action.	
A leader's power is confronted by a subordinate.	
The area is poorly led.	
Work requires synchronisation with another organisation or department.	

(Sourced from Sponsored link, as cited in Nwokeiwu, 2009:57)

2.2.2.3.1.2   Democratic Leadership Style

Since the dawn of democracy in 1994, new democratic values have begun to emerge in the South African community (Mukoma, 2003). This style entails leaders including subordinates in the decision making process. Leadership behaviour comprises of asking for suggestions and opinions, encouraging participation in decision making, and also includes meeting with subordinates at their work stations (Grobler, as cited in Naidoo, 2005). Govindsamy (2006), however, advised that the leader still maintains the final decision making authority. Using this style is not a sign of weakness; it is a sign of strength that subordinates will respect.

Participative leadership style is of shared benefit as it permits subordinates to be part of a team, which in turn allows the leader to make better decisions as there is a collaboration of views. According to Nwokeiwu (2009), this style shows concern for subordinates' personal needs and well being. Leadership behaviour is approachable, open, friendly and creates an effective team, which is required for organisational performance; everyone is treated as equals. The leader moves away from —‖‖ as a leader and —‖em" as subordinates. The leader uses systems thinking and refers to

himself/herself and the team as ―u‖. Systems thinking is a discipline that sees things as each unit rather than seeing them as a whole, as well as how each unit impacts on another (Sherwood, 2002).

This is the leadership style that the public sector needs to adopt; subordinates want to be valued and appreciated as in that way they will perform to the best of their abilities. With so much infrastructure that still needs to be developed, this is the kind of style that will get subordinates performing competently. The democratic leadership style is also called the participative style due to the fact that it fosters subordinates to be part of the decision making process; it is contrary to the authoritarian leadership style (Nwokeiwu, 2009).

It is cited in Section 2.3 (Technical Competency), that modern organisations use teams for organisational performance and competence. Brennen (as quoted in Nwokeiwu, 2009) explained that this style focuses on group relationships and sensitivity to the people in the organisation. This type of leadership style encourages professional competence and is appropriate for the modern organisational structure. Supervision is minimal as the leader has confidence in his or her subordinates, and subordinates take responsibility for their behaviour. Subordinates are encouraged to state their ideas freely and to make suggestions (Nwokeiwu, 2009). Nwokeiwu, however, warns that shared decisions do not always happen in all parts of the organisational operations.

Democratic leaders sell views and tend to be friendly, warm and confident. According to Sponsored Links (as cited in Nwokeiwu, 2009), the democratic leadership style encourages subordinate participation and professional growth. It is well suited to environments where people have a very high level of expertise such as engineers, lawyers, doctors, etc. This is the kind of leadership where the leader deals with professionals and where subordinates want to feel appreciated for the effort they put into their tasks.

The public sector‗s leadership manages civil engineers who are demotivated and frustrated as a result of the lack of effective leadership. Nwokeiwu (2009) elaborated that the democratic leadership style advances greater job satisfaction and enhanced morale, enabling subordinates to deliver the services they are employed to.

Democratic leadership style can yield high quantity and high quality work for long periods of time when subordinates are motivated and encouraged to perform optimally. Nwokeiwu added that many subordinates enjoy the faith placed in them and respond with high morale, team spirit and cooperation.

Govindsamy (2006) mentioned that in order to practice democratic leadership, as cited in other studies, public sector leaders need to master the following skills:

- The ability to lead participative meetings.
- Listening skills.
- The ability to handle conflict.
- The knowledge for establishing measures.
- Group centered decision-making skills.
- Teaching skills.
- Teambuilding skills.

Democratic leaders develop plans to help employees evaluate their own performance; it allows employees to establish goals, encourages subordinates to grow on the job and be promoted, and recognises and encourages achievement (Nwokeiwu, 2009). This is a kind of a public sector leadership that knows its mandate, which is to deliver services. This leader surrounds himself/herself with effective teams that prioritise service delivery.

According to Leadership Experts (as cited in Nwokeiwu, 2009), a democratic leadership style fosters creative thinking and decreases turnover. The free flow of concepts and a conducive environment are great catalysts for creative thinking and also allow subordinates to be more inspired to work and enjoy what they do. When subordinates are empowered through involvement in decision making, the organisation will notice lower turnover rates, which has many organisational advantages (Nwokeiwu, 2009).

Democratic leadership helps to reduce friction and office politics: by listening to subordinates' views and even more importantly by gain recognition for them, the leaders are in special way decreasing the tension between subordinates and themselves. When autocratic leaders decline to address their employees' challenges or intentionally disregard their views, they are unintentionally asking for workers to talk behind their backs (Leadership Experts, as cited in Nwokeiwu, 2009).

Even though the democratic leadership style is preferred, it does have some drawbacks. According to Nwokeiwu (2009), one is that always consulting for all decisions could result in a slow process and can cause opportunities to be missed or hazards circumvented very late. Like other styles, it is not always suitable; it is mainly accomplished when used with highly experienced or skilled subordinates, or when facilitating operational transformation or solving team or subordinate challenges (Nwokeiwu, 2009). Nwokeiwu quoted Leadership Experts citing that some leaders

simply act to follow a democratic leadership process in order to score a point in the eyes of their subordinates. Nonetheless, what they fall short on is to comprehend that subordinates are swift to understand if their concepts are not actually valued and that the leader is only following procedure in asking for ideas, but never actually executes them.

Table 2.2 below discusses conditions under which the democratic leadership style can be used.

Table 2.2: Democratic Leadership Style

The democratic leadership style is most effective when:	Democratic leadership should not be used when:
The leader wants to ensure that subordinates are kept informed with regards to matters that affect them.	There is limited time to get everyone's input. It is simpler and more cost-effective for the leader to make the decision.
The leader wants subordinates to share in decision-making and problem-solving duties.	The organisation cannot afford mistakes.
The leader wants to provide opportunities for employees to develop a high sense of personal growth and job satisfaction.	The leader feels endangered by this leadership style.
There is a complicated challenge that needs lots of ideas to be resolved.	Subordinates' safety is of significant concern.
Adjustments must be made or challenges resolved that affect subordinates.	
The leader wants to foster team building and active participation.	

(Sourced from Sponsored link, as cited in Nwokeiwu, 2009:59)

2.2.2.3.1.3   Free-rein Leadership Style

Govindsamy (2006) explained that in this style, leaders reach required objectives by leaving subordinates or others free to make their own decisions, however, the leader is still responsible for the final decisions that are made.

This is utilised when subordinates are capable of analysing a situation and establishing what needs to be done and how to do it. One cannot do everything, which is why public sector leaders must surround themselves with competent subordinates - they must set priorities and delegate certain tasks.

Barbuto (as cited in Govindsamy, 2009) described free-rein leadership as a leader's ignorance of supervisory duties and lack of guidance of subordinates. They display regular absences and lack of involvement at a critical time.

This leadership style is contrary to the autocratic style. There is basically no presence of any real leadership and everyone is free to do as they see fit. Typically there are no goals or directions; there is a state of confusion and lack of confidence in leadership.

Although this style is not usually supported, it has its place with individuals who are highly skilled and motivated and can work totally independently. This style would also be suitable when there is nothing significant at stake (Brennen, as cited in Nwokeiwu, 2009).

It is the general public's constitutional right to demand services from the public sector. Quoting voluntary organisations, effective leadership is lacking in the public sector. The public sector has a mandate to deliver services, therefore effective leadership is required in the public sector in order to make it accountable.

Certainly this style is not effective for the public sector or any other organisation where there are goals and objectives. This style also does not allow for accountability. Barbuto (as cited in Nwokeiwu, 2009) concurred that in this style, leaders present little or no support for subordinates and are inattentive to productivity or the necessary completion of tasks. Delegative leaders give their teams complete freedom and offer little guidance, which leads to less efficient and poorer quality of work, or even becomes unproductive.

Such a person is neither a leader nor a team member. Nwokeiwu (2009) explained that it is evident that in a team situation where the leader is not effective, team members become unproductive. This is the particular case in the public sector where leadership is not effective, which is confirmed by the number of service delivery protests.

Nwokeiwu (2009) concluded that this type of leadership style is not supported, however, it can be used in situation where the subordinates or team members are mature and highly motivated. Certainly this style cannot be used in the public sector as voluntary organisations and some authors perceive public sector servants to be incompetent to deliver road infrastructure.

Delegative leadership style is employed in a situation where employees are highly educated professionals, because employees in their capacity do not wait for directions to be given.

2.2.2.3.2 Ohio State Studies

Adair (as cited in Naidoo, 2005) mentioned that researchers at the Ohio State University asked subordinates to explain the behaviour of their leaders in order to categorise the behaviour. The responses that were provided allowed the researcher to identify two leadership styles, namely:

- Considerate Style;
- Initiating Structure Style; and

2.2.2.3.2.1 Considerate Style.

A considerate leader is concerned with subordinates' status, comfort and well-being (Bennis as cited in Naidoo, 2005). They seek to create a friendly and conducive working environment. They assume that subordinates are doing their jobs to the best of their abilities and seek acceptance by treating subordinates with dignity and respect.

The leaders have a tendency of downplaying their formal position and the use of coercive power; they play a role of being part of an organisation and are emotionally attached to the subordinates.

Typical behaviours of considerate leaders include:

- Rewarding subordinates for jobs well done;
- Not demanding more than subordinates can offer;
- Expressing appreciation when subordinates perform well; and
- Assisting subordinates with their personal problems.

The considerate leadership style is frequently readily acceptable by subordinates and is, accordingly, highly effective. Hellriegel and Slocum (as cited in Naidoo, 2005) added that advocates of this theory contend that considerate leader behaviour leads to high job satisfaction on the part of subordinates and generates goodwill.

Hellriegel and Slocum (as cited in Naidoo, 2005) further cited that these positive attitudes result in closer co-operation between subordinates, and leaders create effective teams, motivate subordinates, and have lower grievance rates and turnover.

2.2.2.3.2.2 Initiating Structure Style

The initiating structure leadership style is concerned with management traits that are also fundamental for leadership, which are: planning, organising, controlling and co-ordinating the activities of subordinates (Adair, as cited in Naidoo, 2005).

Typical behaviours of initiating structure leaders entail:

- Advising subordinates precisely of their job requirements;
- Encouraging the use of uniform methods;
- Setting standards of job performance;
- Assigning tasks and responsibilities to subordinates; and
- Planning work to be done by subordinates.

The above results in a two dimensional model where the dimensions of initiating structure and consideration are independent of one another (Brevis, Ngambi, Viba and Naicker, as cited in Naidoo, 2005). The leadership grid depicting four leadership styles of the Ohio State Studies is shown in Figure 2.3.
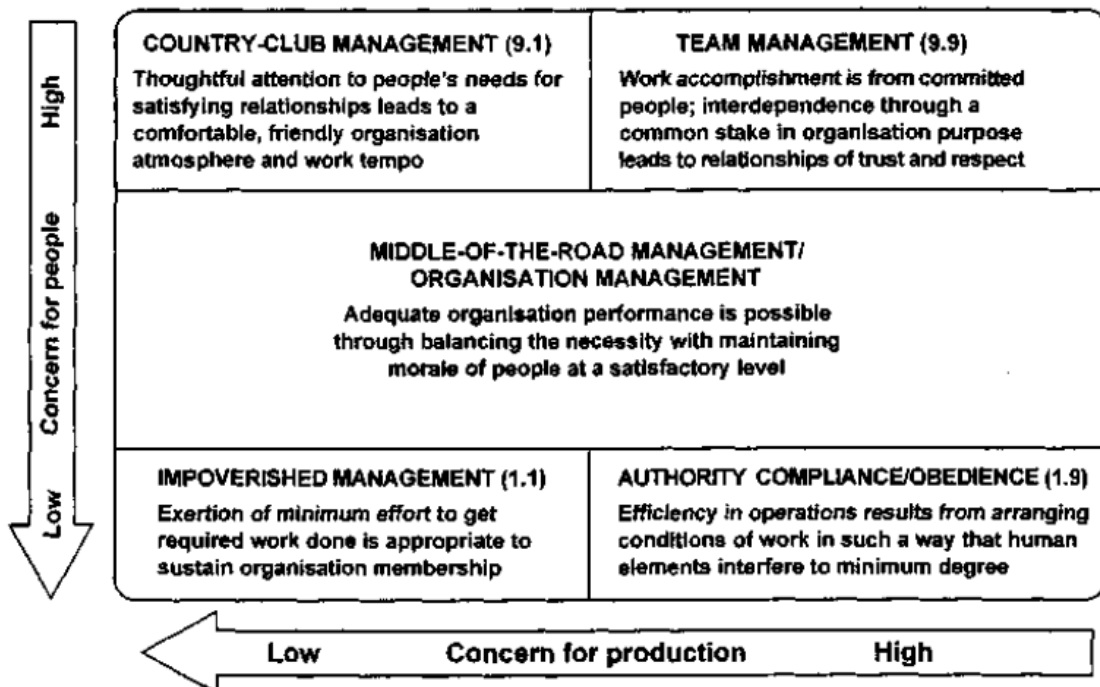
Figure 2.3: Four Leadership Styles from the Ohio State Studies

(Sourced from Brevis, Ngambi, Viba and Naicker, as cited in Naidoo, 2005:45)

Naidoo (2005) stated that subordinates' turnover rates were lowest and subordinates' satisfaction was highest under leaders that rated high in consideration and low in initiating structure. Robbins and De Cenzo (as cited in Naidoo, 2005) claimed that on the contrary, leaders who were rated high in initiating structure and low in consideration had high subordinate grievances and turnover rates.

Nonetheless, the research that has been conducted lately suggests that effective leaders exhibit both considerate and initiating structure behaviour. This also suggests that subordinates' reaction to initiating structure leadership relies on their perception of how considerate their leader is. If leaders were considerate, initiating structure was also viewed as effective. If leaders were not considerate, subordinates viewed initiating structure as ―watching over subordinates' shoulders" (Daft, as cited in Naidoo, 2005).

2.2.2.3.3 The Michigan Studies

At almost the same time as those conducted at Ohio State, leadership studies were also undertaken at the University of Michigan's Survey Centre. Davis (as cited in Naidoo, 2005) advised that these studies had similar research goals, which were to establish behavioural characteristics of leaders that appear to be related to measures of performance efficiencies.

The Michigan Studies also revealed two dimensions of leadership behaviour that they called employee centred and production centred.

2.2.2.3.3.1 Employee centred Leadership

Grobler (as cited in Naidoo, 2005) elaborated that this leadership emphasises the subordinates' personal needs and the development of interpersonal relationships. The leader uses the team rather than an individual in making decisions.

The leader encourages employees to set and achieve high performance goals and tries to treat their employees in a sensitive and considerate manner.

2.2.2.3.3.2 Production centred Leadership

This leadership style puts emphasis on tasks and procedures employed to accomplish them. High work standards are set by the leader, tasks are carefully organised, work methods to be followed are prescribed and subordinates' work is closely monitored (Grobler, as cited in Naidoo, 2005).

Studies at the University of Michigan directly compared the behaviour of effective and ineffective leaders. The effectiveness of the leaders is determined by the productivity of the subordinates (Naidoo, 2005).

The Michigan researchers, however, arrived at a conclusion that strongly favoured the leaders who were employee centred in their behaviour. It is cited in Section 2.2.2.3 (Behaviour Theories), that infrastructure on the ground is attributable to effective leadership.

Employee centred leaders were linked to higher team productivity and higher job contentment, whereas production centred leaders were linked to low team productivity and lower job contentment (Robinson and De Cenzo, as cited in Naidoo, 2005).

2.2.2.3.4 The Behavioural Theory Evaluation

The behavioural approach to leadership style was mainly popular in the 1960s, at a time where there was a growing acknowledgment that leadership could not be explained solely in terms of the leader behaviour, and that traits of the context in which leadership occurred, like subordinate and task attributes, were also required to be assessed in order to obtain an insight and complete understanding of leadership (Nwokeiwu, 2009).

Nicholas (as cited in Naidoo, 2005) explained that it is agreed by most management theorists that no single leadership style is perfect for all situations. Effective style depends upon the traits of the leader, the subordinates and the leader's interpersonal relationship with subordinates, as well as the nature and environment of the task at hand.

2.2.2.4 Contingency Theories

Mullin (as cited in Naidoo, 2005) elaborated that irrespective of the limitation of the behavioural theory, situational factors too are fundamental in considering the traits of leadership. Recent studies which focused on the interactions between the variables involved in a leadership situation and patterns of leader behaviour provided another set of theories – the Contingency Theories.

The following contingency theories will be discussed in this study:

- The Contingency Theory – as advocated by Fred Fiedler; and
- The Path-Goal Theory – as advocated by Robert House.

2.2.2.4.1 The Contingency Theory of Fiedler

The first contingency model was developed by Fred Fiedler in 1967 (Hellriegel and Slocum, as cited in Naidoo, 2005). The assumption of Fiedler's model of effective leadership was that team performance is a function of a combination of leader's style and various features of the situation.

As illustrated in Figure 2.4, this means that each leadership style is mostly effective if employed in the right situation.
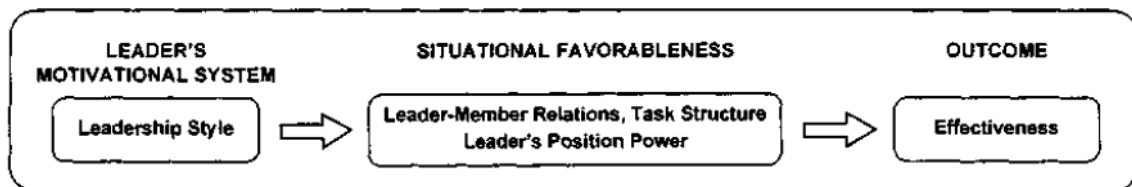
Figure 2.4: Major Variable in Fiedler's Contingency Theory

(Sourced from Hellriegel and Slocum, as cited in Naidoo, 2005:48)

In the Fiedler's theory, leaders are challenged to:

- achieve a balance between the demands of the situation and the leadership style by matching the situation to the leader's style;
- diagnose the situation; and
- understand his or her leadership style.

It was advised by Robbins and De Cenzo (as cited in Naidoo, 2005) that Fiedler's theory argued that there are two basic leader orientations:

- The first being *relationship oriented*, which is a more lenient or people oriented style; and
- The second being *task oriented* leadership, which focuses on task accomplishment.

SANRAL, which is an organisation of state tasked with the management of the national road network, is recognised as one of the effective public sector organisations. This is attributable to the standard or quality of the infrastructure. Goldman (2007) explained that according to Fiedler's models, leadership effectiveness is defined in terms of organisation/team performance. Gardener (as cited in Naidoo, 2005) argued that a better understanding of the situation and the awareness of the leader's style are the basic ingredients in a successful model of leadership. An effective work-

group environment can be produced by matching the leader to the situation. The Chief Executive Officer of SANRAL is a civil engineer and he understands the industry very well and his leadership style is aligned to the understanding of the civil engineering industry.

Fiedler identified three variables in the work environment that help determine which leadership style will be effective (Robbins and De Cenzo, as cited in Naidoo, 2005). These are:

- Leader-member Relations;
- Task Structure; and
- Position Power.

2.2.2.4.1.1 Leader-member Relations

This shows the extent to which a leader is accepted and generates positive emotional reactions or is rejected by his followers. This is the most vital influence on a leader's effectiveness. A situation in which leader-subordinate relations are relatively good is possibly much easier to manage than a situation where such relations are strained and the leader has to use formal authority. Robbins and De Cenzo (as cited in Naidoo, 2005) elaborated that a leader is not liked by his or her subordinates if he or she is not trusted and will lack clout in the organisation. Such a leader may have to rely on coercive power to get subordinates to perform.

2.2.2.4.1.2 Task Structure

This is the degree to which the job can be clearly described. Such structures are evident in rules, job description and policies. When tasks are reasonably structured, that eliminates ambiguity about how the tasks should be approached. Additionally, objectives are clear and performance measures are understood (Hassard, as cited in Naidoo, 2005). This is a requirement of any organisation to meet its service delivery requirements, where tasks are explained, goals are explained and understood, and a conducive environment is created for the subordinates to perform.

2.2.2.4.1.3 Leader Position Power

The leader here has coercive, legitimate and reward power. High position power simplifies a leader's ability to influence subordinates, meanwhile poor position power makes the leader's tasks difficult (Gardener, as cited in Naidoo, 2005).

The Fiedler's contingency model is exhibited in Figure 2.5. The three basic contingency models as discussed above are shown on the vertical axis. The eight numbered blocks indicate combinations of the three variables and are organised from most favourable (block 1) to the least favourable (block 8) situation for the leader. A leader will have the most control and influence in block 1 situations. The leader here is accepted, has high position power and the subordinates perform structured tasks. A leader will have less control and influence in the block 2 situation, where the leader is accepted, has little position power and the tasks are structured. In block 8 situation, a leader's influence and control are very constrained. The leader is not accepted and has little position power and subordinates perform less structure tasks (Steers, as cited in Naidoo, 2005).

SITUATION ANALYSIS	Leadership-member relations	GOOD				POOR			
	Task structure	Structured		Unstructured		Structured		Unstructured	
	Leader position power	HIGH	LOW	HIGH	LOW	HIGH	LOW	HIGH	LOW
		1	2	3	4	5	6	7	8
		Favourable for leader ⟶ Unfavourable for leader							
APPROPRIATE STYLE	Type of leader most effective in the solution	Task motivated		Relationship motivated					Task motivated
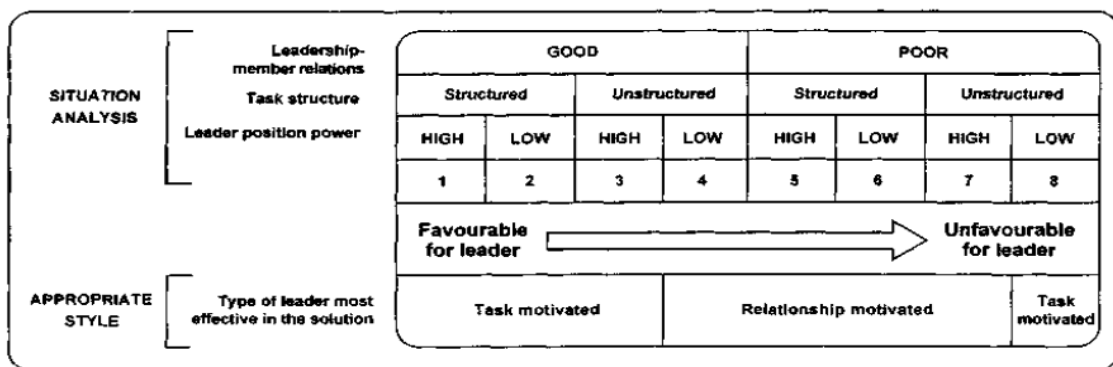
Figure 2.5: Fiedler's Situation Analysis and Appropriate Style

(Sourced from Daniel, as cited in Naidoo, 2005:50)

As advocated in Figure 2.5 above, task oriented leaders perform most effectively in the most favourable situations when the team atmosphere is good, the leader's position power is high and tasks are relatively structured. In those cases, the leader is well respected and does a job that allows freedom to reward (Daniel, as cited in Naidoo, 2005). A leader who is effective in one situation may not be effective in another. Accordingly, leaders need to acknowledge this and understand the constraints that a situation may place on them.

Robbins and De Cenzo (as cited in Naidoo, 2005) explained that in the least favourable situation, i.e. block 8, tasks are unstructured, the team is lacking and the leader's position is low. In cases such as that, the only hope for achieving any results seems to be task-oriented leadership.

Relationship-oriented leaders are mainly effective in moderately favourable situations, i.e. blocks 4, 5 and 7. Blocks 4 and 5 clarify situations where tasks are structured, but the leader is not liked by the subordinates or the team dislike the tasks.

2.2.1.4.2.4 Fiedler's Contingency Theory Evaluation

Hassard (as cited in Naidoo, 2005) explained that according to Fiedler, leaders should attempt to engineer facets of their work setting in order to improve their personal effectiveness, rather than try to change their leadership style. However, personal style is relatively difficult to change, even for a person who wants to do so. Accordingly, it can sometimes be easier to change the situation to fit one's own style. This means deliberately trying to change the situation's favourableness by improving relationships with subordinates, changing the structure in a task or gaining more formal power, with the aim of achieving a more conducive work environment based on personal leadership style.

As with the other theories discussed above, Fiedler's model has some constraints as well. One is that, the contingency variables are complicated and difficult to access. Measuring actual leader-member relations, task structure and position power ought to be necessarily subjective (Naidoo, 2005).

Two, little attention is paid to the traits of subordinates. Whether subordinates are highly skilled professionals or unskilled labourers could make a significant difference in the leadership style selected (Naidoo, 2005).

Three, the model assumes that the leader has the intellectual capacity and professional skills to effectively direct the team's efforts. If the leader lacks professional skills or is not too smart, subordinates are more likely not to respect or trust the leader's judgment (Naidoo, 2005).

Even though circumstantial, Fiedler's contingency model is an interesting approach to leadership and one that many find appealing.

2.2.2.4.2 The Path-Goal Theory of Robert House

One of the respected approaches to leadership is the Path-Goal Theory, which was developed by Robert House and draws key elements from the Ohio leadership research and the expectancy theory motivation (Mukoma, 2003). According to Gordon (as cited in Naidoo, 2005), the term ‚path-goal' was derived from the understanding that effective leaders clarify the path to assist their subordinates to get from where they are to the accomplishment of their task objectives, and make the journey along the path bearable by reducing pitfalls and roadblocks.

Basically, the theory is based on the idea that a leader's job is to help his or her followers in achieving their goals, which are compatible with the overall objectives of the organisation. Mukoma (2003), however, argued that the basic idea of this theory is that a leader can influence the satisfaction, performance and motivation of subordinates primarily by:

- providing followers with rewards;
- making achievement of those rewards contingent upon the accomplishment of performance goals; and
- assisting subordinates achieve rewards by clarifying their path to the goals, i.e. assisting subordinates to understand precisely what they are required to do to obtain rewards and making these paths easier to travel. This may be accomplished by providing subordinates with coaching, direction and assistance when needed.

Behaviour of a leader is motivational to an extent that it (House, as cited in Naidoo, 2005):

- makes subordinates require contentment contingent on effective performance; and
- provides the coaching, support, rewards and guidance that are essential for effective performance.

To test the above statements, four leadership behaviours are identified as follows:

2.2.2.4.2.1 Supportive leadership

This leadership behaviour pays attention to subordinates' personal needs and well-being. Leadership behaviour is friendly, open and approachable. The leader creates a team climate and treats subordinates as equals. Supportive leadership is similar to considerate or people oriented leadership (Grobler, as cited in Naidoo, 2005).

2.2.2.4.2.2 Directive leadership

Grobler (as cited in Naidoo, 2005) elaborated that under this style, the leader tells subordinates precisely what they are required to do. Leader's behaviour includes planning, scheduling, setting performance objectives and behaviour standards, and stressing adherence to regulations and rules. Directive leadership behaviour is more like the initiating structure or tasks-oriented style.

2.2.2.4.2.3 Participative leadership

The leader consults with subordinates about every decision to be made. Leader behaviour entails asking for suggestions and opinions, encouraging full participation in decision making, and meeting with subordinates at their work stations (Grobler, as cited in Naidoo, 2005).

2.2.2.4.2.4 Achievement oriented leadership

The leader sets clear and challenging goals for subordinates. The leader emphasises high quality performance and enhancement of current performance. Achievement oriented leaders also exhibit confidence in subordinates and help them learn how to achieve high goals (Grobler, as cited in Naidoo, 2005).

Figure 2.6 illustrates House's leadership behaviours as discussed above.
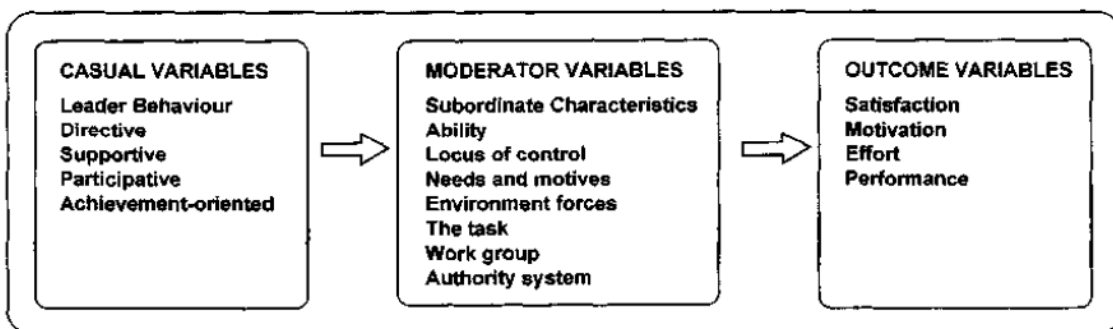
Figure 2.6: Relationships of Variables in the Path-Goal Theory

(Sourced from House, as cited in Naidoo, 2005:53)

2.2.2.4.2.5 Situational Factors

Each and every type of leader behaviour performs well in some situations but not in others. House (as cited in Naidoo, 2005) postulated that there are two situational factors that moderate the relationship between leader behaviour and subordinate behaviour.

There are:

- Subordinate characteristics; and
- Environmental forces.

2.2.2.4.2.5.1 Subordinate Characteristics

House (as cited in Naidoo, 2005) identified three subordinate characteristics - ability, locus of control, and needs and motives.

2.2.2.4.2.5.1.1 Ability

Employees who feel that they have low tasks ability ought to appreciate directive leadership, while those who feel capable of performing the tasks will find directive leadership irritating and unnecessary.

2.2.2.4.2.5.1.2 Locus of Control

People with an internal locus of control understand that results are a function of their own efforts and are more content with participative leadership. Meanwhile, people with an external locus of control understand that results are a function of luck or chance and thus not under their control. Such people feel more comfortable with directive leadership.

2.2.2.4.2.5.1.3 Needs and Motives

Robbins and De Cenzo (as cited in Naidoo, 2005) cited that subordinates with a high requirement for affiliation and esteem would be more content with a supportive leader, while individuals with a high requirement for security will be more content with a directive leader. Employees with a high requirement for autonomy, self-actualisation and responsibility, will almost certainly be best motivated by a supportive leader.

2.2.2.4.2.5.2 Environmental Forces

These forces comprise of three broad aspects of situational factor, which are tasks, work groups and formal authority systems.

2.2.2.4.2.5.2.1 Tasks

Highly structured tasks require participative and supportive leadership to increase subordinates' satisfaction, however, employees should be more content with directive leadership on un-structured tasks, as this can assist in clarifying ambiguous tasks.

2.2.2.4.2.5.2.2 Work group

When objectives and the path to achieve those objectives are made clear, then directive leadership would seem unnecessary.

2.2.2.4.2.5.2.3 Formal authority system

Tasks that are self-evident because of mechanisation, procedures, standards and directive leadership may result in subordinate discontent. In stressful environments, directives and supportive leadership may increase subordinates' satisfaction. When there is uncertainty, participatory leadership may be employed to elicit ideas in order to reach a decision. Once the final decision has been made, then the leader may go back to directive leadership.

Figure 2.7 illustrates the leader's role in the Path Goal Theory.
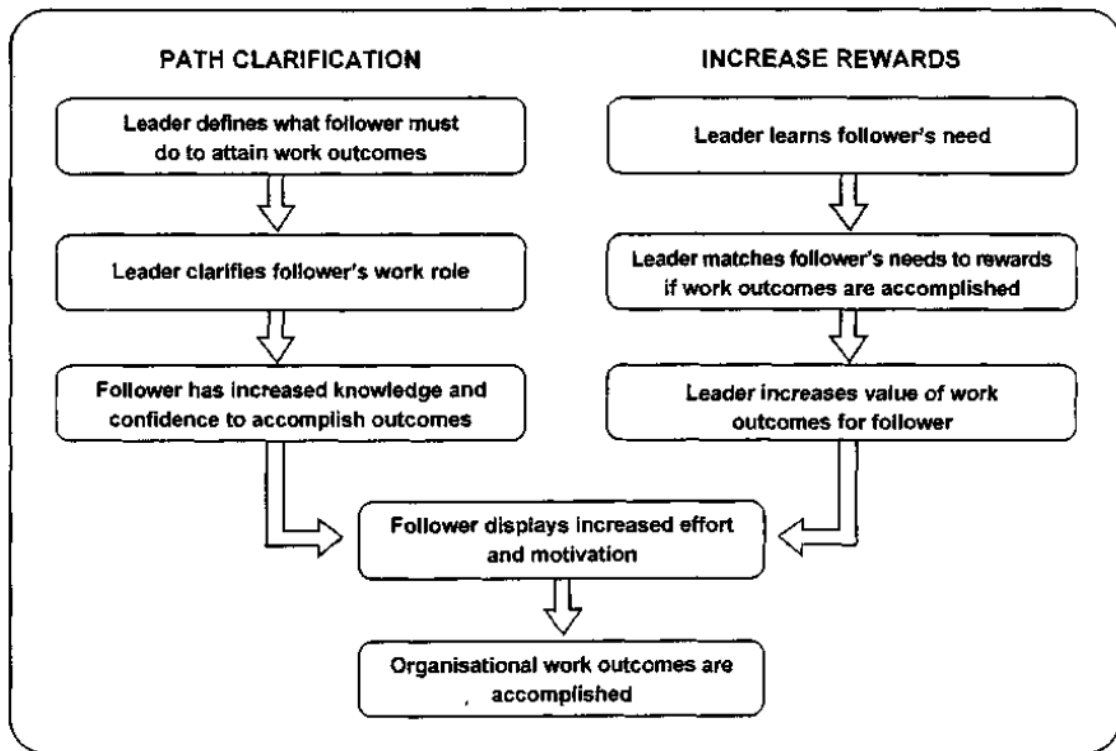
Figure 2.7: Leader's Role in the Path-Goal Model

(Sourced from Sergovanni, as cited in Naidoo, 2005:56)

2.2.2.4.2.6 Hypotheses of Path-Goal Theory

According to Sadler (as cited in Naidoo, 2005), the following are some examples of hypotheses that have developed from path-goal theory.

- Directive leadership results in greater content when tasks are stressful or ambiguous than when they are highly structured and well laid out.
- Supportive leadership leads to high subordinate performance and content when employees are executing structured tasks.
- Directive leadership is more likely to be seen as redundant among employees with considerable experience.
- The more clear and bureaucratic the formal authority relationship, the more leaders should display supportive behaviour and de-emphasise directive behaviour.
- Directive leadership leads to higher subordinate satisfaction when there is substantive conflict within a work team.
- People with internal locus of control (those who believe that they control their own destiny) will be more content with a participative style.
- Achievement-oriented leadership will enhance subordinates' expectancies in that effort will result in high performance when tasks are ambiguously structured.

Figure 2.8 illustrates path-goals situations and the desired leadership behaviour.
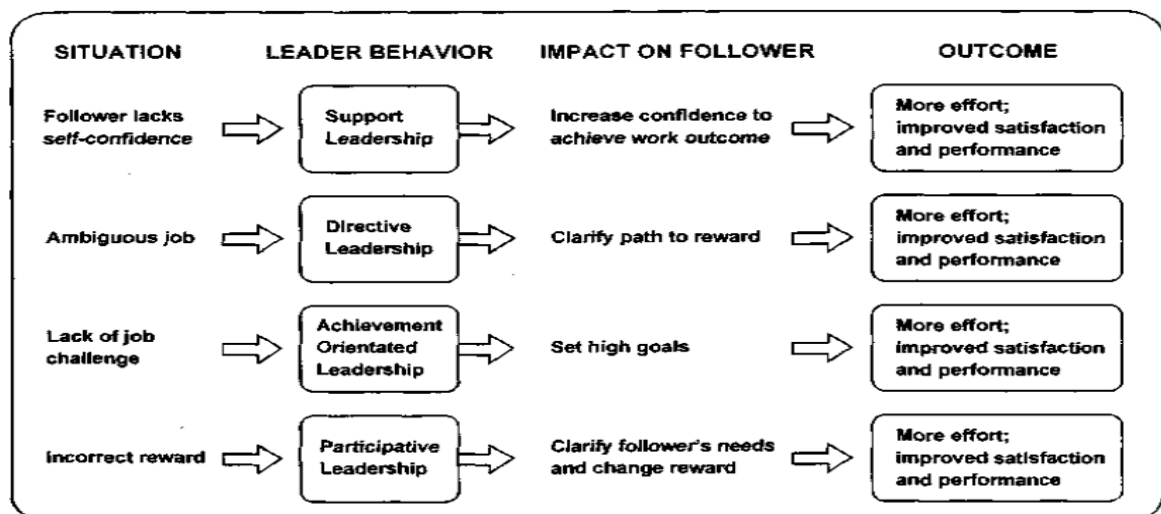
Figure 2.8: Path-Goal Situation and Preferred Leader Behaviours

(Sourced from Nanus, as cited in Naidoo, 2005:57)

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2.2.2.4.2.7 House's Path-Goal Theory Evaluation

House's path-goal theory is relatively new and therefore, its effectiveness is still unknown. As stated above, it can be deduced that subordinate's performing routine and simple tasks have reported higher job satisfaction when leaders provided supportive rather than directive leadership (Robbins and De Cenzo, as cited in Naidoo, 2005).

Nanus (as cited in Naidoo, 2005) cited that subordinates performing non-routine and complex tasks have reported higher productivity when their leader provided directive leadership, however, they had not necessarily reported higher job satisfaction.

2.2.2.5 Power and Influence Theories

Nwokeiwu (2009) advised that power and influence theories of leadership take a completely diverse approach. These approaches are premised on different manners, that leaders employ power and influence to get things completed and they look at the leadership styles that appear as a result. Arguably, the most famous of these theories is French and Raven's Five Forms of Power.

This model emphasises three types of positional power – coercive, legitimate and reward, and two sources of personal power – expert and referent (personal appeal and charm). This model recommends that employing personal power is the better option and that you must work on building expert power (the power that comes with being a real expert in the job) since this is the most genuine source of personal power.

Nwokeiwu (2009) further advised that there is another leadership style that employs power and influence, which is transactional leadership. Transactional leadership recognises that people do things for incentive and for no any other reason, consequently it focuses on designing activities and incentive structures.

This may not be necessarily the most attractive leadership approach in terms of structuring relationships and developing a highly motivating work environment, but it does work, and leaders in many organisations make use of it on a daily basis to get things accomplished (Nwokeiwu, 2009).

Naidoo (2005) suggested that leading by example is another highly efficient method of influencing a team.

2.2.2.6 Relational Theories

Relational leadership is a relatively new concept in the leadership literature, therefore it is interpreted differently (Naidoo, 2005; Nwokeiwu, 2009).

According to Naidoo (2005) and Nwokeiwu (2009), relational leadership is based on the following five pillars:

1.   Leadership is a function

The traditional leadership model had a functional focus with total disregard of the personal or emotional dimension of the leader; subordinates were seen as tools and interchangeable subjects. In this paradigm the organisation operated with a set of behaviours to assist the team perform the task and achieve the set objectives. This old model emphasised on ―how‖ the organisation was being led instead of "who" has been tasked with a leadership role.

This culture requires the leader to associate and communicate with the subordinates in the same manner. Regrettably this leadership style is still currently employed in many organisations; an impersonal leadership style like this increasingly fails in today's world. Resonant leaders shattered the old leadership mould that was cast in the image of the captains of industry - those old-fashioned leaders who led from the top and mainly by virtue of the power of their position. More and more, effective leaders not only lead by virtue of power alone, but by doing extremely well in the art of rapport; the singular expertise that the transforming organisation environment renders indispensable. Leadership quality is being redefined in interpersonal terms (Goleman, as cited in Nwokeiwu, 2009).

2.   Leadership is contextual

Mayo (as cited in Naidoo, 2005) explained that the world and the fast transforming environment in which organisations must endure is producing a unique context for leadership; it is not only about who you are, but also where you are, that matters in leadership. Within this context, leaders must develop an awareness and capability to adjust to the context of their vision. This problem threatens the application of contextual intelligence being successful.

Any person who was doing well in one setting would not obviously do well in a new setting. The capability to be successful in multiple contexts is premised on what is named *adaptive capacity* -

the capability to transform one's style and method to suit the culture, context, or situation of the new challenge. Success in the twenty-first century will need leaders to concentrate on the evolving context.

3.   Leadership is shared interdependency

In a team, leadership is a shared interdependency; the team works together. Any member of the team can take up a leadership role, however, that depends on the needs of the team. No leadership function is designed to function alone and need each other to be a functional member of the team. Interdependence reveals the unity of the team in the midst of diversity. Various members of the team are gifted with specific missions. In interdependent living, the team members learn to acknowledge the exclusivity that the other is bringing to the relationship (Nwokeiwu, 2009).

4.   Leadership is a relationship

Leadership has always been about building relationships, from a cold, mostly one-sided relationship where subordinates are only a means to an end, to a warm interpersonal relationship of caring and cooperation towards a common goal. Whatever the situation, it is said that there is always some kind of connection or relationship between leaders and subordinates.

Nonetheless, in a pluralistic and postmodern world, that relationship has transformed. Sound leadership is not only about developing a vision and then casting it on to others, but rather assisting and empowering others to find their own vision and releasing it. A relationship fosters and encourages collaboration by being interested in another person's joys and pain, and treating people with respect and dignity.

If a leader takes the time to get to know what is most sacred about people, he will also be invited to have the most sacred kind of influence in people's life. Leadership is a relationship between a leader and subordinate, and between those who seek to lead and those who decide to follow. It is the feature of these relationships that matter when there is a common objective or a community of people finding themselves engaged in getting extraordinary and amazing things done.

A relationship that is featured by confidence and mutual respect will overcome the greatest adversities and leave a legacy of significance (Kouzes, as cited in Nwokeiwu, 2009).

5.   Leadership is balance

As in the case of Servant Leadership, the relational leader cannot lose focus of the vision and aim of the mission and needs to do everything to keep relationships intact - the mission can never be compromised.

Organisational leaders who realise the importance of relational development in the corporate world also acknowledge that relationships cannot compromise any organisation's mission and/or results. Blanchard (as cited in Nwokeiwu, 2009) added that leaders value both relationships and results and see both as crucial for long term survival. Although for some organisational leaders it is all about results, Blanchard explained that without the commitment of subordinates, getting the desired results is almost impossible. The way to maximise results as a leader is to have high expectations for both relationships and results. If leaders can create a conducive environment for their subordinates, financial strength and profits are the appreciation they obtain for a job well done. Success is both relationships and results; effective leaders know where they are headed and are able to influence others to follow.

2.2.3   Definition of Leadership

There are many definitions of the word ‗leadership'. Leadership has been defined and explained differently by many authors. Before defining leadership let us comprehend the concept of leadership. Senge (as cited in Sharma and Bajpai, 2010) defined leadership as building organisations where personnel continuously develop their abilities to clarify vision, comprehend complexity and enhance shared mental models, i.e. they take responsibility for learning. Leadership is a method by which one person influences the mind-sets, behaviours and thoughts of others (Sharma and Bajpai, 2010). Burke (2009) defined leadership as being about establishing objectives and goals and creating motivation and enthusiasm amongst the project team members and stakeholders to work towards those goals.

Leadership is one of the most important factors affecting organisational performance (Mukoma, 2003). Some people regard leadership as a mysterious charismatic quality which some people have and some do not. Stogdill also defined leadership as the method of influencing the performance of an organised team towards goal setting and achievement (as cited in Mukoma, 2003).

Nwokeiwu (2009) argued that no matter how difficult it can be to define leadership and there are many definitions of it, most definitions tend to comprise of the need for a vision and the capability

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to inspire, support, motivate and influence others to accomplish the necessary goals according to the vision. Jick et al. (as cited in Nwokeiwu, 2009) defined leadership as the capability to deal with change. Leaders institute a direction by developing a vision for the future. They then align the followers through communicating this vision and encouraging them to deal with any hindrances (Nwokeiwu, 2009). In today's ever-changing world, leaders are needed to challenge the status quo, to create visions for the future, and to encourage organisational members to want to achieve the vision or the goals of the organisation.

According to French and Raven (as cited in Naidoo, 2005), leadership could be interpreted as getting others to follow or to get people to work together effectively as a team and to make a significant contribution to the accomplishment of objectives, or it could mean the use of authority in decision making. Furthermore, leadership could also be looked at in relation to the role of leaders and their ability in achieving efficient performance from their followers.

Leadership, as asserted by Crow and Hartman (as cited in Naidoo, 2005), is a dynamic process which is associated with interpersonal behaviour, motivation and the communication process. Leadership is fundamental in trying to lessen the followers' discontent and accordingly, effective leadership includes the process of efficient delegation. The leader-follower relationship is mutual and effective leadership is a two way practice, which eventually influences both the organisational and individuals performance.

Buchanan and Huczynski (as cited in Naidoo, 2005) viewed leadership as the creation of a vision about an aspired future state which attempts to enmesh all members of an organisation in its net. Mullins (as cited in Naidoo, 2005) expressed that leadership is difficult to generalise; in essence it is an affiliation through which one individual influences the action or behaviour of other individuals. This essentially indicates that the process of leading and the activities of groups with effective teambuilding cannot be separated.

Leaders should focus on people and organisations moving forward. This can only be done by developing the competency of employees and the collaboration of teams, in turn to enhance the organisational performance. According to Naidoo (2005), however, leadership is an activity that infuses energy into an organisation, which in turn activates its members and resources to get things moving and keep them in motion. Naidoo concluded that it can be assumed that authority, power and influence are the main elements of leadership. Effective communication in directing the team will accordingly lead to the accomplishment of organisational objectives.

As confirmed by the opening statement, there are many definitions of the word ‗leadership' and none of the above statements fit perfectly into this study. For the purpose of this research, the researcher defined leadership as a continuous coordination of efforts and skills required to influence subordinates towards achieving results to the satisfaction of stakeholders.

Mamphela Ramphele (Marais, 2011:5), cited that ―we often think that leadership is about being extraordinary. But actually, leadership is to do the ordinary things in extraordinary ways". According to Bass (as cited in Govindsamy, 2006), people follow a person who inspires them. People like Nelson Mandela, Margaret Thatcher, etc, are said to be good leaders – people around them want to do extraordinary things.

2.2.4   What is a Leader?

According to D‘Souza (as cited in Mukoma, 2003), a leader is a person who:

- is open to criticism and suggestions; and
- is conscious of his/her impact on others.

Contrary to popular belief that a leader is born and not made, but according to Sharma and Bajpai (2010) a leader is made and not born. They further cited that if one has the desire and will power to lead, one can become an effective leader.

Mukoma (2003) further added that the qualities and skills associated with leadership can be developed and learnt through self-study, training, education and experience, which Sharma and Bajpai (2010) agreed with. These qualities and skills allow one to communicate effectively, make effective decisions, be dependable, inspire, motivate, display respect towards subordinates, be patient when people make mistakes, instruct calmly and clearly, be loyal to followers and tough on their behalf, be protective of followers, be humble and yet assertive, have a sense of humour and know how to relax.

Leaders are required to be role models and pace-setters (Singh, 2008). According to Burke (2009), a leader pays attention to three crucial organisational needs: the needs pertaining to the task, project team (road infrastructure delivery) and individual. This is of paramount importance in making certain that all the needs are accommodated for service delivery to occur.

2.2.5   Qualities Desirable in Leadership

Mukoma (2003) alluded to the following as being desirable qualities in a leader:

- decisiveness and intelligence
- integrity – honesty/accountability
- enthusiasm, friendliness and affection
- hard work
- analytical ability
- ability to adapt quickly to change
- willingness to take risks

2.2.6   Leadership Competencies

Cortez, Nussbaum, Woywood and Aravena (2009) identified leadership competencies that they believed are the basis of effective leadership. These competencies were also pointed out by Mukoma (2003).

These competencies are:

- Emotional intelligence: comprehends and masters one's feelings (and those of subordinates) in a manner than instils confidence.
- Stakeholder driven: seeks to create value to the satisfaction of the stakeholder.
- Systems thinking: ties methods, procedures and structures – balances process orientation with mental discipline.
- Build teamwork: put together effective teams dedicated to organisational goals and results.
- Focus driven: focuses on goals and prioritises results.
- Conceptual thinking: considers and chooses modern ideas and strategies for the benefit of the organisation.

These leadership competencies cover factors of effective leadership and create clear guidelines for future leaders.   These are some of the competencies seen as lacking in the public sector. Furthermore, it is the role of a leader to encourage and improve the development of human capacity in the public sector for service delivery.

2.2.7 Characteristics of Good Leadership

In general, people develop some qualities that make other people consider them good or bad leaders (Mukoma, 2003).

Some of these qualities are:

1.   Manage a dream - ability to manage a dream or vision.
2.   Present a performance - ability to perform duties well in one's present position.
3.   Initiative - ability to be a self-starter.
4.   Acceptance - ability to gain respect and to win the confidence of others.
5.   Analysis and judgement - ability to reach sound conclusions based on evidence.
6.   Communicate - ability to get through to people at various levels.
7.   Accomplishment - the amount and quality of work produced through self-determination.
8.   Flexibility - ability to cope with change, adjust to the unexpected, control personal feelings and be open-minded.
9.   Ability to encourage feedback - encourage challenges to how things are.
10.   Accepting dissenting views - accept different ideas.

It is clear from the above that in order to be an effective leader one has to have a sense of cooperative social responsibility and must be willing to give up some authority.

2.2.8 Contemporary Leadership

During the last period of hundred years, leadership theories have progressed and have become fundamental in comprehending the objectives leaders possess. Modern theories on transformational leadership, the theories both present and past, attempt to summarise traits that formulate a leader as perfect, successful and effective (Miles, as cited in Naidoo, 2011). The researcher agrees with Miles (as cited in Naidoo, 2011) that the most pertinent theory to this research is the Transformational-Transactional Theory which will be discussed.

2.2.8.1 Transformational Leadership Theory

Burns (as cited in Naidoo, 2011) viewed transformational and transactional leadership as by far the most fundamental and effective leadership theories currently. Transformational leaders emphasise developing teams and better co-operations with their followers to guarantee that the positive

working relationships contribute to the achievement of the subordinates and their organisation's performance (Burke and Collins, as cited in Naidoo, 2011). Senge and Bass (as cited in Nwokeiwu, 2009) added that transformational leadership begins with developing a vision; a sight of the future that will stimulate and transform the would-be-followers.

Transformational leadership focuses on developing reciprocated trust between the leaders and their followers, encouraging the leadership of others and establishing objectives that go beyond the short-term requirements of the team. Burke and Collins (as cited in Naidoo, 2011) explained that transformational leaders guarantee that their subordinates have a —big picture" mentality of the interest of the organisation entirely and not just on their individual interest.

Naidoo (2011) added that this is purely done by encouraging a high level pledge from the followers, which indirectly enhances the organisational performance for service delivery.

Hay (as cited in Nwokeiwu, 2009) elaborated that transformational leadership takes place when leaders expand and elevate the interests of their followers; when they create awareness and acceptance of the mission and purposes of the group. Competence development is promoted by transformational leadership and levels of individual commitment are increased amongst subordinates to achieve organisational objectives and goals.

Public sector employees seem to forget or not know the purpose of working in the public sector, which is to deliver services to the public. Transformational leaders constantly communicate with subordinates the organisational goals and objectives and develop subordinates' competencies to undertake their duties.

According to Hay and Senge (as cited in Nwokeiwu, 2009), this could be achieved by inspiring a common vision, obtaining input from subordinates and inspiring everyone to be innovative. Nwokeiwu (2009) added that they also involve all subordinates in the shaping of the organisation's strategic plan on a continuous basis.

Hay (as cited in Nwokeiwu, 2009) concluded that transformational leaders stimulate trust, loyalty, admiration and respect amongst their subordinates.

Table 2.3 depicts the dimensions of transformational leadership.

Table 2.3: Aspects of Transformational Leadership Theory

The Four Common I's	Leithwood's Six
1. ―Idealised influence. Charismatic vision and behaviour that inspires others to follow.	1. ―Building vision and goals.
2. Inspirational motivation. Capacity to motivate others to commit to the vision.	2. Providing intellectual stimulation.
3. Intellectual stimulation. Encouraging innovation and creativity.	3. Offering individualized support.
4. Individualised consideration. Coaching to the specific needs of followers."	4. Symbolizing professional practices and values.
	5. Demonstrating high performance expectations.
	6. Developing structures to foster participation in decisions."

(Sourced from: Hay, as cited in Nwokeiwu, 2009:53)

Idealised influence is concerned with stimulating trust and confidence and presenting a role model that subordinates want to imitate. Transformational leaders are trusted, valued and accepted. The confidence the subordinates have in their leader helps to provide a foundation for acknowledging (radical) organisational transformation.

This means subordinates who are certain of the qualities of their leader will be unlikely to oppose proposals for transformation from her/him (Hay, as cited in Nwokeiwu, 2009).

Inspirational leadership is concerned with attracting the whole organisation to, for example, follow a new inspiration. Transformational leaders make an attractive vision of the future understandable, grant subordinates the prospect to view the value of their work and dare them with superior standards.

This could be achieved through inspirational speeches, e.g. Martin Luther King's ―I have a dream!" speech. Recently we had the ―Yes we can" speech or vision of Barack Obama, who is another good

example of an inspirational leader; even though they are political leaders they are a good example of transformational leaders.

Intellectual stimulation entails stimulating and transforming employees' awareness of seeing problems as challenges and their aptitude to resolve those challenges. Transformational leaders query theories and beliefs and support subordinates to be creative, innovative and deal with old challenges in contemporary ways (Hay, as cited in Nwokeiwu, 2009).

Individualised consideration entails responding to the specific, distinctive needs of employees to guarantee that they are involved in the transformation process of the organisation.

People are treated as individuals, i.e. differently on the basis of their knowledge and talents, with the purpose of permitting them to reach higher levels of achievement than might otherwise have been achieved. They do this through giving words of appreciation or praise and personalised career counselling and mentoring.

2.2.8.1.1 Criticism of Transformational leadership theory

According to Hay (as cited in Nwokeiwu, 2009), transformational leadership stimulates subordinates by engendering strong feelings in spite of the eventual effects on employees. Some transformational leaders may have self-centred propensities, taking advantage of manipulation and authority.

If there is a lack of morality it is evident that transformational leadership may be used for a less than desirable social end. Adolf Hitler, the man who caused the Second World War, is an example of a transformational leader and Robert Mugabe is another recent transformational leader gone wrong (Hay, as cited in Nwokeiwu, 2009). Nwokeiwu emphasised that it seems to be a type of leadership well-suited to economic downturn characterised by uncertainty, global turbulence and organisational instability.

Nonetheless, since we have noticed from examples such as Adolf Hitler, there are risks linked to this type of leadership, mostly with regard to idealised influence.

Table 2.4 is self-explanatory; it depicts analysis of theory development of leadership traits and summarises them.

Table 2.4: Analysis of Theory Development of Leadership Characteristics

Prevailing Theory		Prevailing Period	Summary of Theory
Great Man Theory		Pre 1950	Leaders are born with certain characteristics which predispose them to leadership positions
Theory of traditional leadership	Trait theory	1910 to World War II	Emphasised • Personality traits, characteristics and attributions, e.g. Trustworthiness, assertiveness, warmth, etc • task related traits including flexibility, passion, locus of control etc
	Behaviour theory	World War II to 1960s	More concerned with the behaviour of style of the leader. It measures • concern for task against • concern for people.
	Situation theory	1960s to 1980s	There is no fixed, unchangeable and best leadership style. It depends on situational forces including • Relation of leader to followers • Structure of the task • Position of power.
Transformed Leadership Period		1980s to present	Responds to new form of society, e.g. charismatic, transformational leadership style.

(Sourced from: Pam et al., as cited in Nwokeiwu, 2009:54)

2.2.8.2 Transactional Leadership Theory

Boseman (as cited in Nwokeiwu, 2009) explained that the transactional leader's behaviour corresponds to an exchange (transaction) between the leader and follower. Consequently, the leader exchanges rewards for performance, efforts, and participation from the employees. The transactional leadership behaviours are imperative since they provide the base for the relationship between the leader and the follower. Contrary to transformational leadership, transactional leadership focus on the role and task requirements and employs rewards dependent on the performance of the employees. Here the leader praises or rewards the employees only when the activities are completed (Nwokeiwu, 2009).

Blanchard and Johnson and Barbuto (as cited in Nwokeiwu, 2009) explained that transactional leadership is an uncomplicated process of building strong expectations with employees, along with understandable suggestions of what they will achieve in return for meeting those expectations.

Schmid (as cited in Nwokeiwu, 2009) elaborated that many researchers have related contingent rewards to positive organisational results. This type of leader sets objectives, explains the desired results, provides feedback and gives rewards for successful completion of tasks. Unlike the transformational style of leadership, the transactional style does not put the interest of the employees before results, as the main objective of the transactional leader is to complete the task ahead.

Table 2.5 below distinguishes between transactional and transformational leadership.

Table 2.5: Transactional and Transformational Leadership

Transactional	Transformational
The transactional leader:	The transformational leader:
Is responsive to our immediate self interests if they can be met by getting the work done.	Alters our need level (after Maslow) and expands our range of wants and need.
Offers rewards and promises for our attempts.	Gets us to rise above our own self-interest for the sake of the team and organisation.
Acknowledges what it is that we achieve to get from work and attempts to guarantee that we achieve it if our performance merits it.	Elevates our level of awareness, our level of consciousness about the implication and value of designated results and manners of achieving them.

(Sourced from: Wright, as cited in Nwokeiwu, 2009:55)

2.2.9   Leadership within the Public Sector

Leadership is about ―making it happen‖. Effective leaders are required by every organisation, however, they are very hard to find. This statement is accurate, as to find such a person is almost impractical. Rather one finds managers that people confuse with leaders. For example, managers are likely to get promotion due to their devotion in the organisation, while leaders move to the top due to their ―presence‖.

Many people see the importance of leadership as self-evident no matter what the setting. In organisations, effective leadership should theoretically provide higher quality and more efficient services and goods. It should provide cohesiveness, individual development, and higher levels of

contentment amongst subordinates, as well as direction and vision, the creation of a conducive environment, building an enabling environment for creativity and innovation, and being a resource for invigorating the organisational culture (Van Wart, 2003). Leadership has been intricate in all eras and hence it has been transforming, however, it may seem that leaders today face additional challenges. However, there is little consensus on what the key challenges facing today's organisational leaders really are (Birchfield and Story, 2004).

It is generally acknowledged that leadership is an essential element of constructive social transformation in any public sector. It can also be clear that communities cannot carry on expanding and be successful without it, and no organisation can succeed where it is not available (Herbst and Conradie, 2011). This, today, has allowed the general public to view and hold public sector leadership accountable – through the internet, the media and public awareness. Even though there are too many challenges, the public displays less tolerance for leader's mistakes and structural problems (Yankelovich, as cited in Van Wart, 2003).

Burns (as cited in Van Wart, 2003) said that leadership is one of the most observed and complicated phenomenon on earth. One set of intricacies has to do with ―contextual complexity" (Brunner, as cited in Van Wart, 2003). Generally, similarities amongst leaders are that they have followers and affect the direction of the team. Baliga and Hunt (as cited in Van Wart, 2003) cited that challenges of contextual complexity refer to mission, environmental and organisational culture; types of challenges; structure; levels of discretion and types of opportunities.

During the nineteenth century we saw a domination of the Great Man theory. Although women in this era were overlooked, there were some great women in history, but Great Man by some means moved history forward due to their remarkable features as leaders. The belief of this theory is that history is a handmaiden to men and that great men transformed the direction and shape of history.

Jenkins (as cited in Van Wart, 2003) cited that during the trait epoch, public sector sites were regularly scrutinised, nonetheless no distinguishing perspective surfaced. The transformational and charismatic literatures were introduced in the 1980s, when there was a renaissance of more broad interest in leadership which was mirrored in the administrative leadership literature.

Leaders, irrespective where and who they lead, are expected to ―get things done' to sustain good systems, and to provide training and resources for production to sustain effectiveness and efficiency through different types of controls. They are further required to make sure that technical problems are correctly handled and to coordinate functional operations (Van Wart, 2003). For

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service delivery, ineffective and inefficient leadership has been acknowledged by different authors as one of the main flaws (Herbst and Conradie, 2011). Another element is that leaders do not do the work. Van Wart mentioned that they depend on the subordinates to actually do the work. Accordingly, subordinates' training, maturation, motivation and continued development and overall contentment are essential for organisational and production effectiveness.

Generally, leaders or effective leaders know how to marshal resources and motivate individuals to solve challenges in their organisations (Foster, 2000). Consequently, effective leadership is a key factor in any organisation, particularly in the public sector where leaders are required to deliver more modern, efficient and dynamic service at a time of great social and technological revolution (Simmons, 2011). But McCall, Lombard and Morrison (as cited in Van Wart, 2003) cautioned that one of the stumbling blocks as reported in many studies of managerial performance is the interpersonal competence or the ability to deal with people problems. This blossomed during the humanistic epoch, starting with Maslow in the 1940s and peaking in the 1960s with authors like Argyris, McGregor and Likert, and the situationalists in the 1970s.

Leaders, whether in the public or private sector, are typically required to do and be all of these things: perform, develop subordinates, align their organisations and foster a common goal. Yet most leaders are required to make intricate choices about what to focus on and what they should glean from the act of leadership (Van Wart, 2003). This is rather difficult in South African politics where there has been frequent Minister reshuffling, e.g. when a Minister focuses on something and is ready to implement, he or she is moved to another department and another Minister takes over and focuses on something else.

The understanding of the Great Man theory is that leaders are born, which allows for some early training as well. This means one either has leadership traits or not (Van Wart, 2003). However, nowadays this is not the case; to be in a leadership position - particularly in the public sector - one is required to be a member of a political party or have connections. Van Wart claimed that leadership cannot be taught but can be learnt.

In recent times, it has turned out that the point of view of leadership has transformed and keeps on transforming, and that leadership with the required competence to build relationships, to co-operate in partnerships and to guide transformation efficiently is imperative for long-term efficiency of public sector organisations. Martin (as cited in Herbst and Conradie, 2011) agreed that imperative skills for leadership growth in the future will fall in the grouping of relationships and collaborations. Herbst and Conradie further added that the process of being a better leader is mainly

premised on self-determination and personal revolution. Van Wart (2003) suggested that leaders must have a basic technical knowledge of the organisation, often more for credibility than the executive function itself – formal training can help here. Leadership is a different profession altogether from doing line work. Training in this instance can greatly facilitate the learning process, particularly for those who have just taken up leadership roles.

Herbst and Conradie (2011) cited that there is no or little consideration being paid to the development of those individual characteristics that are also significant for leadership:

- honesty;
- self-comprehending;
- personal skills; and
- self-awareness.

In the 2011 State of the Union, President Obama asked what would it take to have a competent and trusted public sector? People are too willing to accept the perception that the public sector is a failure and that public servants are unworthy (Walker, 2011). Walker further added that this is tragic given that taxpayers desperately need government to deliver on its promise, i.e. services. This is seen as a leadership problem that can be best solved by finding the right person. Frame and Hendren (2004) through their observations concurred that within the public sector there is a shortage of qualified people, a lack of common vision and language, little formalised process improvement or problem solving expertise, a lack of a structured leadership development programme, and overuse of key people which results in burnout and poorly constructed or nonexistent technical competencies. Fisher (as cited in Van Wart, 2003) complained that public sector leaders do not have proper training.

Singh (2008) claimed that currently, the development schedule of service delivery comprises of obtaining and endorsing higher levels of economic growth, reducing and addressing poverty and underdevelopment, and building and sustaining organisational capacity. In simple terms, the public sector must encourage and achieve a high value of life, living and livelihood for all in South Africa. In essence, accountable, effective, economical and efficient service delivery is a constitutional directive and it is the responsibility of the public sector leadership to ensure that it exists. Where there is effective leadership, organisational performance improves. Smith et al. (as cited in Sharma and Bajpai, 2010) concurred that effective leadership is linked to better organisational performance.

When it comes to service delivery, everyone understands the significance of effective leadership, which is when people take part in an election for our political leaders. People realise that it matters who is in office, so they involve themselves in elections, i.e. to select the best candidate. Government must focus on effective leadership, transparency, accountability, openness and responsiveness (Mule, as cited in Holtzhausen and Naidoo, 2011). This will ensure that those who do not perform are removed from public sector. Holtzhausen and Naidoo added that in order to promote effective delivery of services, the role and capacity of an effective leader ought to be rooted in their ability to develop, attract and retain competent employees. However, the researcher argued that due to political interference, some competent people do not want to work in the public sector, which poses a challenge for attracting competent people.

2.2.10   Management and Leadership

It is of paramount importance to clearly differentiate between management and leadership. Kotter (as cited in Naidoo, 2005) explained that they are different but complementary. Sharma and Bajpai (2010), however, argued that in many organisations we normally find managers and not leaders. Birchfield and Story (2004) added that consequently, many organisations are over-managed and under-led. Mukoma (2003) agreed with Kotter (as cited in Naidoo, 2005) that many management experts believe the manager's leadership style is primarily influenced by his attitude towards his subordinates. For instance, if the manager sees the subordinates as people who work under his/her direction, the style is directive. Where the manager sees subordinates as colleagues with certain extra responsibilities and different duties, then the style is participative.

It is uncommon to find effective leaders in the public sector organisations. Birchfield and Story (2004) stated that effective leadership concerns servant leadership and leaders must have a true aspiration to serve in order to be effective. Effective leaders possess few traits that can be viewed and listed easily (Sharma and Bajpai, 2010). Ronald and Donald (as cited in Sharma and Bajpai, 2010) alluded to the fact that effective leaders make an attempt to learn and practice essential skills so they can listen explicitly to subordinates; accept and offer constructive criticisms; give understandable directions; encourage subordinates to establish and meet deadlines; assist subordinates to discover and resolve challenges; set examples of considered necessary behaviour; display appreciation of subordinates' contributions; display understanding; foster subordinates to exchange concepts; deal with conflict; guide subordinates in goal establishing and decision making; delegate tasks; ask questions to the subordinates to prompt answers; and create a conducive environment for subordinates to perform in.

The world is constantly adapting and therefore we need people who have accepted change. Mukoma (2003) argued that managers on one hand encourage stability, while leaders promote change and only organisations that embrace both sides of that inconsistency can survive in turbulent times.

Janse van Rensburg (2003) elaborated that a primary difference between management and leadership is the fact that leaders want change and view it as an integral part of their role to lead change, however, management focuses on stability, order and predictable results. It is disputed that leadership is surely different from management, however, not for the reasons most people think (Kotter, as cited in Naidoo, 2005).

Leadership is not something mysterious or mystical. Leadership and management are different but complementary systems of action; both of them have different characteristics, activities and functions. Both are fundamental for success in a gradually more complex and dynamic work environment. We are cautioned that not everyone is good at both managing and leading - some people have the capacity to become good managers but not effective leaders. Similarly, others have great effective leadership prospects, but for all sorts of reasons struggle to become strong managers.

Drucker (as cited in Naidoo, 2005) highlighted that smart organisations and companies value both kinds of people, but have come to value leaders more than managers and have gone on to develop effective leaders. According to Birchfield and Story (2004) this is because excellent managers do not inevitably make effective leaders.

According to Naidoo (2005), the terms ‗management‘ and ‗leadership‘ are always used interchangeably, but there is a clear difference between the two. Nel et al. (ac cited in Naidoo, 2005) highlighted the differences as follows:

- leadership pays attention to vision, initiative and strategic development, whereas management handles the execution of that vision. Managers are very much concerned with short term challenges within the organisation, while leaders take a much wider perspective on challenges and concern themselves with the environment - both external and internal to the organisation.
- leaders have a long-term perspective and anticipate the future needs of the organisation. It is often said that *leaders do the right thing while managers do things right*.

- leadership in an organisation is not restricted to people in specific positions with the ability to influence and inspire others to attain a goal.
- leadership must be present at all levels so as to enhance innovation and teamwork within an organisation. Managers will also become more effective if their leadership skills are developed and utilised.

Kotter (as cited in Naidoo, 2005) cited that management is concerned with dealing with complex situations and leadership is about dealing with transformation. The reason that change has become so important is that in recent years, due to the ever changing political landscape, the public sector has become more dynamic. Major changes are more essential to provide services to the people who put you into power, and one must also consider that infrastructure is the driver of an economy, therefore more change always demands more effective leadership.

Kearsley and Lynch (as cited in Sharma and Bajpai, 2010), however, discovered the following four factors in leadership - communication, follower, leadership and situation.

According to Kouzes and Posner (as cited in Sharma and Bajpai, 2010), the road to effective leadership that is found in successful leaders is as follows:

- Enable others to act – provide them with the right tools and methods to solve the challenge.
- Challenge the process - find a process that you believe requires to be enhanced the most.
- Encourage the heart - share the glory with your followers' heart, while keeping the pains within your own.
- Model the way - when the method gets tough, get your hands dirty. A manager tells others what to do... a leader shows that it can be done.
- Inspire a shared vision - share your vision in words that can be comprehended by your subordinates.

2.2.11   Public Servants

According to Janse van Rensburg (2003), the true leader is a servant first. He alluded that in order to have the selflessness that permits a leader to passionately serve others, the leader will have to have a sense of inner security first.

The idea of a servant captures leadership in its purest form. Janse van Rensburg (2003:73) referred to Nelson Mandela as the most widely recognised leader in the world and cited him saying ─"Friends, comrades and fellow South Africans. I greet you all in the name of peace, democracy and freedom for all! I stand here before you not as a prophet but as a humble servant of you, the people. Your tireless and heroic sacrifices have made it possible for me to be here today. I therefore place the remaining years of my life in your hands".

This is the kind of person needed in the public sector; people who will place the needs of the public first and serve as their servant. Instead, we have people who are looking after their own interests first. Consequently, the public has perceived some public sector officials to be negligent of their interests and self-serving. Recently, government officials have been investigated and found guilty of corruption and fraud, amongst other things.

This conceptualisation of leadership reflects a philosophy that leaders should be servants first. It suggests that leaders must place the needs of followers, customers, and the community ahead of their own interests in order to be effective.

Leaders lead because they wish to serve others. They serve by making available to followers material, time, information, attention, and other necessary resources and the purposes to give meaning to the work. The leadership of service asks leaders to create and facilitate a culture of self-leadership.

Greenleaf (as cited in Janse van Rensburg, 2003) explained that in the practice of servant-leadership, individuals confront their weaknesses, egos and their limitations and so are also empowered to deal with them. In the practice of servant-leadership, they come to see the missed opportunities to serve and be served, and to appreciate how difficult it may be to accept the serving of others.

It is easier to make a "leader" than a "servant"; to indulge hierarchies and control than to embrace service and collaboration. Practice begins with serving, not because it is more important than leading (it cannot be more important because it is part of leadership), but because it is more difficult.

Janse van Rensburg (2003) introduced a new kind of leadership which is illustrated in Table 2.6.

This table is self-explanatory, it distinguishes between traditional boss and a leader as a servant.

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Table 2.6: New Kind of Leadership

Traditional boss	Leader as servant
Highly competitive; independent; attempts to get recognition for accomplishment.	Highly cooperative and interdependent mindset and gives recognition to others munificently.
Comprehends internal politics and uses that to win personally.	Sensitive to what inspires others and empowers all to win with shared vision and goals.
Pays attention to action.	Pays attention to attaining input, understanding and buy-in from all parties.
Depends on specifics, sense and evidence.	Employs instinct and foresight to balance specifics, sense and evidence.
In command of information so as to keep power.	Shares big-picture information open-handedly.
Always telling and giving orders.	Listens deeply and respectfully to others.
Feels that personal value comes from individual talents.	Feels that personal value comes from mentoring and working collaboratively with others.
Sees network of supporters as power base and perks and titles as a signal to others.	Develops trust across a network of constituencies; breaks down hierarchy.
Employs personal power and intimidation to leverage what he/she wants.	Employs personal trust and respect to build bridges and do what's best for the "whole ."
Accountability is more frequently about who is to blame.	Accountability is about making it safe to learn from past mistakes.

(Sourced from Janse van Rensburg, 2003:74)

According to Rodríguez et al. (as cited in Svensson, 2009), the challenge of providing cost effective and high-quality services entails creating a conducive environment with the right ethos and approaches, establishing superior ways of delivering services, and putting the right individuals in right place to provide for the requirements of citizens.

Public servants, in order to achieve appropriate performance and satisfy the public, have to build new strategies of development, premised on the principles of effectiveness, efficiency and economy of management. Grönroos (as cited in Svensson, 2009) suggested that servants also need to comprehend how these services are perceived by the public, i.e. the relationship between the service concept, the service provided to citizens, and citizen benefits must be clear.

Challenges of implementation are issues about how servants influence behaviour, change the course of events, and conquer resistance. Leadership is critical in executing decisions fruitfully. A good public servant can make a success of a weak business plan, however, a poor public servant can destroy even the best plan (Sharma and Bajpai, 2010).

Ile (2010) elaborated that firstly, in South Africa as with all other developing countries, the need for superior public servants is crucial as the public service faces a diversity of challenges, some of which entail issues of ethics, motivation, systemic challenges as well as capacity constraints. This servant quality is further destabilised by the relationship between the administrative and political classes.

Wunsch and Olowu (as cited in Ile, 2010) expressed that government must be outcome-oriented and must attempt to enhance the current levels of service delivery. This needs the ability of public servants to organise, learn and act with one another to construct more complex social, economic and political affiliations which are required for infrastructure development to take place.

Leadership, at all levels of government, must accordingly actively foster strong intergovernmental relations and move beyond ―compliance‖ or a ―cosmetic‖ approach to one that is more result-driven and outcome-oriented (Ile, 2010).

Ile (2010) concluded that poor service delivery is perceived as a challenge that can be best dealt with through a stronger public servant.

2.3   Technical Competency

It is cited in Section 1.2 (Problem Statement), that the public sector is led by people who do not have technical backgrounds and lack the relevant experience to undertake their duties competently. Goldman (2007) suggested that a leader must know his or her role as a leader because everybody looks to him or her for direction. If he or she lacks knowledge of the discipline, then he or she is in trouble because people will be pulling into different directions. There is a clear link between being technically competent and exhibiting leadership effectiveness. Leaders cannot be effective in their leadership role if they are not competent in more mundane technical and managerial aspects of their jobs. A leader must prepare carefully and have a deep knowledge of the industry. He or she must understand the intricacies involved in the industry. Moreover, leaders need to have long-term plans, short-term plans, and must organise their people. Leadership credibility is not necessarily built on personality or charisma, but on solid job competence. The team wants to know what their leader knows, therefore, the leader must have some knowledge base at least in his or her area of expertise (Goldman, 2007).

Wenzel (2007) also cited that most public sector servants lack the relevant technical experience, which leaves decision making and accountability in (democratically speaking) no-man's land. It is not ideal if someone is tasked with the responsibility of delivering infrastructure but lacks expertise, as this undoubtedly hinders the delivery of the infrastructure the country is desperate for. Sing (2012) suggested that it is important for government to ensure that public sector servants are capacitated with relevant skills and competencies to perform in an optimal and competent manner. This is fundamental to deal with service delivery challenges of a developmental state, however, this demands extensive training and development of public sector servants at all levels of government (Jackson and Hlala, 1999). It is, however, the responsibility of an effective leader to promote and enhance the development of human capacity in all service delivery institutions (Sing, 2012). This task must be quality and impact driven in order to deliver road infrastructure. Jackson and Hlala argued that even though new and improved infrastructure has been provided, there is not always the institutional and financial capacity to maintain the infrastructure. This substantiates the views expressed in Section 1.2 where it is mentioned that road infrastructure has reached its design lifespan and has developed potholes. With effective leadership, the road infrastructure upgrades could be prioritised as it is cheaper to repair an existing road timeously than rebuild the road entirely.

Wenzel (2007) remarked that a big part of all bureaucratic attempts in the public sector, instead of being geared towards service delivery, is mainly focused on internal affairs, transformation

committee meetings and interdepartmental coordination efforts. Transformation has only been very narrowly approached, focusing on racial representation, with the most visible impact being an erosion of institutional memory, technical capacity, enforcement capability and a general opportunistic lowering of standards. This leaves the public sector lacking the skills fundamental for service delivery. Political appointments to the public service, which are the norm for the diverse senior management service levels and most parastatal management posts, have dramatically altered the composition of the higher echelons. Wenzel further highlighted that by the year 2000, nearly 60% of public sector management personnel were black and recently appointed; a success for transformation but perhaps the cause for many programmes' failures (Presidential Review Commission, 1999). This corresponds with the views expressed in Section 1.1 (Background), that nepotism and deployment of unqualified people in the public sector hinders the delivery of infrastructure. This is corroborated by Wenzel who claimed that the new agencies created mainly highly paid affirmative action positions for ANC deployed appointees, who frequently lacked technical experience and made many ill-informed decisions. Pillay (2008), however, disputed Wenzel's view and stated that it is fundamental for government to promote transformation, but said that it is a very serious concern that many of the public sector servants are so inexperienced.

Hope (2002) comprehended the dynamics of organisations when suggesting that an enabling environment ought to be created in organisations as that could advance competency and service delivery. Today technical competency and development also means creating an enabling environment for such to take place (Darling-Hammond and McLaughlin, 2011). However, competency cannot be ensured without effective leaders creating proper structures in an organisation. Transformation that will provide a conducive environmental is required, where employees can execute their tasks competently, as surely this will reinforce professionalism and confidence in an organisation.

Schermerhorn (1986) concurred that when people have the right environment and support to carry out their tasks, in most cases the feelings of personal competency will produce motivation to work hard and to perform these tasks well, which will enhance their organisational performance, leading to service delivery which is a sign of effective leadership. Gumus, Borkowski, Deckard and Martel (2011) argued that in order to deliver services effectively, public sector leadership ought to ensure that both employees and organisations have the essential traits to adapt and respond. Accomplished adjustment will demand continuous personal development and organisational growth. As for personal professional growth, one needs to stay informed, revising their skills, knowledge and competencies. When it comes to organisations, they ought to learn to change, take action and to

encourage the development of people. In a continuous learning organisation, individual improvement is seen as essential to the organisation's success (Gumus et al., 2011).

Recently, public sector organisations have attained status for good governance and sound improvement of technical skills. This has been an outcome of strong leaders who supported their staff to perform their tasks honestly and effectively. But in recent times, a culture of ineffective leadership, which led to a shortage of staff support and absolute workload, has crept in, leading to severe bottlenecks in service delivery (Hope, 2002). This is linked to the views expressed in Section 1.6 (Aims and Objectives), that the public sector in the past twenty years had strong leadership and adequate technical competency to deliver infrastructure or services. The culture of ineffective leadership leads to low spirits in an organisation. Schermerhorn (1986) highlighted that even the most competent employee will not be able to attain high competency unless effective leadership is available to provide support for the necessary work activities.

We are cautioned that there are prime issues in some public sector organisations, for instance, understaffing and lack of support, which as a result creates work overload. This leads to people being discontent (Hope, 2002). Elder (2010) warned that consequently, when people are discontented, this could lead to them not understanding organisational policies and goals and the roles they play in their departments in achieving them. What is more is that when organisations do not provide their people with support and the right tools they require to perform their tasks, they will be frustrated, demoralised and stay, or worse they will be frustrated and quit. This not only leaves the public sector with a shortage of skills, but if the public sector cannot find competent people to fill in the posts it will end up appointing less experienced people, which is not good for delivery infrastructure, as is the case right now.

Schermerhorn (1986) illustrated the significance of a lack of support in the following performance equation that: Performance = Effort x Support x Ability. In essence, this performance equation shows that for a high level of people work performance to be achieved, people should have the right technical skills and support and be stimulated to exert the needed work effort. Nonetheless, if one takes away anyone of these factors, performance will drop. This is the responsibility of effective leadership - to ensure that all of these factors are available in the public sector when service delivery is prioritised.

Kruger's (as cited in Rafoth and Foriska, 2006) views were that where there was effective leadership, it increased organisational competency. It was also noted that where there was support, not only did it improve the organisation's performance, but it also enhanced people's competency.

The world market has progressively turned out to be competitive, therefore being innovative is one of the most valuable advantages of organisations. According to Li, Zhanh, Xie and Ge (2007), in general, organisations today need to be innovative and make use of teams to achieve creative tasks to deliver services. Carte, Chidambaram and Becker (2006) agreed that as the global market is viewed as dynamic and complex, organisations are also progressively depending on competent teams to achieve organisational goals.

Gumus et al. (2011) added that consequently, in today's challenges and tomorrow's uncertainty, organisations are continuously dealing with challenges and unprecedented uncertainty. Accordingly, collaboration among teams has emerged to be a mandatory for an organisation's success in today's fast paced business environment, particularly because of their ability to complete more than an individual can when working in isolation (Cortez et al., 2009).

Individuals with any hope of achieving their organisational goals cannot perform in isolation, as this has a prospect of leading to lack of synergy. The atmosphere of organisations today – complex, sophisticated, with escalating loose and permeable boundaries – create conditions where a team's objectives are almost impossible to accomplish without input from, and output to, others (Cameron and Green, 2009). All skills cannot rest with one person; it is incumbent on effective leadership to establish what different skills and competencies are required for organisational performance and service delivery.

Team work should be considered to be a learning curve that characterises teams as adaptable and dynamically changing over time, depending on the task to be undertaken (Cortez et al., 2009). Teams must always be seen as continuously complex, adaptive and dynamic systems. Team work is basically variable because the performance of a team depends, *inter alia*, on the mind-sets and capabilities of each individual team member and team's organisation. Senge (as cited in Gumus et al., 2011) described learning organisations as places where individuals constantly expand their capability to create the results they wish and where individuals are constantly learning to see the reality (whole) together.

Staniland, Rosen and Wild (2011) concurred that in situations of rapid change, only those organisations that are creative, flexible and adaptable will survive, and that having highly competent and adaptive teams is key for service delivery and the organisation's success. Different teams are a requirement for different tasks, therefore knowledgeable public sector leaders must be able to assemble an effective team.

Team members generally have different functional backgrounds. Nielsen and Randall (2009) mentioned that collaboration and organisation amongst different departments in the organisation have been observed to outline the results of many organisations so as to deliver services effectively. Rafoth and Foriska (2006) explained that as in any system containing people who represent various kinds of expertise and play different roles, the dynamics of those roles are critical in establishing the competency of the organisation and its individuals. Eisenhardt and Brown (as cited in Cameron and Green, 2009) acknowledged that cross-functional teams, which are teams consisting of people from different organisational functions, were found out to improve activity success.

It is advised that effective development of staff competency should be maintained, continuous, and supported, which will eventually depict an organisation's competency (Darling-Hammond and McLaughlin, 2011). Competent people unquestionably add value to their teams, the performance of the organisations, service delivery and the organisation itself (Cortez et al., 2009; Gumus et al., 2011).

Dutton, Dukerich and Harquail (as cited in Ammeter and Dukerich, 2002) cited that although not very fundamental, the image of an organisation is regarded as a trait that can enhance the degree to which individuals feel part of an organisation. A high performing organisation will be perceived as such by the general public, which brings a sense of pride to the employees which is motivation itself for employees to perform beyond expectations.

Public sector leadership needs to possess several competencies that will make them able to assemble a complementary team that will be able to execute their functions efficiently and effectively. Competencies are a set of attitudes, skills, knowledge and behaviours that an individual requires. Of particular importance are the strategic skills which relate to the setting of key goals and objectives premised on comprehending what is happening inside and outside the organisation; activity related skills which encompass operational and functional competencies which makes it possible for one to describe the best approach to achieving goals and objectives, given the resources available; individual related skills which enable one to achieve goals and objectives through and with others; and self-management skills which enable one to take responsibility at work and beyond (Pillay, 2008).

Pillay (2008) further explained that public sector leadership is key to dealing with the problems facing service delivery in South Africa. Nonetheless, there has been no or very little formal assessment of the competency of leaders, as well as their requirement for future training. He further stressed the importance of establishing the level of current leadership competency and training

needed as part of an overall leadership development course in the mission to improve service delivery.

A stable and effective public sector is first and foremost dependent on public sector leadership. Accordingly, it is incumbent on public sector leaders to recruit highly skilled people to ascertain expertise and experience are available for service delivery (Sing, 2012). To enable the public sector to function meaningfully and effectively, strong measures are necessary to strengthen their competency.

Wenzel (2007) concluded that there is a tendency in the public sector to rate racial representation and political loyalty higher than integrity, skills, qualifications and experience. It is therefore recommended that in order for the developmental state of South Africa to recognise its service delivery obligation, a stable and reliable staff complement with the required competency is of paramount importance. Actual performance should be the absolute criteria - not political correctness and preference (Sing, 2012).

2.4   Corruption

Before we can start with this section, it is fundamental to understand what ‚corruption' is? Keightley (2011) defined corruption as a complex concept that is not amenable to a single or simple definition. It has both ethical and moral undertones and may be affected by cultural nuance. Linguistically, it may assume the broad meaning of irregular practices that weakens the sense of justice and fair play; and from an institutional point of view, corruption may refer to the lack of following practices that ascertain, *inter alia*, transparency and impartiality. Several definitions of corruption by authors focus specifically on corruption as it involves undue personal gain on the part of someone who holds a senior position or power. The elements of undue gain and the holding or exercise of power, whether in the public or private sector, in general are those vital features of corruption as understood in South African law. Corruption refers to the abuse of office or position for private gain. An office may abuse for private gain in the following two ways: (1) an officeholder accepts solicits and/or extorts a bribe, or (2) other individuals actively offer bribes to officeholders in order to circumvent or influence processes and policies for private gain. However, the two modes of abuse could happen simultaneously (Aboagye, 2005).

Frazer-Moleketi (2007) stated that corruption has been evident in all historical periods. As we look at the basic roots of corruption in the modern era, we can also trace it back to the epoch of colonialism, however, we can also recognise systemic corruption in the Cold War epoch. In an

attempt to fight the Cold War through proxy nations in the South, the global superpowers defeated many democratically selected regimes in Asia, Africa and Latin America, and frequently replaced them with compliant regimes. We are now dealing with the inheritance of the Cold War, as this has created a situation for the forces of globalisation, which are supranational in nature, to once more take advantage of the vulnerabilities of nation states.

Keightley (2011:349) further explained that the South African Constitutional Court has also declared corruption to be ―negating to the founding values of our constitutional order‖ in that ―this conflicting with the rule of law and the primary values of our Constitution. It weakens the constitutional obligation to human dignity, the accomplishment of equality and the improvement of human rights and freedoms. It is the contrast of the open, accountable, democratic government required by the Constitution. If allowed to go unhindered and with impunity [it] will masquerade a serious risk to our democratic state.‖ Therefore, the need to deal with corruption in our country is evidently a constitutional imperative. This corroborates the sentiments cited in Section 1.2 that corruption delays and/or hinders South Africa‗s infrastructure development.

Frazer-Moleketi (2007) mentioned that corruption has been mainly regarded as a phenomenon of Africa. Definitions of corruption have frequently been linked to the misuse or abuse of public resources or power for personal benefit, therefore paying attention to the behaviour of those in public service and politicians. Bribery and corruption have also regularly been mentioned interchangeably, and in an approach that covers up the fact that bribery is a two-way transaction consisting of both bribe takers and bribe givers. There has also been a projection of particular people or societies as being endemically corrupt, so that an outsider needs to pay a bribe in order to conduct legitimate business with government. Corruption is not only Africa‗s challenge, however, it has also been recognised as a global problem. Keightley (2011:347) elaborated that the previous Secretary-General of the United Nations, Kofi Annan, explained the problem as follows:

―Corruption is a sinister epidemic that has a wide range of corrosive special effects on society. It weakens democracy and the rule of law, leads to contravention of human rights, distorts markets, erodes the quality of life and allows organised crime, terrorism and other threats to human security to flourish. This evil phenomenon is found in all countries—big and small, rich and poor—but it is in the developing world that its effects are the most destructive. Corruption hurts the poor disproportionately by diverting funds intended for development, undermining a Government‗s ability to provide basic services, feeding inequality and injustice and discouraging foreign aid and investment. Corruption is a key element in economic underperformance and a major obstacle to

poverty alleviation and development." In support of Kofi Annan's statement, the aims of the NDP might not materialise due to corruption.

Keightley (2011:348) further claimed that corruption has a greater detrimental effect on developing countries such as South Africa and consequently on the world's poor, as developing countries tend to have weaker financial and other institutional systems. They are also more vulnerable to corrupt practices taking root in that they have a greater need to contract the services of foreign corporations to provide infrastructural and other services critical to social development and the development of the poor. Carr (as cited in Keightley, 2011:348) cited that corruption has extensive reach in developing states and furthermore added that:

―Corruption . . . is not restricted to practices at the petty level of obtaining public services such as electricity and telephone connections, but exists at a grand level, in the form of bribes to public officials and politicians for obtaining lucrative contracts, such as road building contracts, goods and other favours such as tax concessions, thus distorting the decision-making process and resulting in an overall undermining of the policy objectives of the state. The very participants (the governments) who promise prosperity to the masses break their promises to satisfy their financial greed."

Frazer-Moleketi (2007) said that South Africa comprehends corruption to be a societal challenge which impacts on all sectors of people differentially. She further explained that over and above our common colonial experience, the experience of apartheid exposed us to the reality of systemic corruption, which infused the whole society and was utilised to sustain those in power.

The costs of corruption to the world economy, in both developed and developing countries, are massive. In South Africa alone, about R300 billion of government funds end up in corruption as cited by Cyril Ramaphosa. Figures mentioned by the World Bank Institute in 2004 estimated the cost of corruption to be in the range of $1,000 billion or $1 trillion a year. In a 2007 report put together by the World Bank in collaboration with the United Nations Office on Drugs and Crime, it was approximated that the cross-border flow of global proceeds of criminal activity (in general) is estimated at between $1 trillion and $1.6 trillion per year, with roughly half of this figure coming from developing countries.

Additionally, it was approximated in the same report that the value of corrupt money related to bribes received by public officials from developing countries was between $20 billion and $40 billion per year (Keightley, 2011).

Vargas-Hernández (2011) introduces us to two forms of corruption which are premised on potential conflict between the individual's professional and personal interests and values. The first form is political corruption, which refers to the manner in which individuals conduct themselves and which deviates from the principle that guides politics and policies, adjusting decisions with abuse of power; in the end the private interests displace the public and common interests. Economic corruption, the second form refers to the sacrifice of the principle's interest for the individual's interest.

The above two mentioned forms of corruption are related to this study, however, the most pertinent one is the Public administration corruption – the manner in which public sector servants neglect the principles of rightfulness, truthfulness and efficiency. This form of corruption results in transfer of public benefits to private benefits taking advantage of the trusted power for example, in the form of nepotism, deployment, etc, that leads up to transfer of benefits from society to family members. This eventually leads to skills shortage and technical incompetency in the public sector (Vargas-Hernández, 2011).

There are other forms of corruption, such as collusion, bribery, embezzlement and theft, fraud and extortion (Sohail and Cavill, 2008). These forms of corruption have taken place in South Africa, two points in case, are the construction of the Gauteng Freeway Improvement Project and the construction of the World Cup Stadia where construction companies colluded. Collusion is some form of behaviour of corrupt collusions that lead to misleading, deceiving, or defrauding others of their legal rights, thereby defrauding or gaining an unfair advantage.

Bribery refers to the granting of benefits to unduly influence some action or decision on the part of the public sector individual. Embezzlement and theft are forms of corruption characterised by the taking of property or money or other valuables for personal gain. Fraud comprises of making use of misleading information to induce someone to turn over the property voluntarily. Extortion consists of coercive incentives such as the utilisation of threat of violence or the exposure or damaging information in order to induce cooperation (Sohail and Cavill, 2008).

Keightley (2011) further cited that the spectre of corruption frequently dominates the headlines in South Africa. Reports of allegations and suspicions of corruption involving public figures, as well as reports on the formal investigation and prosecution of individuals on corruption-related offences, are common in the media. This is given credibility due to the fact that municipal officials having been investigated and found guilty of corruption and fraud, amongst other things. For example, in 2010 alone, the Minister of Local Government announced that 38 local municipalities were under

enquiry for corruption and fraud, with some local municipalities being put under administration (Clark, 2011).

Corruption is present in all small and big countries, poor or rich, however, developing countries are the ones on which its effects are most destructive. The poor are disproportionately hurt by corruption as it redirects funds planned for development, in that way undermining a government's capability to provide basic services, such as providing road infrastructure, feeding inequality and injustice and discouraging foreign aid and investment (Frazer-Moleketi, 2007). Corruption is a key element in economic underperformance and a major obstacle to poverty alleviation and development. This corresponds with the opinions expressed in Section 1.1 that road infrastructure is a driver of economy, which the economy is dependent upon, which would eventually alleviate poverty. Aboagye (2005) corroborated the fact that the impact of corruption by public officials on an economy is far reaching. For example, the road infrastructure budget allocated to government may be misappropriated, leaving the government with a reduced ability to function and provide required services. The necessities of a good educational system may not be provided as a result, healthcare may deteriorate, and infrastructure such as roads may not be provided, to name a few.

Corruption weakens development and growth by diverting financial resources away from development programmes. As mentioned in Chapter One, 30% of government funds end up in corruption, thereby increasing the underdevelopment of infrastructure and inequality and poverty. This satisfies one of the aims and objectives as cited in Section 1.6 (Aims and Objectives), on what hinders road infrastructure delivery. Corruption is cruel as it is a channel through which inequality unequivocally weakens an economy and impedes development (Frazer-Moleketi, 2007; Keightley, 2011).

The epidemic of corruption cannot be left unrestrained as it has many repercussions as cited above. Keightley (2011) claimed that South Africa has one of the most advanced legal government frameworks existing to deal with the problem of corruption. The need to stop corruption is acknowledged under a variety of international and regional legal instruments. It is commonly comprehended that a multi-faceted approach to the problem is required, going beyond ordinary criminal law measures and comprising of fundamental principles of strong leadership.

Effective leadership and good governance are a prerequisite for dealing with and combating corruption (Frazer-Moleketi, 2007). Corruption can therefore be viewed as an effective leadership challenge as alluded to in Chapter One.

Frazer-Moleketi (2007) went on to say that the development and implementation of strategies to deal with corruption are predicated on effective leadership and the capability of leaders to establish a vision premised on the ethics of the society. Public sector leadership can build strategies with structures, laws and systems, nonetheless there is a requirement, on the leader's part, for voluntary submission to a higher code of probity. Aboagye (2005), however, argued that it is evident that corruption succeeds in environments where there is ineffective leadership. Attributes and dimensions of effective leadership include integrity, responsibility, accountability, commitment and honesty, to mention a few (Aboagye, 2005). For the public sector to prosper in their quest to deliver on the much needed infrastructure, public sector leadership must possess these attributes. According to Aboagye, one of the major challenges facing all African countries is the lack of effective leadership. Aboagye further cited that government requires effective leadership to combat corruption. With effective leadership, the existing legal provisions will be adhered to; people will be pre-disposed to doing the right thing and systems will work not so much because there are legal provisions, but because people are predisposed to doing the right thing. Within an environment that largely has effective leadership, even people who have not acquired the right attitude to work will change for the better. This is because even if they do not desire to do the right thing, those who are honest will find them out and make sure that they are apprehended and dealt with according to the laws of the nation. Holtzhausen and Naidoo (2011) views are consistent with other authors that there must be accountability within the public sector to make it effective.

In order for the South African public sector to more broadly fulfil their responsibilities of dealing with corruption and delivering road infrastructure, they need effective leadership and commitment from the political leadership. The recommendations of Frazer-Moleketi (2007) and Keightley (2011) can help in answering the research questions:

1. A more effective and efficient public service with enhanced procedures and systems;
2. Credible, responsible and accountable public service servants;
3. A stern commitment to dealing effectively with corruption within the public sector;
4. Anti-corruption strategies articulated by leaders in the political, economic and civil society spheres which engage all sectors of society on the basis of a core set of leadership practices and values;
3. Clear rules restricting the involvement of ex-public officers in private sector undertakings when this may create opportunities for conflicts of interest, trading in influence and other acts of corruption;
4. Clear rules dealing with party political funding and, in particular, making this process as transparent as possible;

5.   The establishment of a specialised law enforcement agency to deal with corruption; and

6.   Most critically of all, the political will to follow through in dealing with corruption.

Keightley (2011) added that fighting corruption effectively requires more than legislative provisions and codes of conduct; it requires a concerted effort to turn words into action by the public sector, civil society, the public administration and, most importantly, our political leadership. The South Constitutional Court appropriately remarked that (Keightley, 2011:349): ―If allowed to go unchecked and unpunished, corruption will pose a serious threat to our democratic State". It is perhaps this threat, more than any other, that best supports the call to arms against corruption at this juncture in South Africa.

Frazer-Moleketi (2007) concluded that there is an obligation on public sector leadership to articulate and sketch a vision based on the values of a society and to design programmes to give meaning and content to this vision. Strong leadership in all public sectors must be based on integrity and accountability.

2.5   Summary

This chapter reviewed the literature employed to address the aims and objectives of this study. The literature review was undertaken to establish other authors' perspectives with regards to the purpose of the study. The theory reviewed also looked at leadership theories and styles currently employed which are ideal for the public sector, particularly for road infrastructure development. The following chapter will present the results and discussion.

CHAPTER THREE – RESEARCH METHODOLOGY

3.1   Introduction

This chapter explains the methodology employed in this study. Singh (2008) elaborated that a methodology is premised on theories endorsed by the literature review. As suggested by Singh, the research methodology is selected so that it addresses the aims and objectives of the study. A brief overview of the data analysis will also be highlighted in this chapter.

This study was designed in such a manner that it permitted the researcher to determine the perception of the impact of public sector leadership on road infrastructure delivery. Van der Velde et al. (as cited in Singh, 2008) highlighted that the intention of research is to gain insight into certain events, processes and phenomena. Research procedures can elucidate challenges and add value to the greater understanding of the challenge in the search for solutions (Singh, 2008). Davies argued that research is a useful tool and can be described as a method of collecting data in a stringently structured manner (as cited in Singh, 2008).

3.2   Qualitative Research

Qualitative research, as compared to quantitative research (which looks at numerical data, causes and effect, and makes predictions), was undertaken to determine the perception of voluntary organisations on public sector leadership.

Qualitative research is mostly used for smaller and not randomly selected samples, which was the case in this study. Qualitative research uses non-numerical data, images or objects to determine how humans understand, perform and experience (Gumus et al., 2011). In general, the collection of data comprises of discussion with persons in a non-judgemental and open manner about aspects of their meaning, perceptions, behaviours, beliefs, knowledge and decision-making. Individuals in this type of research are usually persons who are impacted by the subject of the research.

Gumus et al. (2011) cited that qualitative research is used to obtain a comprehension of underlying reasons and motivations. Furthermore, it is also used to uncover common trends in opinions and thoughts. Qualitative research formulates a perception that humans are cultural beings who are social and complex. Ghauri and Grønhaug (as cited in Maseko, 2011) referred to qualitative

research as being interpretivist and constructivist, where the researcher uses his skills and knowledge to analyse the data.

Maseko (2011) explained that qualitative research is data collected based on people's experiences, feelings and needs. Nichollas elaborated that the qualitative approach brings out the individuality in people by defining their different experiences which give meaning to the world (as cited in Maseko, 2011). It is suggested that qualitative research can be in the form of interviews, surveys, focus groups, and observations, amongst others. Qualitative methods can be applicable to research questions beginning with what, why, and how, which is the case in this study (Maseko, 2011).

The research problem of this study automatically lent itself to the qualitative research paradigm. The choice of the qualitative perspective stemmed from the understanding that unlike the quantitative school of thought, the assumptions of the qualitative paradigm are relevant and genuine to the study of leadership impact.

The reason behind the adoption of this research method was that the investigation was aimed at improving public sector leadership, if the perception being investigated is correct, seeing from the constructivist point of view.

People regularly interpret and make sense of their worlds. Whenever one investigates social worlds, one needs to relate one's interpretations to the natural everyday situations in which people live (Mukoma, 2003). A social life can be adequately understood from the point of view of the people who form part of that society themselves. According to Mukoma, in qualitative research, techniques used to collect data are employed in an attempt to reveal the actor's perspective.

Interpretative researchers stress the principle of intentionality to grasp the active side of human behaviour. In contrast to the passive view of individuals reacting to situations or stimuli, interpretative researchers stress that human action is for the most part deliberate and that people do not simply react to events and situations, but reflect on these situations and act on this reflection. The researcher chose the qualitative method because he, as a member of the population of both SAICE and SARF, as well being a practitioner in the public sector (which is being investigated), wanted to reflect and interpret this phenomenon.

According to Higgs (as cited in Mukoma, 2003), the qualitative research design, unlike the quantitative school of thought, is not atomistic in approach. This is evidenced by the fact that qualitative research does not treat social phenomena as isolated, while the quantitative school does.

The qualitative paradigm recognises that social phenomena are linked in a network of patterns. The qualitative mode of thinking studies and analyses social phenomena as separate entities. This paradigm is premised on the assumption that facts about social phenomena are out there in the world and have to be observed separately in order to generate scientifically provable answers.

Primarily, the quantitative mode of thinking treats phenomena as independent and separate variables, which can only be adequately understood if they are studied and treated as isolated (Mukoma, 2003). This is one of the main reasons why the researcher was convinced that the qualitative research paradigm is more relevant than the quantitative research paradigm in terms of investigating perceptions of the impact of public sector leadership on road infrastructure delivery.

Higgs (as cited in Mukoma, 2003) alluded to the fact that unlike the quantitative research design, the qualitative mode of thinking recognises the dialectical relationship which is a feature of social phenomena. What is impressive about the qualitative school of thought is that it stresses the immense significance of not focusing on one element in a complex situation. The good thing about the qualitative paradigm is that it treats the social phenomena as a totality.

3.3   Data Collection

Le Compte and Preissle (as cited in Mukoma, 2003) believed that in qualitative research, sources and the type of data are only constrained by the energy and creativity of the researcher. Data is any kind of information that researchers can use to identify and accumulate answers to the questions (Mukoma, 2003). According to Mukoma, it must be noted that data collection often ends due to energy, time and funds being exhausted rather than due to sources of information having been depleted.

Scientists utilise different techniques to collect data that might shed some light on the phenomenon to be studied (Babbie, as cited in Mukoma, 2003). Creswell, however, argued that few writers concur on an exact method for data collection, analysis and reporting on qualitative research (as cited in Mukoma, 2003). Collection of data comprises setting the boundaries for the research; data collection through interviews, observations, visual materials, documents; and establishing the protocol for recording information. Creswell (as cited in Mukoma, 2003) recommended four parameters to be taken into account by the researcher for data collection. Those parameters are setting, i.e. where the research will take place; the actors, i.e., who will be observed or interviewed; and events, i.e. what the actors would be observed doing or interviewed. The last parameter is a

process, which is to do with the evolving nature of events undertaken by the actors within the research setting.

The researcher had his own perceptions about the subject, however, the researcher's perceptions were suspended so as not to influence the research and the findings. The researcher certainly let the data collected ‗speak for itself'.

The researcher aimed to investigate the perception of the impact of public sector leadership on road infrastructure delivery. Data was collected from voluntary organisations, i.e. SAICE and SARF.

The following sections reveal how the data was collected and the instrument used.

3.3.1   Primary Data Collection

Msimango (2009) cited that as the collection of data exercise is interactive, it is suitable to conduct interviews to extract valuable data by listening to persons so one can interpret their explanation and find meaningful themes. Msimango further explained that this is particularly critical for this nature of inquiry and this method was also endorsed by Jackson et al. (2000), who alluded to the fact that people must centrally be involved in any effort to transform and enhance the systems they create.

Methods should be established towards getting as close as possible to what is happening, preferably getting inside persons' heads to discover what influenced their thoughts. Interviews as an instrument were used because they were suitable to get multiple perceptions with regards to the impact of public sector leadership on road infrastructure delivery.

Based on the nature of this study and as recommended by Msimango (2009), primary data was collected through interviews.

3.3.2   Secondary Data Collection

With regards to the secondary data, the researcher reviewed literature on leadership within the public sector or related documents. The secondary data was collected from dissertations, books, electronic journals, newspaper articles, etc. The aim of using secondary data was to match data obtained through the interviews, with the belief that some of the data that would be necessary and relevant for drawing conclusions would be readily available in places like libraries (Hlathi, 2008).

This would save time and money since the collection of primary data can sometimes be very time-consuming.

Hlathi (2008) warned that making use of secondary data must be approached with the utmost caution, given the understanding that data gathered in this manner could be meant for other areas of research and certainly not necessarily the one under investigation, consequently, making inconclusive conclusions that are not applicable to the study under investigation.

This was the case with this study, where no study of leadership within the public sector for road infrastructure delivery was found in the literature. Ghauri, Gronhaug and Kristianslund (as cited in Hlathi, 2008:43) cleared the point above with the statement reflected here below:

‒There are major drawbacks in making use of secondary data. One should be careful in using secondary data only because its easily and readily available and saves money and time. One of the major problems is that this data is collected for another study with different aims and objectives that may not completely fit to one's problem. It is of fundamental importance to understand what one is studying, what one knows about the subject and what one wants to have as further information on the subject."

Hlathi (2008) pointed out that in addition to the drawback cited here above relating to the usability of secondary data meant for other particular studies, is that a limitation could be created by time constraints, which could make it difficult to tap into all possible and potential sources of data. The secondary data was utilised to purify the research design, present the background and devise the investigation questions as suggested by Singh (2008).

Data was collected from the interviews and secondary data. This is normally referred to as triangulation. According to Gall et al. (as cited in Mayet, 2003), triangulation is the use of multi-data collection methods, data sources, analysts or theories as corroborative evidence for the validity of qualitative research findings.

Furthermore, Denzin (as cited in Mayet, 2003) found that researchers make use of triangulation to overcome the bias of one particular approach and to validate the research. It was further expressed that the most fruitful search for sound interpretations of the real world must rely upon triangulation strategies (Mayet, 2003).

3.4   Ethics

Ethical Clearance was approved by the University of KwaZulu-Natal and is attached in Appendix 4. Prior to data collection, SAICE and SARF's head offices were contacted and informed about the purpose of the research. They were particularly contacted to request their permission to undertake the research within their member firms, and permission was granted. Due to their willingness and particular interest to participate in the study, signed gatekeeper letters granting permission were promptly received from both SAICE and SARF. Signed informed consent letters (Appendix 1) were received from each respondent.

3.5   Sampling

Data were collected through interviewing certain individuals within the voluntary organisations, who in the eyes of the researcher would provide the study with invaluable information that would allow the researcher to formulate an opinion. In undertaking interviews, purposive sampling was used. Employing this sampling method, the researcher used his own judgement with regards to selection of participants and who would be able to provide relevant information that would be catalytic in drawing some conclusions in the study.

According to Goldman (2007), a number of sampling methods are available to researchers. Naidoo (2011) contended that sampling is either probability or non-probability. Denscombe (as cited in Goldman, 2007) stated that probability sampling methods include stratified, random, systematic and multi-stage sampling, while non-probability sampling includes snowballing, convenience and purposive sampling methods. For this particular research, the purposive sampling method of non-probability was employed to select participants of this study.

According to Naidoo (2011) non-probability sampling is not arbitrary; a person is selected based on some attribute like being in the right place at the right time, and is called a convenience sample. As advocated by Cote-Arsenault and Morrison-Beedy (as cited in Goldman, 2007), this approach was applied because the view was taken that the most useful source of the data would be participants with known specific expertise and relevant experience to the research topic.

According to Denscombe (as cited in Goldman, 2007), this method of sampling is employed when the researcher already recognises something about the specific individuals and intentionally chooses particular ones because they are seen as instances that are likely to produce the most valuable data.

As mentioned above, the intention of the study was to undertake purposive sampling. Purposive sampling, according to Merriam (as cited in Cortez et al., 2009:133), is based on the theory that ―one wants to discover, understand, and gain insight, therefore one needs to select a sample from which one can learn most".

Jankowicz (as cited in Singh, 2008) cited that non-probability sampling comprises of identifying and questioning participants due to their interest in the subject, roles played or background experience, much of which pertains to this study. The sample used was chosen by concentrating on the voluntary organisations in South Africa, as they play a consulting (as consulting firms) and an advisory role to the government for the delivery of road infrastructure. SAICE and SARF are represented by personnel that practice civil engineering in both the private and public sector as discussed in Section 1.1 (Background). This ensured that views are obtained from both sectors. Additionally, this ensured that the views of those in the public sector on the subject were also obtained, which gave substance to the study.

A sample of twenty people was selected to participate in this study. Participants were not selected randomly; participants with five years experience or more were targeted to participate in the study. In addition, participants who were in some management positions in their organisations and who were seen as leaders in their own right were targeted in combination with the five or more years' experience.

3.6 Pilot Study

A pilot study was undertaken using a convenience sampling method. The pilot study was conducted with five of the researcher's colleagues who were available and willing to participate in the study. This was consistent with the views of Cooper et al. and Saunders et al. (as cited in Nwokeiwu, 2009), that a pilot study method is referred to as a smaller scale version of the research where a fewer number of participants is sampled.

Random sampling in a pilot research is never used due to there being a possibility of bias in the results obtained in this method (Cooper et al. and Saunders et al., as cited in Nwokeiwu, 2009). Furthermore, this method is the only feasible option when the researcher is confronted with constraints related to time and resources (Nwokeiwu, 2009).

The purpose of the pilot study was to assist the researcher to fully comprehend the interview questions and also prepare the researcher for what could possibly go wrong during the interviews

or what could be a challenge. The pilot study helped the researcher to iron out any possible challenges and be better prepared for the final interviews with the intended (SAICE and SARF) participants.

During the pilot interviews the researcher discovered the following:

- Interviewees understood questions differently – this helped the researcher to explain the questions better;

- The researcher could not listen, probe and write the interview answers simultaneously – the researcher had to obtain a tape recorder. The use of a tape recorder served two purposes; one, it served as proof that the fieldwork had been conducted; and two, it assisted during the analysis of the interview;

- The researcher found it difficult to conduct more than two interviews within a short space of time due to interviews being energy consuming, which could prevent probing to obtain rich data. In cases where the researcher could conduct interviews with more than two people in one day, the researcher allowed an hour or two in between interviews; and

- The researcher realised that if respondents did not know the interview questions in advance they could not provide rich data, which is consistent with what the researcher does in his line of duty, in that when a journalist wants to interview the researcher on his work projects, the researcher asks for the interview questions in advance.

This method also assisted with stimulating more thoughts from the participants about the subject and furthermore, it prevented participants from being caught off guard.

3.7   Interviews

The primary method of obtaining data was through interviews, as they were regarded as a good way to understand what people felt or thought about a particular topic, it was cost-effective, and it could be simply managed as the sample size was reasonable. The interview questions were intended to be a semi-structured question format, however, it ended up being open-ended in order to allow interviewees to introduce any ideas that they considered relevant in the discussion, as well as to permit the interviewer to explore the concepts brought up by interviewees.

Questions were phrased in such a way they brought forth answers from the interviewees in their own words that would aim at what they felt were key aspects linked to the impact of the public sector leadership.

The configuration of the interview questions was designed to lessen leading questions. According to Msimango (2009), interviews in general yield a high response rate and they are a useful tool when a researcher requires co-operation. As was noticed during the interviews, Msimango corroborated that interviews give the researcher an opportunity to observe non-verbal communication as compared to distributed questionnaires, and also probing is made possible, which gives the researcher a better understanding and clarification of issues.

Bailey (as cited in Msimango, 2009) warned that the disadvantages of using interviews are that an individual's thinking ability is impacted by aspects such as heat, stress, illness, fatigue, etc. A participant might give responses in an interview that are less than her or his best as they are impacted by the aspects stated above. Appendix 2 outlines the interview schedule.

Data was collected through interviewing certain individuals, who in the opinion of the researcher would provide the study with valuable information that would enable the researcher to formulate an opinion (Hlathi, 2008). This ensured that data collected through interviews complemented the secondary data, thus providing the researcher with a complete and accurate picture of the subject being investigated.

In undertaking the interviews, the researcher employed purposive sampling. Using this sampling method, the researcher used his judgment as to who should be approached to participate in the study, premised on who would be most likely to provide information that would be catalytic in drawing some conclusions on the study.

Prior to data collection the researcher telephonically contacted all the identified participants to request their participation. All indicated willingness and interest in participating. After obtaining ethical clearance, the researcher commenced with interviews from 24 April 2013 to 28 May 2013.

During the interviews it was cleared with respondents that any information they provided would only be used for research purposes and under no circumstances would it be shared with anyone except the supervisor and examiners.

Prior to the interviews being conducted, each respondent was made aware of the purpose of the interview and that everything was based on their perceptions. It was also cleared with participants that the responses they were going to provide were neither right nor wrong. All were also requested to permit the recording of the interview for transcribing at a later stage. They were also advised that should they at any point wish to withdraw from participating in the study, they were welcome to do so without any repercussions.

All of them acknowledged the above and assured the researcher of their willingness to participate. The researcher advised the participants that it is difficult to listen, probe and type at the same and accordingly, when they saw that the researcher was still writing, they must not stop to allow him to finish, but just carry on responding as long as the tape recorder was still recording.

An interview approach was preferred for this study because it afforded a better opportunity to probe for in-depth exploration of the participant's thoughts (Goldman, 2007). For this purpose, as suggested by Goldman the researcher developed an interview schedule that typically had a list of open-ended questions to engage the interviewees in conversation on the topic.

Oppenheim, Kvale, Gaskell, Stewart and Cash (as cited in Goldman, 2007) pointed out that unlike a questionnaire or a survey which has to be slavishly followed, the interview schedule is designed to provide a structure for a comfortable and easy conversation where the researcher's focus is on listening and understanding.

The first interview was conducted on 24 April 2013. Twenty interviews in total were conducted and on average, an interview lasted for about forty minutes. With that amount of data, an analysis could be undertaken and the researcher could confidently draw conclusions that could explore the perception of public sector leadership. Some of the participants had practised in both the public and private sector, and therefore, they provided a rich perspective.

All participants were interviewed at their offices which ensured they were comfortable. Even though the conversation was being recorded, the researcher also wrote down the interview responses. During the interviews, the researcher made and maintained eye contact and that felt he had a good rapport with participants. The researcher, through probing for answers, encouraged storytelling as corroborated by Janse van Rensburg (2003).

Table 3.1 depicts details of the interviewees.

Table 3.1: Details of Interviewees

Reference	Position	Voluntary Organisation	Experience in the industry (yrs)
R1	Functional Head of Roads and Highway	SARF	>10
R2	Regional Head Designate	SARF	>10
R3	Head of Geometric Design Team	SARF	>10
R4	Section Manager	SARF	>10
R5	Technical Director	SAICE	>10
R6	Project Manager	SAICE	>10
R7	Division Manager	SAICE	>10
R8	Regional Manager	SARF	>10
R9	Section Manager	SARF	5 - 10
R10	Executive Director	SAICE	>10
R11	Manager	SAICE	>10
R12	Manager	SAICE	>10
R13	Manager	SAICE	>10
R14	Senior Manager	SAICE	>10
R15	Deputy Head	SARF	>10
R16	Director Advisory Group	SAICE	>10
R17	Principal Transport Sector	SAICE	>10
R18	Transport Specialist	SARF	5 - 10
R19	Manager	SAICE	>10
R20	Principal	SAICE	>10

No major difficulties were encountered by the researcher as the pilot study that was undertaken assisted in eliminating most challenges.

The researcher only had two problems that were beyond his control, which were when participants would commit to an interview and they would arrive late for an interview or at the last minute pull out due to other pressing matters.

However, this did not discourage the researcher, because these kinds of challenges were anticipated and were not considered to be unbearable.

3.8   Data Analysis

According to Patton (as cited in Mayet, 2003), the principle of qualitative inquiry is to create knowledge; the process of data collection is not an end in itself. It was also the intention of this study to produce knowledge as there is no academic study on leadership within the public sector for road infrastructure delivery.

The qualitative analysis approach used in the research was thematic analysis. This section outlines the process that the researcher followed in analysing the data from the interviews. According to Hayes (as cited in Goldman, 2007), this comprises of analysing the data for the intention of identifying themes premised on recurrent issues or ideas, and sorting the data accordingly. Mayet (2003), however, argued that the researcher looks for themes and patterns surfacing from respondents' perceptions in the data. This is seen as a richer approach than trying to use existing academic literature frames to categorise participants' responses (Rubin and Rubin, as cited in Mayet, 2003).

According to McCracken (as cited in Mayet, 2003), a literature review should be able to sharpen the qualitative researcher's capability to look for surprises coming out of the data. Organising the data would be the first step in data analysis, which would include verbatim transcriptions of audio recorded interviews. The researcher's observational notes comprised annotated raw interview data, as recommended by Mayet (2003).

An in-depth review of the data was the next step. Patton (as cited in Mayet, 2003) advised that the analysis of qualitative data is a creative process. It is also a process demanding intellectual discipline, analytical rigor and a great deal of hard work (Mayet, 2003). Mayet, however, argued that it may be difficult to recommend a definite approach due to the creative nature of qualitative data analysis. McCracken, however, cited that the exact manner in which the researcher will travel the path from data to observations, conclusions and scholarly assertions cannot and should not be fully specified (as cited in Mayet, 2003).

The analysis process began with reading, rereading and sorting out data. This was consistent with Mayet's (2003) views. Patten explained that this would lead to an inductive analysis of categories, pattern and themes (as cited in Mayet, 2003). An inductive rather a deductive thematic analysis approach was employed as proposed by Goldman (2007). Goldman added that this is contrary to a theory-driven or hypothetico-deductive approach, whereby the research is designed to test a pre-existing theory by creating particular testable hypotheses.

Thematic analysis, which is defined by Braun and Clarke (as cited in Ross and Green, 2011) as the analysis of data to discover any themes that may emerge, is a feature of a qualitative research and was undertaken in this study. It fits within a range of conversation analysis, discourse analysis, grounded theory, interpretative phenomenological analysis, narrative analysis and narrative inquiry (Ross and Green, 2011).

The thematic analysis allowed the respondents' ideas, words and phrases, experiences and thoughts to emerge from within the interviews. This was in relation to Goldman's (2007) views that a researcher should not pursue the research with pre-determined views or predictions about what a research should explore or reveal, but rather aim to identify emerging themes during the course of data analysis.

The purpose of this research through interviews was to explore the perception of the voluntary organisations. This, according to Hayes (as cited in Goldman, 2007), could have a repercussion of new or unexpected information being missed if the analysis is conducted with pre-existing views.

Goldman (2007) warned though that to pursue a study with pre-determined views could have a restrictive effect on what might have emerged from the research process, hence the interview questions were designed in such a manner that leading questions were avoided.

The thematic analysis method that was employed in this study generally followed the stages as illustrated below. These stages, according to Gaskell, Hayes, and Ulin et al. (as cited in Goldman, 2007), are:

1. Prepare data for analysis – transcribe interviews or notes.
2. Read through each transcript, become immersed in it, noting quality, patterns and items of interest.
3. Sort the emerging themes into codes and arrange relevant material under each code.
4. Re-read the transcripts, re-examine the codes, refine if necessary and frame a definition for each code.
5. Take each theme separately and re-examine each transcript for relevant material for that theme, and select relevant supporting data for the reporting of the theme.
6. Using all material relating to each theme, construct each theme's final form: name, definition and supporting data.

7.   Interpret the data by explaining how the different pieces of the research puzzle (themes and sub-themes) relate to each other and their context, and what it all means, while remaining faithful to the perspectives of the participating subjects. Develop visual representations to demonstrate this.

Analysis and the results of the interview questions are outlined in the following chapter.

3.9   Reliability and Validity

The qualitative method was deemed suitable for the research questions and it addressed the research questions. Maseko (2011) stated that in perceptual studies, people's opinions are fundamental, and the qualitative method allows for interaction with the participants to collect the data which is mostly influenced by their emotions, feelings and circumstances. It is suggested that in order to ensure validity, the research questions should be asked to the participants and responses would be compared on the same level (Maseko, 2011). There are some factors that reduce the validity, for example in this research, data could only be gathered from one method of data collection.

Qualitative research relies on people's emotions, perceptions, circumstances, experiences and so forth. For that reason one cannot necessarily expect exactly the same answers as they are influenced by an individual's perceptions at that moment, which are influenced by certain circumstances at that time (Maseko, 2011).

Reliability and validity of data can be ensured through the researcher's understanding of the industry and also of the subject; in this case, the researcher is in the civil engineering industry. The following also provided substance to substantiate the reliability of data: the voluntary organisations through their involvement in the industry; voluntary organisations' perceptions about the subject; relevant current news; and newspaper articles. These certainly provided a platform for reliable and valid data to be interpreted and conclusions to be drawn.

Measures that must be taken with respect to the data collection instrument in order to ensure reliability and validity are listed below (Naidoo, 2011):

- The questions will be specific to the intended study and must not confuse the participants;
- There will be no leading questions; and
- The language to be used on the interview questions will be simple.

3.10 Confirmability and Credibility

Ulin et al. and Trochim (as cited in Goldman, 2007) argued that confirmability can only be objectively confirmed by opening the research method to outside scrutiny. This must be done by allowing an audit of data: tape recording, interview schedule, etc. In that way you are making it possible for other researchers to review the analysis decisions the researcher has made along the way and can verify that the interpretations made are well grounded in the data (Goldman, 2007).

With regards to credibility, the researcher was aware of his perspectives, expectations and interests prior to commencing with the research, however, the researcher suspended his opinions and let the data speak for itself. Ulin et al. and Trochim (as cited in Goldman, 2007) suggested that in order to be credible, the research results should display the intent of the subjects' responses to the questions posed and should make sense and be believable to them. This can only be achieved if the researcher is able to maintain a distinction between his own opinions and the participants' views.

However, the researcher was conscious enough of his subjectivity and was able to allow participants to share their perceptions and experiences freely. The feedback from the participants through the interviews was analysed to explore the credibility of the research results.

The researcher is therefore confident that the research accurately reflects the perceptions and intentions of the participants.

3.11 Summary

This chapter focused on the research methodology. The method of analysis and the purpose of conducting interviews, instead of questionnaires, were emphasised. The sampling method, pilot study, data collection and analysis were also highlighted. It was deemed imperative to undertake interviews for this study in order to gain people's insights about the subject.

CHAPTER FOUR – RESULTS AND DISCUSSION

4.1   Introduction

The purpose of this study was to investigate the perception of the impact of public sector leadership on road infrastructure delivery. Interviews were employed as an appropriate method to collect data. The previous three chapters provided an overview of the study, the relevant literature was reviewed to obtain other researchers' views on the subject, and the research methodology was elaborated upon.

This chapter presents the results and discussion based on the research questions.

4.2   Demographical details of the interviewees

Twenty people were selected to participate in the interviews using purposive sampling.

People in management positions in their organisations were selected as they were perceived to be leaders in their own right. The interviews lasted for about forty minutes. Interviewees were from both the public and private sector and voluntary organisations were represented by people practising in both public and private sector.

Furthermore, these people were also from both voluntary organisations that are located in Durban, i.e. SAICE and SARF. Table 3.1 in Chapter Three provided further details of the interviewees. Respondents, besides being requested to answer the specified questions, were also allowed to raise any issues they felt were relevant to the interview.

Their responses are summarised and direct quotations are made where necessary. Respondents were also requested to give examples where possible to substantiate their responses.

Figure 4.1 shows a split between persons interviewed in the private and public sectors. The purpose of this was to ensure that the research did not permit bias. The voluntary organisations were represented by people practising in both the private and public sectors. The intention of interviewing both sectors was to determine if the perception was widespread.
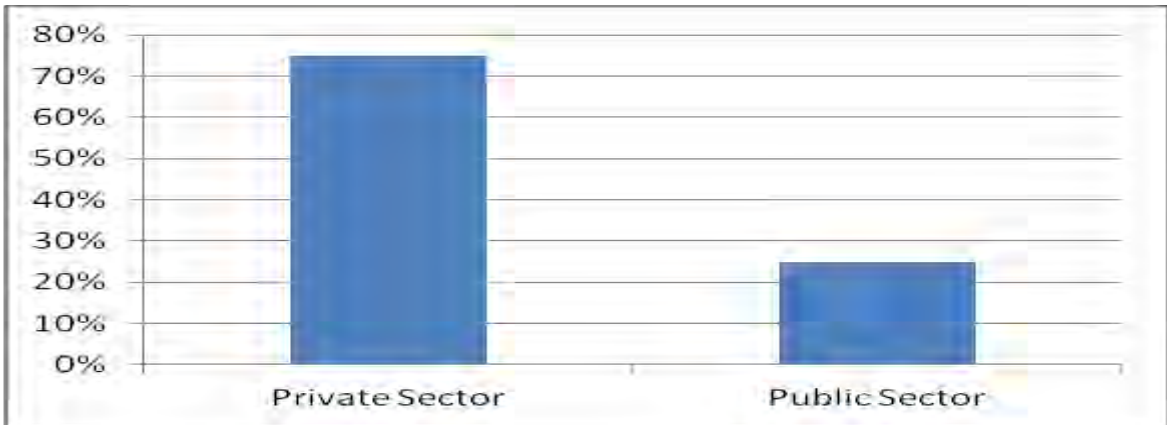
Figure 4.1: Split between persons interviewed in the Private and Public Sectors

Figure 4.1 indicates that 75% of the people interviewed were from the private sector and the remaining 25% were from the public sector. The split makes sense because, generally, the voluntary organisations are mainly represented by people in the private sector and hence the majority of the people interviewed were selected from this sector.

An attempt to understand how many years an interviewee has practised in the industry was made during interviews. This was to determine interviewees' level of understanding of leadership in the public sector. It would make sense that those who have practised in the industry for more than ten years would probably have provided a service to at least two of the three spheres of government.

Furthermore, those who had been in the industry long would understand leadership much better. During the interviews it was established that those who had been practising in the industry between five and ten years, had practised for eight or nine years and that assisted in the assumption that they would have a fair understanding of leadership.
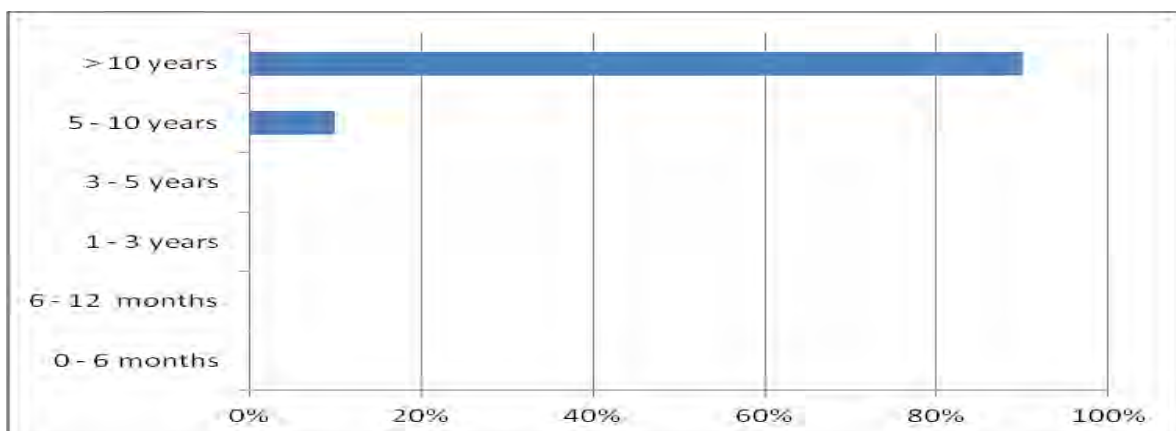
Figure 4.2: Number of years interviewees practised in the industry

Figure 4.2 indicates that 90% of the interviewees practised in the industry for more than ten years, with majority having practised for over fifteen years. The remaining 10% was shared with the group that had practised between five and ten years. There were no people interviewed who had practised less than five years, even though they would have had some experience in the industry, but the researcher assumed that they would not have practised long enough to fully comprehend leadership in both the private and public sectors to be able to make a significant contribution to the research. Figure 4.3 depicts that 60% of interviewees were White and the remaining 40% were Indians. The intention behind this was to determine how each different race groups perceived public sector leadership.
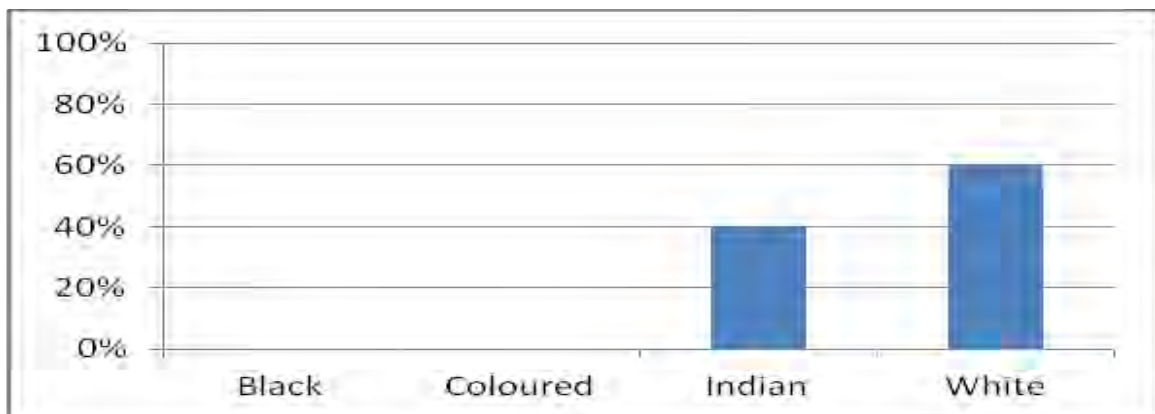
Figure 4.3: Race Group

Figure 4.3 also shows that there were no Black or Coloured people interviewed for the purpose of this research. While there are Black and Coloured people in the voluntary organisations, they were not in management or leadership positions in their organisations and accordingly were not considered for the interviews. Figure 4.4 depicts the age category of the people that were interviewed. It can be seen that no people were interviewed between the ages of eighteen and twenty five.
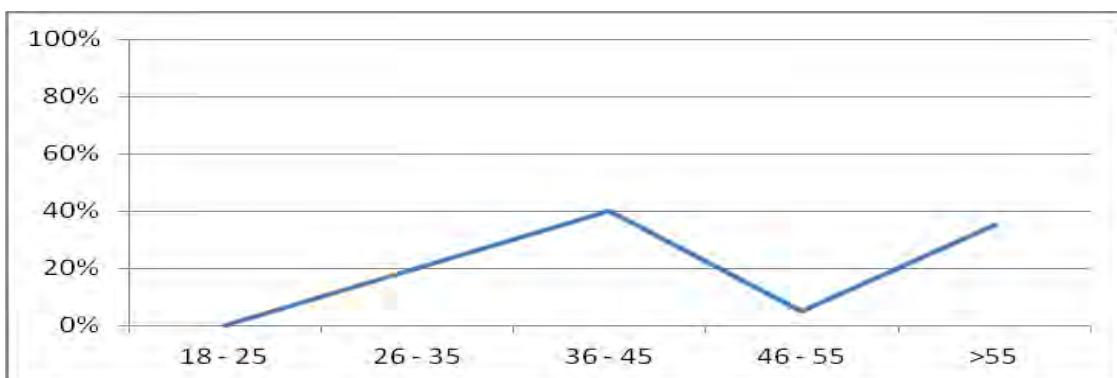
Figure 4.4: Age Category

This group certainly does not have much experience in the industry and therefore would not have a significant understanding about leadership. This is consistent with Figure 4.2 where it is indicated that there were no people considered for interviews with experience less than five years. Those who fell in the age category of twenty six to thirty five were closer to thirty five years' old. This age group could be correlated with people who have practised in the industry between five and ten years as indicated in Figure 4.2. Those people who fell in the age category of 36 to >55 would have practised in the industry for more than ten years as shown in Figure 4.2, with some having practised for more than fifteen years.

Figure 4.5 depicted that 95% of the people interviewed were professionally registered. Only 5%, which is equivalent to one person, was not professionally registered, however, the process for professional registration was underway.
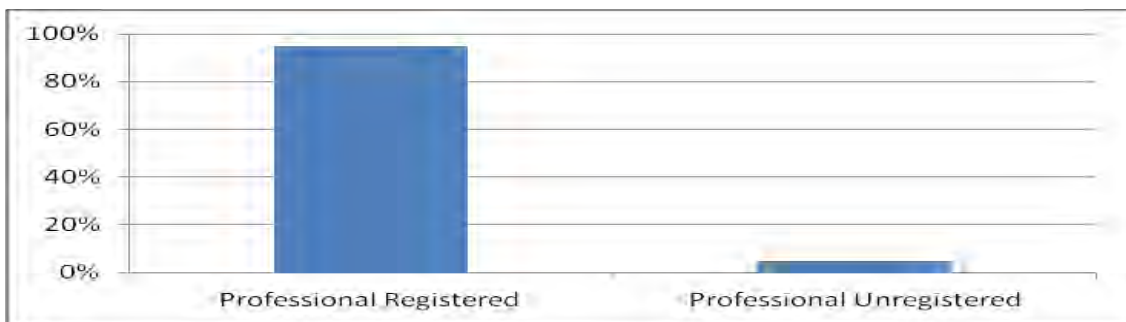
Figure 4.5: Professional Registered/Unregistered

The interviewees held management positions in their organisations, therefore, they are leaders in their own right. These are people who would have practised in the industry from five to ten years and would fall in the age category of 26 to >55. Almost all those people in the private sector would have provided services to all three spheres of government, with a few having provided services to two spheres of government.

However, some people within the private sector have practised in the public sector as well and vice-versa. In order to make a generalisation about public sector leadership, people interviewed would have to have provided services to at least two spheres of government.

This research was underpinned by the research questions listed below:

- What are the perceptions of how public sector leadership impacts road service delivery?
- What are the challenges inhibiting road infrastructure delivery?

- How is the importance of effective leadership in the public sector relevant for road infrastructure delivery?
- What is the ideal form of public sector leadership to facilitate road infrastructure delivery?

The following themes and sub-themes emerged as a result of analysis of the data.

4.3 Importance of public sector leadership in road infrastructure development

4.3.1 Economic development

The respondents expressed that public sector leadership is very important for economic development and is the key to ensuring that roads are delivered on time, with good quality and within budget. Where it does not exist service delivery ambitions will be hampered.

One respondent argued that:

It is of primary importance, to have effective leaders who know what they are doing, knowing what their targets are, and in that way the civil engineering industry will thrive. (R3)

Another respondent believed that effective leadership is paramount to the public sector. He went on to say that, for example, the national roads are vital for the South African economy. Effective leadership is vital according to the Minister of Transport so that the vision from the national government can be shared with people in the provincial and local governments in order for infrastructure to be implemented. Otherwise, one would find that all the three spheres of government are prioritising different infrastructure.

Effective leadership must come from the top. Dikobe Ben Martins, the then Minister of Transport, speaking on the Occasion of the Department of Transport's Budget Vote National Assembly on 28 May 2013 in Cape Town, argued that sound economic road infrastructure is a prerequisite for economic growth.

He further stated that it is for this reason that the Department of Transport had intensified efforts to develop and enhance South Africa's transport system to serve as a catalyst for economic and social development.

An Executive Director cited that the public sector needs effective leadership that understands infrastructure delivery to unlock social economic potential of an area which is vital for the sustainability of our country. This is consistent with Dikobe Ben Martins' (2013) view that road infrastructure is critical to unlock economic potential and opportunities. However, a Deputy Head of Strategic Transport Planning who is in the public sector said that it is important to have effective leadership in the public sector; people who understand the elements determining the need for a road, i.e. what drives and triggers road development, however, there cannot be a situation where the development of roads continues without understanding the need and trigger for road development.

A Regional Manager who works for one of the three spheres of government tasked with development of road infrastructure cited that:

...we have seen other roads authorities, such as R74 in the Free State province, where infrastructure collapsed, because of this people lose their jobs because certain facilities have closed down along these roads because they have become inaccessible. This leads to no economic activities as it is said that road infrastructure is the driver of economy. Where there is a lack of infrastructure, people, good and services cannot move. (R8)

A respondent explained that:

The importance of infrastructure is that it is the backbone to the economy. Infrastructure is the driver of economy. If you do not have effective leadership you will not get good infrastructure, which will lead to poor performance and low or no job growth. The difference (level of inequality) between the rich and poor will get worse. (R20)

Another respondent added that:

The role it plays is that if we have effective delivery it can create jobs; job creation benefits the economy to address poverty levels. One of the ways to address poverty is to have the highest possible levels of focus on projects. This comes back to the importance of effective leadership. (R1)

It was highlighted by respondents that to a large extent the infrastructure sector is the most important driver of the economy; if there is a collapse in leadership in that sector it is almost guaranteed that the economy will collapse. Infrastructure has a major role to play in the growth of an economy especially in South Africa. Effective leadership leads to good infrastructure, which will in turn encourage foreign investors to invest in the country and lead to sustainable economic

development. If there is no effective leadership in the public sector, there will be no projects to implement and eventually there will be no service delivery.

The then Minister of Transport, Dikobe Ben Martins (2013), agreed with this and stated that transport infrastructure and services are crucial for generating economic growth, which will lead to alleviation of poverty, reduction of the scourge of inequality, and increasing domestic and international competitiveness.

Martins (2013) further added that balanced investment in road infrastructure will lead South Africa to efficient and sustainable growth, mobility and community access.

A Technical Director stated that effective leadership controls the economy; if there are no projects on the ground nothing happens, and the knock on effect affects the private sector, contractors, suppliers, etc. The construction industry is one of the economy's drivers and it took South Africa out of recession, i.e. the public sector controls the keys to the economy, and funds spent on infrastructure benefits the economy.

From an economic point of view, time is of the essence and a good road network will enable the economy to grow, which will in turn create job opportunities. Additional infrastructure is required when roads are congested as this creates uneconomic use of time, coupled with increased vehicles costs and carbon emissions. Congestion creates driver frustration which in turn causes safety hazards.

4.3.2   Community upliftment

It was strongly expressed by participants that the public sector is important for the delivery of infrastructure - not only for service delivery but also for community development. Therefore, effective leadership is the key that gets infrastructure delivered where it is needed.

Respondents said that effective leadership is important for quality service delivery, as infrastructure constructed by incompetent people who get tenders from public sector through corruption etc., can collapse and it needs to be rebuilt with taxpayers' money. This is similar to the findings of Barron (2013) that these incompetent people either do the work which has to be done again at a great cost to taxpayers, or they subcontract the whole contract to other companies, which should have got the contract in the first place, and keep most of the profits. This is a total waste of taxpayers' money. In essence, when infrastructure is delivered people's lives are improved. According to Naidoo (2005),

this can only be dealt with by developing the competency of employees and the collaboration of teams, in turn enhancing the organisational performance for effective service delivery.

A Regional Manager who is a public servant recognised the impact of effective leadership in the public sector and alluded to the fact that it improves the upliftment of previously disadvantaged people. Without effective leadership, government cannot achieve its target of reducing unemployment, building infrastructure, creating jobs or transformation.

One respondent added that:

...public sector leadership is very important in terms of infrastructure development. It is key to the whole process of rolling out infrastructure. It closes the infrastructure gap and reduces unemployment in the country. (R8)

One of the interviewees responded that where there is no strong leadership, communities suffer because there is no infrastructure in the correct areas. Furthermore, that is why there is a slow pace or no infrastructure delivery in the communities where it is needed most.

4.3.3 Reputation of the civil engineering industry

All the respondents were civil engineers and were passionate about the industry. Respondents indicated that they chose a civil engineering career not to make money but to improve people's lives through infrastructure. The civil engineering industry is a highly respected one and through ineffective leadership etc., that image is being dragged down.

The civil engineering industry has a huge foreign investment and is a service delivery mode. The general feeling is that the lack of leadership in the public sector is slowly destroying the civil engineering industry, which has a negative impact on the country in terms of infrastructure delivery and without road infrastructure the whole country could come to standstill, which is why public sector leaders are required to maintain the integrity of the civil engineering industry.

It was pointed out that competitive bidding is not regulated properly and companies are cutting their costs in order to get contracts, which makes the industry less lucrative than others. This in turn has a knock on effect, for example, development of staff for competency is also affected; competency is a continuous process and in this way is going down. Also too much competition and

fewer tenders coming out might encourage service providers to be corrupt, meaning people could pay public sector servants to secure contracts.

A Regional Head in the private sector cited that:

...sustainability and growth of our industry is solely dependent on how effectively government spends their budget. Our longevity is dependent of how effective our major investor, which is government, spends their budget. Couple of things could happen, civil engineering industry could have a mass exodus of highly skilled people, to a more lucrative careers, industries or countries where there is a need for engineers. We could have a complete brain drain of skills in an industry that is vital for sustainability of human beings let alone the country. We could have the shutdown of civil engineering career, because people could stop studying civil engineering because it would not appear as a lucrative career, however, you could still have those people who are passionate about civil engineering. (R2)

Another participant explained that:

If there is no spending from the public sector, then there is no money going to the private sector. For the private sector, 100% of the infrastructure development comes from government. As a result of lack of work from government almost all the big consulting firms in South Africa have merged with major international companies so they can build a big pool of expertise in order to go and source work outside the country. (R5)

Participants expressed that where there is a lack of leadership, there will be slow delivery of projects and slow progress in approving tenders, which will ultimately lead to companies closing down. In the last two years, big companies closed down often citing late or no payment from government departments or a lack of contracts from government. Many big companies have been bought by international companies and some companies have started to retrench people, even though it is said that engineers are a scarce commodity. Ultimately, the civil engineering industry will suffer because it will have incompetent people trying to produce poor quality.

It was also elaborated that:

If there is ineffective leadership in the public sector, the quality of work produced by the service providers will not be of good standard. In the past, civil engineering had a very rich history or legacy in terms of standardisation, regulation, etc. In the past one would have noticed that we had

good infrastructure, because we had competent people in the right places in the public sector. But today the standard has reduced, infrastructure is collapsing because we do not have experienced and technically qualified people heading up roads projects in the public sector. Effective leadership has a capability of seeing a bigger picture. (R14)

It was explained that there is recognition that there is a shortage of technically qualified engineers in the civil engineering industry, due to projections that have been made in the past. If a pool of graduates has been created to fill in the shortages, but if no work is created due to lack of planning and programming and other issues, these people will have nothing to do and will be frustrated and leave the industry. There is a situation in the country where many of the local consulting firms are joining international firms due to lack of work in the country, amongst other things, even though there is still so much infrastructure that needs to be developed. On the contrary, fifteen years ago international firms were looking for South African engineers.

If we had a period of ten years where leadership does not promote and address road infrastructure, we could have engineers moving out of the road sector to water, health, electricity etc., which will impact the road sector negatively. Leaders have an obligation to ensure that the road sector continues to grow to meet the demands of the country through proactive planning, and that the plan is resourced with humans and financing. Additionally, it is important that universities must produce quality graduates so that when there are big projects, there are people that are capable of undertaking those projects.

It was commonly accepted by the respondents that lack of effective leadership in the public sector has an effect on the civil engineering industry. This is because big budgets are announced every year and the industry gets excited about the amount of work that will be available to tender on, but nothing happens. Both the consulting firms and contractors get ready but still nothing comes to fruition. As a result, contractors go out of business and the consultants retrench people.

If there is no work in the country, people will leave and that is the effect it will have, considering that South Africa is one of the rapidly developing countries.

A respondent explained that:

There are critical implications if leadership is ineffective. Minor roads are in a state of disrepair because leadership is poor. When the leadership is good we will see the infrastructure, but when it

is bad we see the state of our roads. Poor leadership makes civil engineering unattractive to young people who want to enter the industry. (R19)

4.4   Perceptions of public sector leadership

Figure 4.6 outlines the researcher's understanding of the existing scenario in the public sector based on the interviewees' responses.
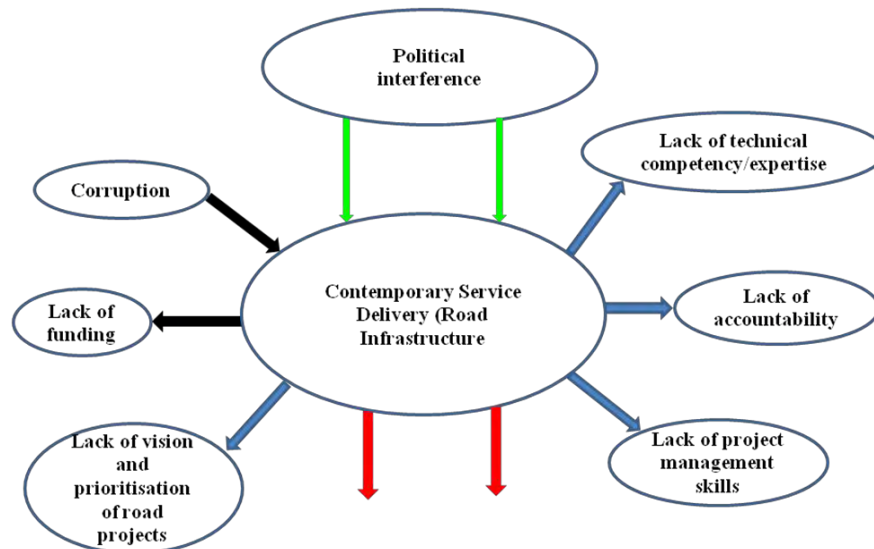
Figure 4.6: Existing Scenario in Public Sector

Figure 4.6 was developed based on the researcher's interpretation of the participants' responses. The researcher is of the view that when there is political interference (green arrows) embedded into the public sector, then the following aspects will be negatively affected: technical competency, accountability, vision and prioritisation, and project management skills (blue arrows), resulting in poor service delivery to the general public. Road infrastructure suffers because all the fundamental elements required for infrastructure development are forced out. When corruption (black arrow) impinges on road infrastructure delivery, funding (black arrow) gets taken out of the road sector to other needy areas such as water, housing, electricity, etc. Ultimately, infrastructure development goes at a slow pace, or worse, it collapses (red arrows).

4.4.1   Lack of technical competency/expertise

The public sector's mandate is to deliver services to the general public. For that to be achieved, commitment and dedication from public servants is of the utmost importance, however, for some organisational leaders it is all about results. Blanchard explained that without the commitment of

subordinates, getting the desired results is almost impossible. The way to maximise results as a leader is to have high expectations for both relationships and results (as cited in Nwokeiwu, 2009). Technical competency is one of the attributes cited by respondents to be lacking in the public sector. It can be stated categorically that if people are not competent in their jobs they cannot deliver on any of the organisational objectives. This will certainly hinder the delivery of infrastructure, amongst other things, in the public sector. As compared to the public sector, the interviewees cited that the private sector has an edge in terms of competency in that they attract more qualified people.

A Roads Division Manager who spoke from personal experience had to move from the public sector to the private sector for his own competency development, and concurred that:

...the leadership that was in place did not ensure that I was properly trained to be part of the team and to grow and be competent to deliver services. I was not empowered. I had to go to the private sector to get proper training. (R7)

However, one of the respondents claimed that the:

...private sector can afford to attract more qualified and competent people because it can pay high salaries. Public sector is limited to threshold in terms of position. Again, the type of person you can get may not be the best because the public sector is limited to what it can afford. (R8)

The Gauteng Premier in her State of Address in February 2013 acknowledged that people who are employed in positions they are not qualified for hinders service delivery. Wenzel (2007) agreed in his study that most people in the public sector lack the relevant expertise. Van Veelen (2013) elaborated that in the past, government departments were led by public servants, who through their expertise in management of infrastructure had acquired the wisdom to plan in advance and make decisions. However, in recent times government departments have been led by people who do not have the necessary technical background and knowledge that is required. Public servants who had the expertise and wisdom to plan road infrastructure have now been replaced by people who do not have the knowledge to make long term decisions.

This was agreed to in the Auditor General's report, which revealed that 69% of the technical management posts in the public sector are occupied by people who are not qualified for the positions. These are critical positions for service delivery.

A Section Manager in the private sector who constantly deals with the public sector mentioned that one of his concerns is that some of the government departments have only one professionally registered person, and professional registration in the industry displays one's superior competency. Therefore, this delays delivery of infrastructure as this person is normally overloaded with work.

A participant suggested that:

...because if you do not have leadership that do not have the capabilities to lead and do not have the technical expertise to be able to lead, you cannot have service delivery. However, the leader does not have to have all the competencies, but there must be sufficient technical competency within the organisation. (R16)

There was a general feeling amongst respondents that not all government departments that are mandated with road infrastructure delivery lack technical competency. One interviewee cited that:

...there are public sector organisations that are strong in technical competency and that do things a lot better, SANRAL is one of them. This organisation was recently congratulated by the Minister of Finance on its budget spending and service delivery, which shows competency. (R16)

Another respondent added that:

...there is a perception in the civil engineering industry that SANRAL is a public sector organisation where there is strong technical competency and that is seen in terms of the road infrastructure delivery. Other public sector roads authorities are not delivering and when you go down to the root cause of that and again it amounts to lack of competency... (R1)

A participant highlighted that:

The over emphasis on transformation is setting up young people for failure because they cannot make technical decisions, which ends up prompting the general public to question government competencies to deliver on anything. There should be a phased approach to transformation; not the total wipe out of experienced personnel. (R5)

A Senior Manager who works in the public sector was frustrated with ineffective leadership and argued that it is very important to have effective leaders that understand that because of a lack of funds and where the country is coming from, it is important to address the imbalances in skills and

the requirement for infrastructure, and it is difficult to balance the scale. It must be understood that the costs of training for skills development and the duration of the project will increase while trying to sort out social imbalances. By trying to promote skills development and transformation that impacts on infrastructure delivery; one ends up spending more time trying to reverse the apartheid legacy by training people in order to be competent enough to deliver the required infrastructure. The Senior Manager further cited that infrastructure delivery has many challenges - one has to upskill people, empower them, and there is a resource problem. Due to transformation it must be recognised that there are consequences as a result.

A Project Manager in the public sector appeared to talk from experience when he cited that:

... due to lack of leadership people got frustrated, qualified people quit and there was no time for skills transfer and mentoring and that has left the municipality with a skills shortage, and they could not replace those qualified people who left. The leadership was frustrating by not acknowledging competency, ability and qualifications. (R6)

A Senior Manager in the public sector was also frustrated because roads projects were being outsourced to the private sector, which also left the public sector with a lack of technical competency. Therefore, he suggested that the ideal form of leadership is one that will recognise that not all projects need to be outsourced to the private sector; there must be strong internal teams to undertake certain projects for training and skills development.

A Divisional Manager expressed that the deployment of technically unqualified and inexperienced municipal managers is to blame for the lack of the required skills in the public sector and must be prevented as it is a sign of ineffective leadership. He added that:

...before, a municipal manager was a highly technical person. But now the decisions that are taken at local municipal level are more political rather than technical. (R7)

Wenzel (2007) concurred with the Divisional Manager's view that the deployment of unqualified people in the public sector hinders the delivery of infrastructure. The new government agencies created mainly highly paid affirmative action positions for ANC deployed appointees, who frequently lacked technical experience and made many ill-informed decisions. Pillay (2008), however, argued with Wenzel's view that it is fundamental for government to promote transformation as a result of apartheid, nonetheless, it is a very serious concern that the majority of public sector servants are very inexperienced.

4.4.2 Lack of vision and prioritisation of road projects

Respondents cited that public sector leadership lacks vision and prioritisation of roads projects. Projects that have been prioritised were to ensure popularity and obtain votes. Road infrastructure is being rolled out in areas that do not necessarily need it, to find out that there are other areas that need it more. It was further claimed that public sector leadership has different priorities when it comes to roads. There must be a balance of vision; one of the respondents mentioned that political leadership in the public sector is compromised by a limited vision, i.e. there is a lack of seeing the bigger picture.

One respondent cited that:

There is an outward looking rather than inward focus which impacts on delivery. This is based on politicians' vision of obtaining votes instead of visioning the needed infrastructure. (R6)

Another respondent cited that government departments get one budget and decide how to allocate funds based on health, housing, roads, etc. The allocation of funds is determined from the top and has an impact on road infrastructure depending on the understanding of the politician about the road infrastructure and its requirements.

It was cited by the respondents that public sector leadership, whether strong or weak, will have a direct impact on road infrastructure delivery. Participants agreed that effective leadership can create the right momentum to ensure that the necessary funding and strategic direction are given or dedicated to the road infrastructure sector. Conversely, if this sector does not have effective leadership then it is likely that budgets will be reduced and consequently, infrastructure delivery will reduce.

A Regional Manager alluded to the fact that local government is one level of government that is close to the people and tasked with service delivery as per the Constitution. It must provide people with basic services such as health, electricity, water, education, sanitation, housing, etc. Most of the funds get allocated to these essential services and roads are side-lined. A Deputy Head Strategic Transport Planning claimed that communities do not see a road as their daily need. This could be attributable to a lack of jobs and therefore a road is of little significance since they do not have a need to travel. People want electricity, water and housing as their basic needs. Roads do not feature that much in their lives, therefore funds are directed to provide basic needs.

A participant added that:

Due to apartheid, finances are diverted from roads to other needy areas. Also due to lack of strong leadership finances are diverted to other areas. Sometimes… diverted to not so needy areas. (R19)

A Senior Manager in the public sector who deals with Council as their leadership exhibited a lot of emotional frustration and cited that:

...in the public sector we have too many managers and too few leaders. But because of lack of leadership, there is lack of faith in subordinates for every project, instead of allowing subordinates to carry out the project. Instead of empowering the subordinates the Council would rather empower external people, leaving internal people with skills shortage. This creates low staff morale and self esteem. Effective leadership will ensure such things do not happen. (R14)

The Senior Manager's opinions corresponded with the views of Sharma and Bajpai (2010), who claimed that in many organisations there are normally managers instead of leaders. Birchfield and Story (2004) added that consequently many organisations are over-managed and under-led. Mukoma (2003) agreed with Kotter (as cited in Naidoo, 2005) that many management experts believe the manager's leadership style is primarily influenced by his attitudes towards his subordinates. When the subordinates are effectively led and empowered they appreciate the trust exhibited by their leader, and respond with superior performance which is associated with motivated subordinates.

4.4.3   Lack of accountability

Respondents stated that a lack of accountability in the public sector is the reason for the lack or slow pace of delivery of infrastructure. The private sector is driven by accountability to shareholders and by profits, whereas in the public sector there is no urgency and no accountability. Naidoo (2005), however, claimed that the Path-Goal Theory found that is the responsibility of leadership to assist subordinates in accomplishing their goals which are compatible with the objectives of the organisation. A respondent argued that leadership drives accountability. Jones (as cited in Ndlovu, 2009), however, argued that it does not help to keep raising the issue of lack of accountability in the public sector without understanding the underlying challenges faced by the public sector employees. In some cases, if not most, public sector organisations attempt to administer large volumes of transactions through outdated technologies or procedures without business intelligence capabilities. The issue of lack of accountability in the public sector should not be misunderstood; it is attributable to capacity, regulations, structure, procedures or infrastructure. Jones further added that inefficiencies in processes such as procurement, recruitment, etc, are

responsible for a reasonable proportion of poor service delivery performance in the public sector, which is linked to the lack of accountability (as cited in Ndlovu, 2009).

Private sector organisations have Chief Executive Officers or managers who are the leaders and are held accountable for not managing the bottom line. In the public sector, contrary to popular belief, there are skilled people but there is no accountability, cited a Regional Head. In the private sector, not making the bottom line can result in job loss. Nonetheless, one of the respondents asserted that due to lack of accountability in public sector, if one does not perform, he or she still gets their salary. Where there are no directions or goals, there is confusion and a total lack of confidence in leadership. The literature revealed that with a free-rein leadership style, there is no presence of any real leadership and everyone is free to do as they see fit. Typically if there are no goals or directions; there is a state of confusion and lack of confidence in leadership, as the free-rein style does not allow for accountability. Barbuto (as cited in Nwokeiwu, 2009) concurred that in this style, leaders lend little or no support to subordinates and are inattentive to productivity or the necessary completion of tasks.

The public sector is said to be relaxed where people work with no objectives or goals. One of the respondents stressed that there is no focus or pressure for delivery; there is no drive in the public sector and people seem to work with no objectives or sense of urgency. Nwokeiwu (2009) explained that success is both about relationships and results; effective leaders know where they are headed and are able to influence others to follow. However, in the study that was undertaken at the University of Michigan, it was found that effectiveness of leaders was determined by productivity of subordinates (Naidoo, 2005). Therefore, the productivity of subordinates is dependent on how they are led and the efficiency of leaders.

One of the respondents stated that:

When it comes to accountability, leaders must be held accountable for delivering on what their targets are. (R9)

Baldwin (2010) suggested that if the public sector is to deliver a service effectively and efficiently, change has to occur in the upper echelons and leadership must be held accountable for their outcomes, but not only at the leadership level but at all levels of the organisation.

In essence, accountable, effective, economical and efficient service delivery is a constitutional directive and it is the responsibility of the public sector leadership to ensure that it exists.

4.4.4   Political interference

Political interference was cited as a major issue in the public sector. A Director categorically stated that public sector leadership must ensure that people are appointed based on their expertise, not on political association, as if there is a change in politics and those people are removed that will affect infrastructure implementation; there must also be no cadre deployment.

A respondent argued that:

Largely, in the private sector people are employed for their technical and management capabilities. In the public sector, a large percentage of leadership is employed based on their political association, not necessarily based on their leadership skills and technical traits. Public sector leadership is more politically motivated than it should be. (R16)

Public sector leadership should not be politically driven but should be purely based on needs and demands (e.g. in rural areas, particularly in KZN, where school children, due to a lack of pedestrian infrastructure, swim across a crocodile infested river to get to school) and delivering services to the public. This is consistent with Mukoma's (2003) view, who claimed that most of the decisions in the public sector are more influenced by what is happening in politics rather than by logical and rational thinking.

4.4.5   Corruption

Respondents mentioned that corruption and lack of funding inhibits road infrastructure delivery. As discussed earlier in Section 1.1 (Background), corruption has and is continuing to paralyse our country and eating away the moral fibre of our society. It is also acknowledged that corruption hinders delivery of road infrastructure and it was found that 30% of the government budgets ends up in corruption; corruption has caused the country to fail to deliver infrastructure and services.

It was corroborated by the Auditor General that for the 2011/12 financial year, only 22% of 536 of government institutions obtained a clean audit. This damages the image of South Africa as it is regarded as one of the most corrupt countries in the world.

Corruption was cited as one of the hindrances of infrastructure delivery. A Division Manager said that instead of funds being spent on infrastructure, they are spent on fruitless expenditure. Herbst

and Conradie (2011) advocated that public sector leaders must conduct themselves with honesty and self-awareness.

Fenaroff suggested that in improving the public sector image, it is important to eliminate elements of corruption which unfortunately are widespread in the public sector (as cited in Ndlovu, 2009). Lungu and Esau (as cited in Ndlovu, 2009) claimed that sound public sector ethics are crucial. Accordingly, there is a need to evaluate the public sector's ethics regime. Unethical behaviour by leaders makes it difficult to enhance an effective public service due to free flow of information, trust, being impaired by it. Ethical leadership displays a certain level of integrity that is important for stimulating a sense of the leader's trustworthiness, which is fundamental for subordinates to acknowledge the vision of the leader (Ndlovu, 2009). This is also called leading by example.

Many respondents felt that out of the three spheres of government, the local municipalities were the one that was mostly lacking effective leadership, which has resulted in the road infrastructure deteriorating. Respondents pointed out that they had been in situations where they were the preferred service provider according to the procurement processes, however, they were convinced that there was corruption or political interference, where the tender was awarded to another service provider. The challenge they experienced is to demonstrate with facts that there was corruption.

One participant explained that:

It is cited in the National Treasury Regulation and the Public Finance Management Act (PFMA) that a lowest tender should get the contract, but in some department one of the highest tenderers get the contract and no one will explain or clarify how the adjudication was conducted. (R17)

Another participant added that:

Fraud and corruption is rife in the public sector. Tender processes are being flawed and flouted. Due to lack of transparency, service providers are not advised of why they did not win a tender and learn later that a tender was awarded to a friend. (R10)

Another respondent highlighted that corruption is linked back to lack of accountability in the public sector.

Frazer-Moleketi (2007) explained that corruption is present in all small and big countries, poor or rich, however, developing countries are the ones on which its effects are most destructive. The poor

are disproportionately hurt by corruption as it redirects funds planned for development, in that way undermining a government's capability to provide basic services, including providing road infrastructure, feeding inequality and injustice, and discouraging foreign aid and investment. This is evident in South Africa where the inequality gap between the rich and the poor is still wide.

Corruption is a key element in economic underperformance and a major obstacle to poverty alleviation and development. This is consistent with the views expressed by Kotter (as cited in Naidoo, 2005) in Section 1.1 (Background), that road infrastructure is a driver of the economy.

Public sector officials have been perceived to be negligent of the interests of the public and have been self-serving. Almost on a daily basis there are reports of public sector officials being investigated and found guilty of fraud and corruption, amongst other things. It can also be argued that there is a great deal of mistrust and misunderstanding between the private and public sectors in South Africa. The problem is not simply a lack of focus, execution or accountability in the public sector; the private sector must also share the blame for the distrust. The competition commission recently investigated allegations of collusion in the private sector. A total of twenty-one companies admitted that they were involved in bid-rigging to the combined value of about R26 billion. These companies were given indications by the commission of the level of fines they were to face.

4.4.6   Lack of funding

One of the respondents argued that funding alone cannot be blamed for the lack of infrastructure, however, other respondents indicated otherwise. A Technical Director argued that what inhibits road infrastructure delivery is the lack of funding. One of the key issues is that public sector leadership does not understand the implications of funding on road infrastructure delivery. Ndlovu (2009) cited that service delivery unfortunately requires vast financial resources. Any leader, good or bad, cannot deliver on any mandate without all the necessary resources. President Thabo Mbeki (as cited in Ndlovu, 2009) suggested that an essential element for improving the situation of organising or managing the resources is to improve the quality of leadership. Denton (as cited in Hlathi, 2008) shared the same sentiments when citing that improvements in the performance in the public sector are dependent on the quality of leadership. This is critical to enhance commitment of public servants to their tasks. It is argued that the public sector needs faster responses to meet the needs and demands of society and to facilitate better usage of available resources (Fraser-Moleketi, as cited in Ndlovu, 2009). It is further stressed that there is a need for effective governance and leadership to improve service delivery.

Another respondent stressed that:

Funds to build roads are too limited, in particular at the local level. The funds allocated for roads are spent on other priorities due to political leadership. (R7)

It was explained that:

There is a lack of funding when it comes to road infrastructure. There is a huge amount of money required to build and maintain infrastructure. The legacy of apartheid is also to blame for the lack of infrastructure. One can look at the lack of delivery in rural communities where infrastructure is mainly required. We are facing a backlog of so much infrastructure delivery that needs to be implemented to restore evenness in terms of economies of scale. (R10)

Respondents seem to understand the need for funding in order to develop infrastructure, however, this can be dealt with by the public sector leadership and also by ensuring that sufficient funding is available but also ring-fenced for road infrastructure to prevent it being spent on other areas.

One of the respondents agreed that lack of funding prevents roads from being built, however, he had a different view and put things into another perspective when he cited that nowadays government is trying to alleviate poverty and hence the funds are diverted to the so-called needy. Funds these days are spent where they are desperately needed, which is not necessarily on road infrastructure.

4.4.7   Lack of project management skills

The following aspects of project management skills are required in the public sector for effective service delivery, i.e. timeous decision making, risk taking, team development, communication and planning.

Respondents expressed the view that all the right decisions come with effective leadership. If effective leadership exists there will be efficiency that will ensure effective implementation of roads projects. Hlathi (2003) highlighted that it is critical for leadership to learn not to focus their energies on what should happen or is likely to happen in the future, but that they should instead focus on their decisions and better understand the implications of their decisions. This is because a decline in quality of decision making delays efforts and results.

Respondents also observed that within some government departments there are unqualified people in senior positions who do not know what decisions to make. Hay suggested that public sector leaders must instil problem solving skills (intellectual stimulation) in their subordinates, which entails stimulating and transforming subordinates' awareness of seeing problems as challenges and their aptitude to resolve those challenges (as cited in Nwokeiwu, 2009). Furthermore, these people in senior positions would rather not make a decision than make a wrong decision, which ultimately stalls the implementation of infrastructure and they know that they will not be fired. Pillay (2003) pointed out that effective leadership is concerned with the implementation of the decisions that will assist in facilitating the activities of an organisation towards achieving its objectives. To be an effective organisation, the public sector requires strong leadership that is concerned with decision making, staff empowerment and development, delegation and efficient use of resources. However, one of the respondents justified that the reason that the public sector does not know what decisions to make is because almost all the experienced people in the public sector have retired and there is no mentoring going on.

The failure to make prompt decisions slows down infrastructure development progress and momentum. It is important that someone is brave enough to make decisions as most of the decisions could be justified based on the voluntary organisations' recommendations for infrastructure.

Maseko (2011) emphasised the importance of a leader making decisions on time and quickly. It is said that a lack of decision making has an adverse impact on the progress of a project. Furthermore, the failure to make decisions timeously could have cost implications, as it is stated that ‗time is money'. Kirkpatrick and Locke (as cited in Maseko, 2011) highlighted to the fact that decision making is one of the crucial cognitive abilities required by an effective leader.

A people oriented leader empowers their subordinates by including them in the decision making process. Hay (as cited in Nwokeiwu, 2009) advocated that people must be treated as individuals on the basis of their knowledge and talents, with the purpose of permitting them to reach higher levels of achievement than might otherwise have been achieved. According to Maseko (2011), this has a tendency of making people take ownership of their tasks and make them more interested in the successful completion of their tasks. This is a critical leadership attribute which should be nurtured and retained in the public sector organisations (Maseko, 2011). In order to implement roads projects, the public sector needs effective leadership that understands road infrastructure and is willing to make decisions including difficult ones.

It was expressed by participants that it takes too long for the public sector to review the work done by the service providers. This ultimately delays the delivery of services where they are needed. Klugman (as cited in Ndlovu, 2009) stated that the general public has the right to demand services from the public sector and for the public sector to be responsive. Responsive leadership understands the challenge of providing a quality service to the public. This means assuming responsibility for outcomes and being responsive to those being served (Ndlovu, 2009). Ndlovu further added that responsive leadership is about understanding that nothing positive can be achieved by an organisation without the support of those who are actually doing the hard work. Responsive leadership starts with sharing the vision of hope, building trust relationships with subordinates, empowering subordinates, communicating effectively and the ability to influence subordinates to acknowledge the vision and planned actions to realise the vision.

When the team has not been empowered, in some departments you find that there is one person in charge of a particular team, and if that person is not in the office or ill, then nothing will happen until the person in charge comes back, due to a lack of effective leadership that translates into a bottleneck in decision making ability. Goldman (2007) advocated that distributed leadership is critical in the public sector where collaboration and cooperation exists between subordinates who respect and trust each other's contributions. This is a result of an open culture within and across an organisation.

The leader in the public sector does not have confidence in his staff; if he did he would leave his empowered subordinates to make a decision and sign off because he has confidence in their ability to make the right decisions. Leaders must take a risk and allow staff to make decisions and it must be accepted that they will make mistakes and learn from those mistakes. This also includes identifying what typical mistakes a person is more likely to make that will lead to the development of roadblocks, to make sure that mistakes are prevented or are detected before they become big challenges.

Goldman (2007) argued that effective leaders support good ideas, innovation and risk taking in their subordinates; they acknowledge that by taking a risk it could result in a failure, but they see this in a positive light and as an opportunity to learn and improve for the future. Successes and failures are viewed as learning opportunities; effective leaders accept failure as a reality and do not get frustrated by this or dwell on it. Instead, they learn from it, rise above it and move on. The inability to make decisions promptly has an adverse impact on decision making processes to get services delivered, consequently this is associated with ineffective leadership. It was mentioned by

the participants that an effective leader will ensure that his department has all the required resources in order to ensure that decisions are made timeously.

It was acknowledged that no one knows everything. Team development is fundamental in achieving organisational success, since each team member brings a different element to the group. Team work, particularly in cross-functional team work, is desirable to optimise the productivity of the entire organisation and is said to bring about a desired change required within an organisation. Carlzon (as cited in Baldwin, 2010) cited that it is a leader's role to develop and empower the team to take responsibility for reaching their objectives. It is also the leader's role to create an enabling environment to promote innovation and flexibility.

A Project Manager who works for a roads authority and is responsible for road infrastructure delivery started by saying that effective leadership in the public sector is very important, and further added that with effective leadership in the public sector, people will be motivated to come to work to do their jobs. The respondent further clarified that this is because with effective leadership there is a desire to train people and mentor them, which is one of the more important aspects of public sector leadership. When you have happy human resources then the infrastructure can be delivered; there must be a desire from leadership to train people for competency. Maseko (2011) cited that having motivated employees translates into high morale and efficient performance.

One of the respondents stressed that:

...where there is low morale, people are not motivated enough to do the jobs they are employed for. It all comes down from the top to the people on the ground. Because of lack of effective leadership in the public sector to motivate staff to see the broader picture of delivering infrastructure and if there is no vision, people lose morale. Unmotivated staff cannot work hard enough to deliver infrastructure. (R6)

Another respondent argued that where there is effective leadership, people will share in the passion. A culture of effective leadership, passion and drive, motivates staff to do whatever it takes to ensure that services are delivered properly. Liker et al. (as cited in Baldwin, 2010) expressed the importance of organisational culture, which is about how subordinates in an organisation feel, perceive and think. The understanding of subordinates of the organisational culture could lead to desired outcomes; it is about a common understanding of values and norms of leadership and their behaviour. Ronald and Donald alluded to the fact that effective leaders make an attempt to learn

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and practice essential skills so they can listen explicitly to subordinates; encourage subordinates to establish and meet deadlines; assist subordinates to discover and resolve challenges; display appreciation of subordinates' contributions; guide subordinates in goal establishment and decision making; and create a conducive environment for subordinates to perform (as cited in Sharma and Bajpai, 2010).

Effective leadership equals infrastructure on the ground, however, where there is a poor leader or manager in a leadership position, this will impact poorly on service delivery, which means over expenditure without accountability or under expenditure.

Respondents also cited poor communication as a result of lack of leadership. A study cited in Baldwin's (2010) research revealed that low levels of subordinate commitment were related to poor communication from leadership. Leaders, therefore, are required to be effective in their communication style so that they can communicate effectively with subordinates. Ineffective communication by leaders to subordinates leads to frustration and makes service providers annoyed because people are not communicating effectively and wasting time. The only good thing an effective leader can do is to enforce good and timeous planning, organising, leading and controlling well ahead of time, ensuring the plans for implementation are communicated effectively.

It is important to note that effective leadership comes into its own when a leader can assume that his or her manager can properly plan delivery of projects. This requires hard work and skilled people in the organisation to do that. Leaders will make sure that the right people are employed and that those people work efficiently and effectively. One respondent said that based on his experience in his organisation, effective leadership can overcome issues of human resources because the human resources department frequently appoints the wrong people (because short listing is conducted by them), therefore a strong leader will be able to overturn those decisions.

It was stated that...

... public sector leadership should not necessarily have to have strong technical skills, however, they must have strong people's skills; communication is vital, the ability to pull people together to try to achieve the same goals. People skills will help deal with politicians who apply pressure from time to time....it also requires integrity to eliminate corruption. (R17)

4.5 What characteristics of effective leadership are required from the public sector to drive road infrastructure?

4.5.1 Technical competency

Respondents argued that public sector servants must have experience through secondment to the private sector because the private sector is perceived to have a proper training structure and that competent people are needed at the higher management levels of the public sector. There is a need to appreciate that the public sector needs the private sector, because the public sector does not have all the resources to deliver services. The public sector can manage the administration for the project but the execution must lie with the private sector.

Many respondents expressed that even though it is intricate, there must be a separation between political leadership and technical leadership. Currently technical appointments in the public sector are made politically and people who are not qualified are required to undertake technical duties. The public sector requires people who have high technical experience, with which they will know their targets. They will also know what services need to be procured in order to get the correct design to be built.

Leaders have a responsibility to lead people and influence them to achieve organisational objectives. Leaders, irrespective of where and who they lead, are expected to ―get thing done‖ to sustain good systems, to provide training and resources for production, and to sustain effectiveness and efficiency through different types of controls. Van Wart (2003) also added that they are further required to make sure that technical problems are correctly handled and to coordinate functional operations.

Herbst and Conradie (2011) pointed out that for service delivery, a lack of technical competency has been acknowledged by different authors as one of the main flaws in the public sector.

Another element is that leaders do not do the work. Van Wart (2003) mentioned that the execution of the work is done by subordinates who actually do the work. Accordingly, subordinates' training, maturation, motivation and continued development and overall contentment are essential for organisational and production effectiveness. Kouzes (as cited in Nwokeiwu, 2009) explained that leadership has always been about building relationships - from a cold, mostly one-sided relationship where subordinates were only a means to an end, to a warm interpersonal relationship of caring and cooperation towards a common goal of organisational and production effectiveness.

According to Griffin (as cited in Naidoo, 2005), situational leadership is a contingency theory that pays attention to the subordinates' well-being. Irrespective of what the leader does, efficiency depends on the action of the subordinates. This theory acknowledges that subordinates' motivation and ability are crucial to the leader's success.

Nwokeiwu's (2009) views were that during leadership era 3, when teams were utilised to achieve organisational objectives and subordinates were empowered and motivated to improve performance and their commitment to the organisation, leadership was based on team development, diversity, empowerment and communication.

Where there is effective leadership, organisational performance improves. Smith et al. (as stated in Sharma and Bajpai, 2010) concurred that effective leadership is linked to better organisational performance. This corresponds with Burke's (2009) views that leadership is about establishing objectives and goals and creating enthusiasm and motivation amongst the project team members and stakeholders to work towards those goals.

Crow and Hartman (as cited in Naidoo, 2005) added that the leader-follower relationship is mutual and effective leadership is a two way practice, which eventually influences both the individuals' and organisational performance.

Hope (2002) comprehended the dynamics of organisations when suggesting that an enabling environment ought to be created in organisations, which advance competency and furthermore service delivery. Today, technical competency and development also means creating an enabling environment for this to take place (Darling-Hammond and McLaughlin, 2011). However, competency cannot be ensured without effective leadership creating proper structures in an organisation for such to happen.

Darling-Hammond and McLaughlin (2011) recommended that effective development of technical competency should be maintained, continuous and supported, through which the organisation's competency will develop. Competent people unquestionably add value to their teams, performance of the organisations, service delivery and the organisation itself (Cortez et al., 2009; Gumus et al., 2011).

Effective leaders are required to support their staff in order to perform their tasks honestly and effectively. Transformational leaders are said to have an ability to engage their subordinates to achieve higher levels of motivation and morality, and to attract subordinates to higher standards of

performance (Maseko, 2011). Having motivated subordinates translates to higher morale and ultimately higher performance. But recently, a culture of ineffective leadership, which has led to shortage of staff support and incredible workload, has crept in leading to severe bottlenecks in service delivery (Hope, 2002). This is consistent with the views expressed by Schermerhorn (1986) in Section 1.6 (Aims and Objectives), that the culture of weak leadership leads to low spirits in an organisation. Even the most competent employee will not be able to attain high competency unless effective leadership is available to provide guidance for the necessary work activities.

Goldman (2007) argued that a leader must know his or her job as a leader because everybody is looking at him or her. If he or she lacks knowledge of the discipline, then he or she is in trouble because people will be pulling into different directions. A leader gives clear directions to people. Brennen (as cited in Nwokeiwu, 2009) cautioned that typically, where there are no goals or directions, there is a state of confusion and lack of confidence in leadership.

A view was highlighted that a leader either has to have an intimate knowledge of the roads sector or be supported by a strong team of experts which he or she can rely on. It is important that there is a balance between good leadership and technical understanding. It is incumbent on effective leaders to establish what different skills and competencies are required for organisational performance and for service delivery (Cameron and Green, 2009). Goldman (2007) warned that if a leader lacks professional skills or is not too smart, subordinates are more likely to lose respect or not trust the leader's judgement.

It was said that the public sector needs leaders who are technically qualified and who have experience; someone who has passion for road infrastructure delivery and understanding. He or she must have a planning model or tool of where to construct roads in an area to unlock the potential of that area. He or she must have a strategic plan for road infrastructure delivery for the area he or she is in charge of.

The participants did not mention or acknowledge the fact, looking at National Department of Transport, that the Minister of Transport, Deputy Minister of Transport, Director General, Deputy Director Generals and Chief Directors are all political appointments, however, these public servants can seek professional advice and rely on voluntary organisations and consulting firms for infrastructure development directions. These public servants are all sitting at national level. According to the respondents, effective leadership is required at the levels where implementation takes place which are the provincial and local levels.

4.5.2　Vision

Respondents indicated that a leader was required who embraces collaboration and is willing to work with non-roads people and other government departments and is innovative. The world market has progressively turned out to be competitive, accordingly, being innovative is one of the most valuable advantage of organisations. Baldwin (2010) explained that many organisations currently consider themselves to be innovative, but they lack an understanding of how to translate such innovation into actual business value. DeCusatis (as cited in Baldwin, 2010) cited that it is the responsibility of the leaders within organisations to create a culture that enables innovation. Hay and Senge (as cited in Nwokeiwu, 2009), in their study found that transformational leaders are fundamental for the public sector because they inspire subordinates to have a common vision and encourage everyone to be innovative.

There must also be collaboration between government departments, i.e. with other public sector servants in other government departments such as housing, electricity, water, etc. Bierema (2003) explained that systems cannot be understood through disjointed analysis, because once a system is broken, it loses its vital properties. That is one of the reasons why attempts to mend parts of a system frequently fails to mend the entire system as a unit or whole. Sherwood (2002) added that by only taking a broad vision we can stay away from the twin dangers of a silo mentality and our government silo-like structures make it almost impossible to function as a unit. This collaboration vision will foster integrated planning to see how things fit together.

During the Great Man leadership period the efficiency of a leader was judged by his traits. Visionaries emerged during the Great Man leadership period and a leader during this phase had the ability to see how each unit (one thing) fits together as one (to make a whole) (Nwokeiwu, 2009).

Frazer-Moleketi (2007) stated that there is an obligation on public sector leadership to articulate and sketch a vision based on the values of a society and to design programmes to give meaning and realise this vision.

Leaders institute a direction by developing a vision for the future. They then align the followers through communicating this vision and encouraging them to deal with any hindrances (Nwokeiwu, 2009). In today's ever-changing world, leaders are needed to challenge the status quo, to create visions for the future, and to encourage organisational members to want to achieve the vision or the goals of the organisation. Buchanan and Huczynski (as cited in Naidoo, 2005) viewed leadership as

the creation of a vision about an aspired future state which attempts to enmesh all members of an organisation in its net.

Through their observations, Frame and Hendren (2004) argued that within the public sector there is a shortage of qualified people, a lack of common vision and language, little formalised process improvement or problem solving expertise, a lack of a structured leadership development programme, overuse of key people which results in burnout, and poorly constructed or nonexistent technical competencies.

4.5.3 Accountability

Holtzhausen and Naidoo (2011) explained that when it comes to service delivery everyone understands the significance of effective leadership, which is when people take part in an election for political leaders. People realise that it matters who is in the office, so they involve themselves in elections, i.e. to select the best candidate. Mule (as cited in Holtzhausen and Naidoo, 2011) argued that government is required to focus on effective leadership, transparency, accountability, openness and responsiveness.

If the public sector focuses on these areas this will ensure that those who do not perform are removed from the public sector (Mule, as cited in Holtzhausen and Naidoo, 2011). Holtzhausen and Naidoo (2011) added that in order to promote effective delivery of services, the role and capacity of an effective leader ought to be rooted in his ability to develop, attract and retain competent employees.

Attributes and dimensions of effective leadership include integrity, responsibility, accountability, commitment and honesty, to mention a few (Aboagye, 2005). For the public sector to prosper in their quest to deliver on the much needed infrastructure, public sector leadership must possess these attributes.

Free-rein leadership style, according to participants' responses, cannot be employed in the public sector as it does not allow accountability. Barbuto (as quoted in Nwokeiwu, 2009) concurred that in this style leaders exhibit no or little support and do not pay attention to productivity or completion of tasks. This style leads to poor quality of work or less efficiency, or worse, unproductivity. Even though many authors have praised that, generally, democratic leadership is the preferred style for enhancing subordinates' performance in order to achieve organisational goals, but it has its limitations.

Nwokeiwu (2009), however, highlighted that one of the limitations of this style, since it is participative, is that always consulting for all decisions could result in slow progress. It is said that this style is mainly effective when employed on highly experienced or skilled subordinates, such as engineers. According to participants this style may not be suitable for the public sector, as it is perceived to have incompetent people.

Frazer-Moleketi (2007) and Keightley (2011) recommended that in order to have efficient service delivery there must be credible, responsible and accountable public service servants.

4.5.4   No political interference

One of the interviewees stated that the NDP is the ideal plan to transform our country, however, it needs effective leadership but no political influence in order to be implemented successfully. Mthembu (2009), nevertheless, argued that the complexity and political dynamics of integrated development requires a different development approach. Moreover, integrated development ought to acknowledge and be responsive to the requirements and entrenched rights of citizens and the poor. The importance of this approach, while its application is complex, comprises of effecting changes that lead to productive inter-relations between economic and social change. This should be enforced through the deepening of civic cooperation in local affairs that relate to greater capacity to access and influence decision-making over resources and projects.

Leadership is critical in executing decisions effectively. Sharma and Bajpai (2010) argued that the success of plans such as the NDP depends on the effectiveness of the leader, because a good leader can make a success of a weak business plan, however, a poor leader can destroy even the best plan.

Respondents were concerned that effective leadership in the public sector is a prerequisite in order to see effective implementation of the NDP. The NDP was developed by many role players including government officials and was commissioned by the national government of the African National Congress (ANC). Basically, its successful implementation is dependent on decisions made purely on engineering principles rather than politics.

Regardless, engineers are trained and experienced in making such decisions. There is an urgent need to implement the NDP in order to accelerate our economic objectives. It must be stressed that the infrastructure development programmes that have been developed have been slow to materialise and a strong leadership is required to focus on accelerating implementation.

4.5.5 Decision making

The participants in the private sector believed that it is a requirement to have qualified personnel in the public sector management position who can take responsibility for their actions. They must also be empowered enough not to look at a higher authority to green light what they have to do. People are needed in the public sector to make correct decisions to deliver infrastructure. This corresponds with the findings of Crow and Hartman, who found that leadership is fundamental in trying to lessen followers' discontent, and accordingly, effective leadership includes the efficient process of delegation of responsibilities for effective decision-making (as cited in Naidoo, 2005).

The literature suggests that during leadership era 2, which was the beginning of hierarchy and bureaucracy, the control and supervision of subordinates was based on the hierarchy of authority. This is the period where subordinates were controlled and directed in an unfriendly manner; subordinates were told what to do and how to do things and their opinions were not taken into consideration. It was important to complete tasks and subordinates' well-being was not important (Nwokeiwu, 2009).

According to Govindsamy (2006), this was the period where the leadership style was non-participatory or autocratic; this style is seen as unprofessional and abusive. It was suggested by Govindsamy that if a leader wants to get commitment and motivation from subordinates, they must stay away from employing this leadership style. Blanchard (as cited in Nwokeiwu, 2009) claimed that although for some leaders it is all about results, but without the commitment of subordinates, getting results is almost impossible.

Even though the autocratic leadership style is not desirable, according to a study undertaken by Viljoen in 1999 (as cited in Govindsamy, 2009), the majority of South African organisations employ autocratic leadership style (46%) compared to desirable democratic leadership style (33%).

4.5.6 Team development

It is also understood that a leader cannot know everything, and hence a leader must surround himself/herself with competent people in effective teams, comprising of different skills and expertise relevant to the type of tasks they are appointed for. This is consistent with Nwokeiwu's (2009) findings that during leadership era 3, leaders recognised that they do not know everything and as a result formed and used teams to achieve organisational objectives. Leaders in this period understood that success in their position was dependent on their subordinates. Subordinates were

empowered and quality programmes were employed as an approach to inspiring, improving performance and increasing subordinates' commitment to the organisation. Burke and Collins, however, found that transformational leaders' emphasise developing teams and better co-operation with their followers guarantee that the positive working relationships contribute to the achievement of the subordinates and their organisation's performance (as cited in Naidoo, 2011). Team development cannot be guaranteed, therefore, it is important to have effective leadership because team performance is a result of a combination between a leader's and the relationship with their subordinates.

4.5.7 People management skills

Generally, effective leaders know how to marshal resources and motivate individuals to solve challenges in their organisations (Foster, 2000). Consequently, effective leadership is a key factor in any organisation - particularly in the public sector where leaders are being required to deliver more modern, efficient and dynamic service at a time of great social and technological revolution (Simmons, 2011). McCall, Lombard and Morrison (as cited in Van Wart, 2003), however, cautioned that one of the stumbling blocks reported in many studies of managerial performance is the interpersonal competence or the ability to deal with people problems. This blossomed during the humanistic epoch, starting with Maslow in the 1940s and peaking in the 1960s with authors like Argyris, McGregor and Likert, and the situationalists in the 1970s.

According to a study undertaken by Hofmeyer in 1998, it showed that South African organisations were over managed and under led; management styles were firm, directive and bureaucratic and decision making was centralised. Leadership elements such as vision, effectiveness, etc, were seen as lacking (Govindsamy, 2009).

4.6 What leadership styles/form are required in the public sector for road infrastructure delivery?

Based on the challenges of delivering road infrastructure and the characteristics of effective leadership that have been outlined above, the following leadership styles may be best in achieving effectiveness.

In order to promote technical competency, transformational leadership must be employed in the public sector. This is consistent with the findings of Hay (as cited in Nwokeiwu, 2009) that transformational leaders promote technical competence development, and levels of individual

commitment are increased amongst employees to achieve organisational goals and objectives. Transformational leadership can achieve this by constantly communicating the organisational objectives and goals to subordinates (those at implementation level), and developing subordinates' technical competencies to undertake their tasks.

The literature reviewed (Govindsamy, 2006; Mukoma, 2003; Naidoo, 2005; Nwokeiwu, 2009) showed that transformational leadership also provides a conducive environmental for technical competency, where employees can execute their tasks competently, reinforcing professionalism and confidence in an organisation. Achievement oriented leadership is also important as it shows confidence in subordinates and assist them learn to achieve organisational objectives.

In complimenting transformational leadership, transactional leadership could also be employed to drive road infrastructure delivery as it encourages hard work through rewards for performance and efforts. Contrary to transformational leadership, transactional leadership focuses on the roles and task requirements, and offers rewards dependent on the performance of subordinates (Nwokeiwu, 2009).

Blanchard and Johnson and Barbuto (as cited in Nwokeiwu, 2009) explained that transactional leadership starts with creating strong expectations with subordinates, along with understandable suggestions of what they will get for meeting those expectations. This style of leadership sets goals, explains the desired outcomes, and provides feedback and rewards for great performances.

In order to create a common vision for employees to commit to prioritisation of road infrastructure, transformational leadership is an appropriate style. The literature reviewed (Govindsamy, 2006; Mukoma, 2003; Naidoo, 2005; Nwokeiwu, 2009) suggests that transformational leaders make the vision of the future understandable, give subordinates the perspective to view the value of their work, and challenge them with superior standards. Transformational leaders are also said to have a capacity to motivate others to commit to the vision.

The literature also suggests that during leadership era 4, leaders understood that they did not know everything and were willing to learn - even from their subordinates. This is particularly critical in driving road infrastructure delivery where the private and public sector can work together. This was the period to learn to influence others through vision and value instead of control and power. Furthermore, it was the phase where leaders empowered subordinates by encouraging them to learn and develop themselves (Nwokeiwu, 2009).

According to Senge and Bass (as cited in Nwokeiwu, 2009), transformational leadership begins with developing a vision; a sight of the future that will stimulate and transform the would-be-followers. This comes with transformational leadership that support subordinates to be creative, innovative and handle old challenges in a contemporary manner (Hay, as cited in Nwokeiwu, 2009). Furthermore, according to Hay and Senge (as cited in Nwokeiwu, 2009), transformational leaders achieve this by inspiring a common vision, obtaining input from subordinates and encouraging everyone to be innovative.

Accountability was found to be lacking in the public sector and accordingly, the democratic leadership style is best to deal with this challenge. A democratic leadership style can yield high quantity and high quality work for long periods of time, when subordinates are motivated and encouraged to perform optimally. Many subordinates enjoy the faith they get and respond with honesty, high morale, team spirit and cooperation which will eventually make them accountable (Nwokeiwu, 2009). Leaders develop plans to help employees evaluate their own performances; they allow employees to establish goals; encourage subordinates to grow on the job and be promoted; and recognise and encourage achievement.

Since 1994 a democratic leadership style has emerged in South Africa, which requires the government to be accountable, transparent, responsive and consultative, amongst others, to the public it serves, be it the private sector or the general public (Mukoma, 2003). This is attributable to the fact that government was elected by the public to be in power and that they administer public funds. A democratic leadership style, within an organisation, allows the leader to include subordinates in the decision making process. According to Govindsamy (2009), making use of this style is not a sign of weakness, but will promote the respect of subordinates. A democratic leadership style is of mutual benefit as it allows subordinates to be part of a team, which in return allows the leader to make better decisions as there is a collaboration of opinions. Leadership behaviour under this style is open, approachable, friendly, and treats everyone with respect. The leader employs systems thinking and refers to himself and the team as ―us‖. Sherwood (2002) saw systems thinking as a discipline for viewing things in wholes, rather than seeing things as separate units instead of seeing them as a whole and how each unit interacts with other units.

The public sector, voluntary organisations and the private sector are all interconnected in their objectives of developing South Africa‗s road infrastructure. An understanding of systems thinking will encourage collaboration amongst the three parties as effective road infrastructure cannot be delivered without the involvement of another party. Furthermore, this is also encouraged amongst

all the government departments that deal with infrastructure development; they need to see each other as a whole rather than seeing themselves as a separate unit of government.

According to Nwokeiwu (2009), the democratic leadership style fosters subordinate participation and professional development. It is appropriate for environments where subordinates are very experienced such as engineers, doctors, lawyers, etc. This style is mainly successful when employed with highly skilled and experienced subordinates (Nwokeiwu, 2009). Civil engineers are highly skilled people and therefore this style is appropriate.

Free-rein leadership style could also be employed by leaving subordinates free to make their own decisions, nevertheless, the leader is still responsible for the final decisions. This style could also only be employed where subordinates are capable of assessing a situation and establishing what is required and how to do it (Govindsamy, 2009). Brennen (as cited in Nwokeiwu, 2009) warned that this style is not frequently encouraged, however, it has a place where subordinates are highly skilled and motivated and are able to work independently, such as with civil engineers.

Transformational leaders want results and nothing else; they are capable of separating politics from their jobs and want results and to motivate and inspire subordinates to work hard to achieve organisational objectives without political interference. Accordingly, this leadership style is best suited for this challenge.

Corruption was found to be rife in the public sector and was said to hinder the public sector from achieving its objectives. Fenaroff suggested that in improving the public sector image, it is important to eliminate elements of corruption, which unfortunately is widespread in the public sector (as cited in Ndlovu, 2009). Ethical leadership is recommended to deal with corruption in the public sector and ethical leadership, displays a certain level of integrity that is important for stimulating a sense of leader trustworthiness, which is fundamental for subordinates to acknowledge the vision of the leader (Ndlovu, 2009). Lungu and Esau, however, recommended that sound public sector ethics are crucial. Accordingly, there is a need to evaluate the public sector ethics regime (as cited in Ndlovu, 2009).

The public sector is said to be lacking project management skills such as team development for delivery of infrastructure since civil engineering is about team work. Transformational leadership style is seen as an appropriate style for development of effective teams. Transformational leaders are highly demanded. According to Burke and Collins (as cited in Naidoo, 2011), transformational leaders emphasise team development and improved cooperation with their subordinates to

guarantee constructive working relationships to contribute to the achievement of the subordinates and their organisation's performance.

Transactional leadership can also be employed in this case as it encourages subordinates to work hard and achieve organisational goals through rewards (Naidoo, 2005). According to Nwokeiwu (2009), power and influence theories are related to transactional leadership in that they are based on different ways employed to get things done and they look at the leadership styles that appear as a result. However, it is highlighted that this may not be necessarily the best approach in terms of developing relationships and a conducive working environment, but it does work and leaders in many organisations make use of it on a daily basis to accomplish tasks.

According to Naidoo (2005), during the trait theories era researchers tried to understand leadership by making comparisons between effective leaders and ineffective leaders. The search to determine the characteristics of leaders was prompted by an understanding that some leaders acquire qualities that set them apart from other people. Trait theories believe that leaders are born and not made, and focus on the people on the job and not on the job itself (Robbins, as cited in Naidoo, 2005). Daft (as cited in Naidoo, 2005) stated that recent research has revealed that effective leaders display both consideration (concern with subordinate's well-being, status and comfort) and initiating structure (concern with management characteristics which are also important for leadership, which are: planning, organising, controlling and co-ordinating the tasks of subordinates) behaviour.

Accordingly, the considerate leadership style, which is similar to people oriented leadership, could also be employed in driving road infrastructure delivery, along with the transformational and transactional leadership styles. Bennis (as cited in Naidoo, 2005) elaborated that a considerate leader is concerned with subordinates' well-being and comfort. This leader creates a friendly and conducive working environment. Under this style, a leader assumes that subordinates are undertaking their tasks to the best of their abilities and expresses appreciation when subordinates perform well. It is highlighted that advocates of this theory acknowledge that considerate leader behaviour leads to high job contentment on the part of subordinates and generates goodwill (Hellriegel and Slocum, as cited in Naidoo, 2005).

Naidoo (2005), however, highlighted that the team's performance is a function of a combination of the leader's style and various features of the situation. This means that each leadership style is mostly effective if utilised in the right situation.

4.7   Summary

This chapter focused on presenting the summary of the research results. The data were analysed using thematic analysis, and findings were presented in themes and sub-themes. Chapter Five will present the conclusion and recommendations which follow from this chapter.

CHAPTER FIVE – CONCLUSION AND RECOMMENDATIONS

5.1   Introduction

The purpose of this study was to explore the perceptions that voluntary organisations have of the impact of leadership in the public sector on road infrastructure delivery. The study investigated the challenges that inhibited road infrastructure delivery as a result of ineffective leadership, and also how this affects these voluntary organisations. This study also attempted to investigate the significance of technical incompetency and corruption on road infrastructure delivery.

It is of particular interest to note that there was no study on leadership within the public sector on road infrastructure delivery in the academic world, and it was a challenge to find a correlation between this study and other studies written for other fields.

The study was motivated by a need to explore the perceptions that the voluntary organisations hold that ineffective leadership within the public sector is considered to be the reason behind the lack and/or slow pace of the delivery of road infrastructure in South Africa. This was attributable to the current state of some of the road infrastructure in our country which is not satisfactory. Some roads are in bad conditions and have potholes. Resulting from potholes, many accidents occur on these roads. Some parts of the country do not have roads at all and some roads are congested which is not good for the economy of the country because services and goods are not delivered on time.

The objectives of the study were to:

- Identify perceptions of how public sector leadership impacts road service delivery.
- Identify challenges inhibiting road infrastructure delivery.
- Determine the importance of effective leadership in the public sector for road infrastructure delivery.
- Determine the ideal form of public sector leadership to facilitate road infrastructure delivery.

Even though the context of the study was premised on road infrastructure delivery, its findings could also be relevant to other government departments dealing with challenges related to infrastructure and service delivery.

The literature review focused on various theories pertaining to leadership, as well as leadership within the public sector for service delivery and the impact thereof. The qualitative research approach was employed and in-depth interviews were conducted to ascertain the perception of voluntary organisations on public sector leadership for road infrastructure delivery. Qualitative research, as compared to quantitative research, was undertaken to determine the perception of voluntary organisations on public sector leadership. The research problem of this study automatically lent itself to the qualitative research paradigm.

The method of obtaining data was through interviews, as it was regarded as a good technique to comprehend what people felt or thought about a particular topic. Questions were phrased in such a way that they brought forth responses from the interviewees in their own words that would describe what they felt were key aspects linked to the impact of the public sector leadership. Twenty interviews in total were conducted and thematic analysis was used to analyse the data. This comprised of analysing the data for the intention of identifying themes premised on recurrent issues or ideas, and sorting the data accordingly. The researcher looked for themes and patterns surfacing from respondents' perceptions in the data.

5.2   Key findings

The purpose of this research was to explore the perception of the public sector leadership on road infrastructure delivery. The research objectives will now be answered.

- **Objective 1:** To identify perceptions of how public sector leadership impacts road service delivery.

The first objective of the study was set up to determine the perceptions of how public sector leadership impacts road service delivery. The findings of the research revealed that participants viewed public sector leadership in a bad light when it comes to infrastructure delivery. The results revealed that all the challenges that come with ineffective leadership impeded road development and that effective leadership was totally lacking.

The study also found that respondents, as civil engineers, were frustrated that the lack of effective leadership not only adversely impacted on the economy of the country and the quality of human life, but it also adversely affected their profession, because it cannot survive without the government's roads contracts as their major client. The respondents, as civil engineers, saw an engineering career as a calling, not a job.

The results as corroborated by previous studies also revealed that the lack of transformational and transactional leadership in the public sector had an impact on subordinates' (those at implementation level) morale and performance. Even though respondents showed a lot of frustration as a result of lack of effective leadership, nonetheless, they were positive and proud to be civil engineers because they got into the industry to improve human life through infrastructure.

The findings of this research further indicated that respondents perceived that many critical positions in the public sector were made through nepotism, cadre deployment, etc., but positions should be made on technical merits. In that way leaders will receive the best technical advice required to make sound decisions. Burke and Collins (as cited in Naidoo, 2011) concurred that transformational leaders stress team development and improved subordinate working relationships to guarantee positive working relationship to contribute to the overall achievement of subordinates and the organisational performance.

The majority of respondents blamed the slow pace, or worse, lack of infrastructure, on the public sector leadership. This is because better organisational performance is linked to effective leadership (Smith et al., as cited in Sharma and Bajpai, 2010).

When the new government took power in 1994, it promised to improve service delivery in order to redress social imbalances created by apartheid. It was vital to take note that there were great hopes that the post-apartheid South African government would bring essential services to many South Africans who were in the past barred or afforded unsatisfactory services.

As a result, the new democratic government dedicated itself to enhancing the quality of basic services, accountability of public servants, efficiency and services of all recipients (Ile, 2010). Effective leadership is considered to be critical for the rapid improvement and the redress of service delivery imbalances and inequalities. Holtzhausen and Naidoo (2011), however, claimed that effective leadership alone will not end service delivery challenges, but service delivery cannot be significantly enhanced without effective leadership.

Luyt (as cited in Holtzhausen and Naidoo, 2011) highlighted that a major hindrance to service delivery, particularly at local government level, is ineffective leadership, which comprises not only corruption but also poor performance on the part of those tasked with service delivery and government officials in the management of public resources, as well as a total lack of political will to take action against those who are underperforming. Mubangizi and Gray (2010) explained that government has the most important function to play against the background of severe service

delivery backlogs that continue to mask the vast steps it has taken in the past couple of years. They further added that the *White Paper on Transforming Public Service Delivery* was developed to transform the manner South Africa delivered its services, however, how efficient has it been?

It can be stated categorically that effective leadership plays a key role in any organisation. Sharma and Bajpai (2010) added that effective leadership not only impacts subordinates' (in both public and private sector) job satisfaction, but also their productivity and organisational commitment. Loke (as cited in Sharma and Bajpai, 2010) corroborated what has been revealed in the literature, that job satisfaction, productivity and organisational commitment are dependent on leadership style and behaviour.

It is evident as suggested by the findings and the literature that effective leadership not only enhances job satisfaction, but also increases productivity, organisational performance and the climate of the organisation. This is valid for both the public and private sector organisations.

- **Objective 2:** To identify challenges inhibiting road infrastructure delivery.

The findings of this study showed that the majority of the participants identified that the lack of technical competency, corruption, vision and prioritisation, lack of accountability, lack of project management skills and low morale inhibited infrastructure development.

The over emphasis on black empowerment inhibited infrastructure development, where people have been put into positions they are not qualified for. Goldman (2007) explained that leadership credibility is not necessarily built on personality or charisma, but on solid competence. The team wants to know what their leader knows, accordingly the leader must have some knowledge base at least in his or her area of expertise.

Corruption was also cited as the inhibitor of road infrastructure, where government servants are said to be corrupt and as a result funds are removed from departments and channelled to other needy areas.

Barron (2013) found that tender corruption at local municipality level has brought the country to the brink in terms of broken or non-existent infrastructure and service delivery. The situation is so bad that the former CESA Chief Executive Officer, Graham Pirie, cited that CESA will take offending municipalities to court (Barron, 2013).

Furthermore, many municipalities and even some provinces have become no-go areas for some of the consulting firms. Consequently, in order for these consulting firms to obtain contracts, they would rather move to other African countries.

The findings also revealed that majority of the participants stressed that there is too much political interference in the public sector, which in turn renders the public sector leadership ineffective. This substantiated what has already been highlighted in the literature, that political interference is constantly undermining government's ability to deliver on its mandate.

Baron's (2013) views on this matter were that as a result of political interference, there has been a migration of technical expertise from the public sector to the private sector. This is based on decisions made by the public sector that are more about obtaining votes and being popular, as opposed to delivering the much needed services. Sharma and Bajpai (2010) pointed out that challenges of implementation are issues about how public servants influence behaviour, change the course of events, and conquer resistance.

Leadership is critical in executing decisions fruitfully. The results also indicated that a lack of effective leadership within the public sector in South Africa is a result of the significant gap in technical skills between the public and private sectors.

Rodríguez et al. (as cited in Pillay, 2008) recommended that in order to provide cost-effective and high-quality public services, that comes with creating organisations with the right ethos and approaches, creating understandable ways of delivering services, and ensuring that the right people are in the right place to respond to the needs of the general public.

Furthermore, corruption was found to be undermining the developmental state of South Africa. The results also indicated that there is a great need for development of honest public servants, however, this will need to be embedded in the leadership.

Miller (as cited in Holtzhausen and Naidoo, 2011) explained that it is essential to motivate, challenge and empower subordinates at all echelons to be effective communicators, visionaries, decision-makers, initiators, and competent to respond proactively to the challenges of the transformation process, instead of just acting as administrators of predetermined procedures and rules in government. Sing (2012) added that to ensure that the developmental state of South Africa realises its service delivery obligation, a reliable and stable personnel complement with the required technical competencies is crucial.

Walker (2011) cited that leaders talk vision by assisting subordinates around them to see that they do not need to be stuck to their current actuality. They make clear a new and enlightened sight of what is potential. They also monitor their vision by being at work, making use of their presence to continuously persuade new potentialities from the eager as well as the reluctant. They assist subordinates to see that the vision is not only valuable of their pursuit but that it can be done, and they also ask subordinates for their commitment, their energy and their participation.

Naidoo (2011) also highlighted that the poor administration of public services directly converts into poor implementation of public service delivery, accordingly, service delivery is undermined. The nonexistence of satisfactory accountability and a lack of transparency has also led to dissatisfaction, with poor service delivery resulting in violent and confrontational ways, for instance, the service delivery protests that we have witnessed in South Africa in the past few years (Holtzhausen and Naidoo, 2011).

The failure by the public sector to make prompt decisions as found in the study slows down infrastructure development progress and momentum. It is important to have proper project management skills in the public sector as that will facilitate decisions to be made promptly. Maseko (2011) emphasised the importance of a leader to make decisions on time and quickly. This is because a lack of timely decision making could have an adverse impact on the progress of a project. Furthermore, the failure to make decisions timeously could have cost implications.

Work overload affects the ability of public sector servants to deliver services effectively and efficiently and creates low morale in an organisation. The results revealed that low morale among public sector subordinates also inhibited road infrastructure delivery, as unmotivated staff are a threat to the organisation's success. When staff are not motivated, they tend to misunderstand the organisation's objectives, which is consistent with Ile's (2010) findings that the public service faces a diversity of challenges, some of which entail issues of ethics, motivation, systemic challenges as well as capacity constraints.

According to Naidoo (2005), transformational leaders understand and show concern for subordinates' personal needs and well being. They motivate and inspire subordinates to be the best they could be. Leadership behaviour is approachable, open, friendly and the leader creates an effective team, which is required for organisational performance.

Transformational leaders make their viewpoints and opinions clear, influencing their subordinates to take them seriously (Walker, 2011).

- **Objective 3:** To determine the importance of effective leadership in the public sector for road infrastructure delivery.

The findings of the study revealed that effective leadership in the public sector was of utmost importance. It was highlighted that the infrastructure sector is the driver of economy; if there is a collapse in leadership in that sector then it is almost guaranteed that the economy will collapse. Infrastructure, as indicated in the findings, has a major role to play in the growth of an economy, especially in our country. Effective leadership leads to good infrastructure and will encourage foreign investors to invest in the country, which will lead to sustainable economic development. This was stated by the then Minister of Transport Dikobe Ben Martins (2013), when he alluded to the fact that transport infrastructure is crucial for generating economic growth that will lead to alleviation of poverty and a reduction in the scourge of inequality.

Participants emphasised that the public sector is important for the delivery of infrastructure - not only for service delivery, but also for community development. This is consistent with Pillay's (2008) views that effective public sector leadership is key to dealing with the challenges facing service delivery in South Africa. Therefore, effective leadership is the key that gets infrastructure delivered where it is needed most.

With effective leadership the right infrastructure will be built in the right place. Taxpayers' money will be better spent because effective leadership will ensure that roads are delivered on time, with good quality and within budget.

- **Objective 4:** To determine the ideal form of public sector leadership to facilitate road infrastructure delivery.

The findings of the research indicate that effective leadership from the public sector, which must ensure that there is no political interference and is capable of separating politics from engineering, is required to lead road infrastructure delivery. It was also found that there must be competency at the higher level, and that skilled and motivated people must be employed in the organisation. A strong leader is required to hold all those in the public sector accountable, and who appreciates and has a full understanding of the role of road infrastructure, not only for economic reasons, but also for the quality of human life.

As suggested by Holtzhausen and Naidoo (2011), the public sector not only requires sound management, but it needs effective leadership at all echelons of the service delivery chain. Ile

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(2010) also suggested that leadership, at all levels of government, must actively foster strong intergovernmental relations and move beyond ―compliance‖ or a ―cosmetic‖ approach to one that is more result-driven and outcome-oriented. The leader of a government organisation must, through training and education of its subordinates, expand its human resource technical competency to an acceptable level that makes it able to execute its duties in an accountable, efficient and collaborative manner. Subordinates in the public sector are said to be overworked and under staffed which leads to them being frustrated and demoralised.

Rewarding employees for good performance is one of the effective ways to keep them motivated and to secure their commitment; a motivated employee is a performing employee. This is concurred by Maseko (2011) when claiming that having motivated subordinates could mean efficient performance. Rapidly increasing workloads have negatively exaggerated service delivery problems and the standard of work. It is recommended that the public sector establish a service delivery strategy to outline how it will deliver superior services whilst dealing with mounting work stress and limited resources.

Sing (2012) further added that an efficient and stable public sector is dependent on effective leadership. Accordingly, it lies with public sector leadership to employ highly capable personnel, as well as to ensure that a high quality of experience and expertise is available. Having inexperienced people is an issue that can adversely impact on service delivery and to prevent that from happening, key strategic decisions need to be made.

Wenzel (2007) stated that humanistic, conscientious, transparent, and non-corrupt government institutions are ideal for developmental service delivery, however, unfortunately such leaders who are willing to trade personal material gain and political expedience for long term development dividends are very few.

Holtzhausen and Naidoo (2011) found in their study that an ideal leadership will ensure accountability, transparency, public involvement, objectivity in service delivery, effective and efficient utilisation of government resources, effective human resource management, performance management and public oriented service delivery.

Fraser-Moleketi (2007) viewed an ideal leader as a person who will employ leadership and judgement in the creation of a world that is embedded on the values of *ubuntu*. The word *ubuntu* stems from Xhosa and Zulu languages and loosely translated in English could mean ―humanity towards other‖. *Ubuntu* could also mean ―I am who I am because of who we are‖.

Mubangizi and Gray (2010), however, suggested that there must be a cautious organisation of the interface between political leadership and public sector leadership. The existing three to five year employment contract of public sector leadership needs to be examined to determine if it is appropriate and effective for a developmental state. This is an element that was also highlighted and questioned by the respondents.

Leadership is the process of building a team in which people are comfortable in their own identity, but perform together when required to the benefit of all.

The following leadership styles are recommended for use in the public sector to drive infrastructure development, particularly where implementation of roads projects takes place at the provincial and local levels.

Transformational leadership was found to be the ideal form of leadership in the public sector as it promotes technical competency development and individual commitment for effective delivery of road infrastructure. This is achieved by ensuring that there is no political interference in the road infrastructure decision-making process, creating a vision for prioritisation of roads infrastructure, regularly communicating organisational objectives and goals, and developing subordinates' competencies. There must also be no trace of corruption in those departments dealing with road infrastructure development. This is achieved by creating a conducive environment and inspiring, motivating and fostering honesty, ethics and hard work in subordinates in order for organisational objectives to be realised (Nwokeiwu, 2009). Walker (2011) added that leaders must establish an environment where subordinates can take up work; where they can learn through attempts, track their results and utilise what they learned to transform their trade.

Transactional leadership should also be put in place to encourage hard work and promote technical competency through rewards for performance, so that infrastructure can be delivered timeously, in good quality and within the budget (Nwokeiwu, 2009).

The democratic leadership style is also recommended as it permits subordinates to be accountable for the tasks they are employed for, meaning that they will work with objectives and purpose. This is because with this style, subordinates enjoy the faith they get and respond with honesty, hard work, team spirit and superior performance (Govindsamy, 2009).

Employee centred leadership behaviour is advocated as it emphasises the subordinates' personal needs and the development of interpersonal relationships. The leader believes in using teams

instead of an individual in decision making, therefore, team development is advocated and created through this leadership style, which will inevitably lead to accountability in an organisation. Subordinates are encouraged to set and achieve high performance goals and the subordinates are treated in a sensitive and considerate manner (Grobler, as cited in Naidoo, 2005).

However, on the other hand, the production centred leadership behaviour stresses activities and methods to be followed to accomplish tasks, and is also considered suitable in the road infrastructure context. Standards are set by the leader, activities are carefully organised, work methods are prescribed and subordinates' work is monitored closely. This leadership style also leads to accountability because there are methods to be followed to achieve tasks. Robinson and De Cenzo (as cited in Naidoo, 2005), nevertheless, warned that production centred leadership should only be employed with an understanding that it leads to low team productivity and lower job satisfaction. Production centre leadership style does not have a place in the public sector.

Situational leadership is also of paramount importance to be present, as it pays attention to subordinates' well-being. Irrespective of what the leader does, efficiency depends on the action of the subordinates. This style also advocates for team development as it is said that a team could achieve more than an individual could have imagined. This theory acknowledges that subordinates' motivation and ability are crucial to the leader's success (Griffin, as cited in Naidoo, 2005).

Considerate leadership is recommended as it is also found to emphasise subordinates' well-being and comfort. This leader also creates a friendly and conducive working environment. This style recognises that a satisfied employee responds with hard work and competency, which are required for infrastructure development. Under this style, a leader assumes that subordinates are undertaking their tasks to the best of their abilities. Leaders express appreciation when subordinates perform well (Bennis, as cited in Naidoo, 2005). It was highlighted that advocates of this theory acknowledge that a considerate leader's behaviour leads to high job contentment on the part of subordinates and generates goodwill (Hellriegel and Slocum, as cited in Naidoo, 2005).

5.3   Recommendations

5.3.1   Competency-based appointments

There must be a move away from political leadership in infrastructure delivery roles; public sector leadership must be depoliticised so infrastructure can be delivered. This will result in a balance between empowerment and competency in the public sector. In addition, political interference in

project allocation must be avoided at all costs. Generally, prioritisation of projects across sectors is done in an ad hoc manner, depending on politicians. This has a tendency of ensuring that infrastructure is built in the wrong places. Cutting out politics is highly recommended as it interferes with proper infrastructure planning. Ile's (2010) views were that poor service delivery is perceived a challenge that can be best dealt with by effective public servants. With an intention of promoting technical competency, transformational and transactional leadership styles must be employed in the public sector. This corresponds with the findings of Hay (as cited in Nwokeiwu, 2009) that transformational leaders promote technical competence development, and levels of individual commitment are increased amongst subordinates to achieve organisational goals and objectives. Transactional leadership encourages hard work through rewards for performance and efforts. Transactional leadership focuses on the roles and task requirements, and offers rewards dependent on the performance of subordinates (Nwokeiwu, 2009).

The public sector must be careful of over emphasising empowerment at the expense of competency. This corresponds with Wenzel's (2007) findings that the public sector, instead of being geared towards service delivery, is mainly focused on transformational committee meetings. Transformation has only been very narrowly approached, focusing on racial representation, with the most visible impact being an erosion of institutional memory, technical capacity, enforcement capability and a general opportunistic lowering of standards. People in the public sector must also be appointed based on their technical competency and skills with no political appointments.

Barron (2013) cited that the issue of capacity in the public sector exacerbates the situation in that few municipalities have engineers on their staff. This means that when a consulting firm queries the requirements for a tender, the bureaucrat handling the process cannot even explain what is required. A leader who understands road infrastructure is required; the public sector must be led by technically competent and qualified people, and leaders must have the right experience and qualifications.

Apart from the leader there must be the right people in the department to support the leader; people who understand their role of being in the public sector who share the leader's vision of the organisation and are committed to the goals of serving people.

Leaders should focus on people and ensure that the organisation moves forward (Naidoo, 2005). This can only be done by developing the competency of employees and the collaboration of teams to enhance the organisational performance. This corresponds with Sing's (2012) view that it is

important for government to ensure that public sector servants are capacitated with the relevant skills and competencies to perform in an optimal and competent manner.

Leaders must not only have technical qualifications, but they must also have managerial qualifications (there is no explicit leadership qualification, hence managerial is used). People who can do budget planning in order to plan strategically are required in the public sector for the implementation of infrastructure, as well as those with technical backgrounds are required in the public sector to fulfil the vision.

Cadre deployment is rife in the public sector and people are placed in high positions even though they have no qualifications and technical expertise; possibly with not even a leadership qualification.

5.3.2 Accountability

There must be accountability for performance and urgency to deliver. The Gauteng Premier, Nomvula Mokonyane (2013), alluded to the fact that there must be accountability for performance at all government levels. This is similar to the findings of Wenzel (2007) that most public sector servants lack the relevant technical experience and, accordingly, this leaves decision making and accountability in no-man's land. If there is no performance people must be dealt with; people in charge must have integrity and principles of knowing what their achievables are. Where accountability is lacking in the public sector, the democratic leadership style is best suited to deal with this challenge. Nwokeiwu (2009) highlighted that a democratic leadership style can yield high quantity and high quality work for long periods of time, when subordinates are motivated and encouraged to perform optimally. Many subordinates enjoy the faith they get and respond with honesty, high morale, team spirit and cooperation which will eventually make them accountable.

It is advocated that there must be transparency and accountability for infrastructure projects; this will ensure that projects that are awarded have documents revealing how the procurement was conducted. The public sector must be operated as a business and in that way they can be measured for performance and compared to the private sector, which could eventually lead to accountability.

Contrary to the public sector, participants highlighted that in the private sector, if one does not work efficiently one becomes a liability in the organisation. In the private sector, people work efficiently and competently in order to achieve objectives and timeframes.

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Therefore, the responsibility is on the government or those tasked with the responsibility of ensuring that the public sector is capacitated with effective leadership and skilled people. Accordingly, it is required that leaders are identified for development; education and training that is contextually relevant to service delivery must be made available.

Like most countries, South Africa is looking for leaders. Walker (2011) recommended that the public sector must get entrenched leaders who work from within the challenge, and with subordinates who are most accountable for getting things completed.

Nonetheless, government is uniquely constituted to deal with compliance, procedures and policies (instead of vision of leaders) to instruct subordinates what to do and how to do it.

5.3.3 Corruption

Anti-corruption systems must be in place. Corruption needs to be dealt with and rooted out as it mainly affects poor people. This is consistent with Keightley's (2011) view that corruption is a key element in economic underperformance and a major obstacle to poverty alleviation and development. People in the public sector are said to be getting kickbacks to give certain projects to companies that are not competent enough to do the work; these people are looking after their own interests and not the interests of the people they are supposed to be serving, and eventually infrastructure development suffers.

According to Aboagye (2005), one of the major challenges as a result of corruption is the lack of effective leadership. Aboagye further explained that government requires effective leadership to combat corruption. With effective leadership the existing legal provisions will be adhered to; people will be pre-disposed to doing the right thing and systems will work - not so much because there are legal provisions, but because people are predisposed to doing the right thing. Barron (2013) highlighted that the award of tenders to the ―fly-by-night‖ organisations with no qualifications or experience is a threat to government's objectives of effective service delivery. He went on to say that as a result of corruption, where these firms lack qualifications or experience, they make up in connections.

Ethical leadership is recommended to deal with corruption in the public sector and ethical leadership displays a certain level of integrity that is important for stimulating a sense of leader trustworthiness, which is fundamental for subordinates to acknowledge the vision of the leader (Ndlovu, 2009).

5.3.4 Mentorship

There needs to be an internal training and mentorship programme of graduates to gain experience as most of the skills still lie with the older generation. What tends to happen is that graduates are placed in management positions with no proper training and mentoring. Training and mentorship can increase morale. We must have a learning academy for the public sector where people in infrastructure development are mentored and taken through at least a three year mentorship programme in terms of what government expects in the broader context of service delivery.

It was revealed in the literature that transformational leaders treat people as individuals on the basis of their knowledge and talents, with the purpose of permitting them to reach higher levels of achievement than might otherwise have been achieved. They do this through giving words of appreciation or praise and personalised career counselling and mentoring (Nwokeiwu, 2009).

Team building, as well as training and development techniques of organisational development should be used to create strong relationships and a conducive environment for subordinates and leaders to prosper in their positions. This is similar to the findings of Govindsamy (2009) that one of the leadership competencies is to put together effective teams dedicated to achieve organisational goals and results.

Municipalities, in particular, must also tender for projects, which will allow subordinates to be empowered and increase public sector skills and expertise. Effective leaders are innovative; instead of putting out projects to tender, they should rather use internal teams to undertake projects and this, will ensure skills transfer so subordinates can be registered professionally and return to true professionalism.

5.3.5 Planning

Better forward planning is suggested. There must be intergovernmental cooperation which will prevent planning in isolation from other government organisations. This will encourage proper planning within all spheres of government for road infrastructure to prevent costly abortive work. An integrated planning is required which will minimise double expenditure of funds, by giving the appropriate sphere of government the mandate to deliver infrastructure, if it is best suited to do so.

There must be improved integrated planning; leadership should be aware of the bigger picture, not only in their own departments, but in all other government departments dealing with infrastructure.

They must be aware of how they all affect each other's operations and bring it all together, making decisions on what and what should not happen.

In order to promote integrated planning within the government organisations, transformational leadership is advocated as an appropriate leadership style. The literature reviewed (Govindsamy, 2006; Mukoma, 2003; Naidoo, 2005; Nwokeiwu, 2009) suggests that transformational leaders make the vision for integrated planning understandable, give subordinates the perspective to view the value of their work, and challenge them with superior standards.

It was suggested by Sherwood (2002) that by only taking a broad vision we can stay away from the dangers of a silo mentality, and our government silo-like structures make it almost impossible to function effectively. This vision will foster integrated planning to see how things fit together between government departments, particularly those dealing with infrastructure development.

5.3.6   Procurement

The procurement system must be set up and used to procure the best team for the work with no deviation from it. It must be ensured that the Supply Chain Management rules are robust enough to withstand political interference as well as fraud and corruption. Furthermore, transparency and fair procurement processes must be established to deal with fraud and corruption.

Jones highlighted that inefficiencies in processes such as procurement are responsible for a reasonable proportion of poor service delivery performance in the public sector (as cited in Ndlovu, 2009).

According to Ndlovu (2009) ethical leadership is recommended as it displays a certain level of integrity that is important for stimulating a sense of leader trustworthiness, which is fundamental for subordinates to acknowledge the vision of the leader.

5.3.7   Decision making

People must make and stick to their decisions; often the right decision is made initially but this changes further down the line. Mukoma (2003) explained that this is attributable to most of the decisions in the public sector being more influenced by what is happening in politics rather than by logical and rational thinking. Consequently, the impact of these changes can be very costly at times.

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Kirkpatrick and Locke (as cited in Maseko, 2011) concurred that decision making is one of the crucial cognitive abilities required by an effective leader. Walker (2011) expressed that a leader encourages subordinates to make decisions in which their behaviours are inextricably associated with what they consider is right, not just what a leader told them to do.

Consequently, it is advocated that at the decision making level there must be technical expertise when it comes to infrastructure. People who have responsibility must also have delegated authority within the organisation to make sound decisions.

The leader must empower subordinates to make decisions, instead of one person making all decisions. When subordinates are empowered through involvement in decision making, the organisation will notice lower rates of subordinate turnover, which has organisational advantages (Nwokeiwu, 2009).

A democratic leadership style, within an organisation, allows the leader to include subordinates in the decision making process. Govindsamy (2009) explains that making use of this style is not a sign of weakness, but will promote the respect of subordinates. A democratic leadership style is of mutual benefit as it allows subordinates to be part of a team, which in return allows the leader to make better decisions as there is a collaboration of opinions. Leadership behaviour under this style is open, approachable, friendly, and treats everyone with respect.

There must also be some sort of decision making matrix that builds in a trade-off that will invariably have to be made – prioritisation of roads, public transport, other road infrastructure, etc, between spheres of government.

5.3.8   Clearly defined scope of work

When it comes to service delivery the public sector should clearly define the scope of work (an unclear scope of work delays the project) as this will lead to efficient service delivery. This requires proper identification, planning and prioritisation of the projects to be implemented.

Naidoo (2005) explained that this requires effective communication in directing the team, which accordingly will lead to the accomplishment of organisational objectives and there needs to be a better project management skills.

5.3.9   Effective leadership

Public sector leaders have a moral obligation towards taxpayers. If one is in power and not doing one's job, it is morally incorrect because they know what they should be doing. This could be solved by employing a transactional leadership style. According to Nwokeiwu (2009), transactional leaders set goals, explain the desired results and provide feedback and rewards for performance. Public sector leadership must know the knock on effect of what they are or are not doing and there must be a clear mandate amongst leaders across all three spheres of government and that is currently clouded.

When subordinates have the right environment and support to carry out their tasks, in most cases the feelings of personal competency will produce motivation to work hard and to perform these tasks well. This will enhance their organisational performance leading to service delivery, which is a sign of effective leadership (Schermerhorn, 1986). Gumus et al. (2011) suggested that in order to deliver services effectively, public sector leadership ought to ensure that both subordinates and organisations have the essential traits to adapt and respond. Accomplished adjustment will demand continuous personal development and organisational growth. As for personal professional growth, one is required to stay informed, and continuously revise skills, knowledge and competencies. When it comes to organisations, they ought to learn to change and take action and to encourage the development of subordinates. In a continuous learning organisation, individual improvement is seen as essential to the organisation's success.

There must also be improved general leadership skills (how does one motivate people to pull in the same direction, i.e. people management skills). The literature showed that transformational leadership encourages and motivates subordinates to perform optimally (Nwokeiwu, 2009). There must also be improved communication skills (internally and externally). Public sector leadership must embrace innovative solutions, be visionary and open to new possibilities. Hay and Senge (as cited in Nwokeiwu, 2009) claimed that transformational leadership encourages subordinates to have a common vision and be innovative, and leaders are encouraged to have faith in their subordinates. Govindsamy (2009) concurred that subordinates respond with high morale and hard work when leaders have faith in them. Leaders must also have a vision for bigger picture and must ensure that financial resources are appropriately utilised for what they are intended.

Dutton, Dukerich and Harquail (as cited in Ammeter and Dukerich, 2002) highlighted that, although not very fundamental, an image of the organisation is regarded as a trait that can enhance the degree to which subordinates feel as part of an organisation. A high performing organisation

will be perceived as such by the general public, which brings a sense of pride to the subordinates which is a motivation itself for subordinates to perform beyond expectations.

Effective leadership emphasises sustainability. According to Walker (2011), effective leaders purposely portray themselves in a manner that makes their leadership impossible to differentiate from work. Consequently, when they are away, the work carries on.

5.4 Recommendations for future studies

As a result of the research findings and conclusions, there are recommendations for future research.

Future research could explore the following:

This study only explored the perceptions of the voluntary organisations on the impact of public sector leadership on road infrastructure delivery. A quantitative study could be conducted with more participants from voluntary organisations, and the public sector can also be included to determine their perspective. Further studies can also explore the role of partnerships between the public sector and voluntary organisations to improve road infrastructure delivery. Future research could be also undertaken to determine the leadership styles that are currently employed in the public sector and how effective they are. Studies can also investigate the impact of skills shortages in government departments on service delivery. Future studies can also explore how the public sector organisations could be established to operate as businesses to improve efficiency.

5.5 Summary

The purpose of this research was to investigate the perception of the impact of the public sector leadership on road infrastructure delivery. The objectives of this research were to obtain in-depth data from the participants to ascertain the perception of voluntary organisations on public sector leadership for road infrastructure delivery.

The research objectives that were set were answered. The issues that were highlighted in this study pertaining to public sector leadership need to be addressed, as the status quo is not conducive for a developing country where infrastructure needs to be used to alleviate poverty, inequality and unemployment.

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APPENDIX 1: INFORMED CONSENT LETTER

UNIVERSITY OF KWAZULU-NATAL
Graduate School of Business and Leadership

Master of Commerce in Leadership Studies
Researcher: Mr. Andile Gqaji (Tel: 033-3928119)
Supervisor: Ms. Cecile Gerwel (Tel: 031-2608318)
Research Office: Ms P Ximba (031-2603587)

Dear Respondent,

I, Andile Gqaji, am a Master of Commerce in Leadership Studies student in the Graduate School of Business and Leadership, at the University of KwaZulu-Natal. You are invited to participate in a research project entitled: *Investigating Perceptions of the Impact of Public Sector Leadership on Road Infrastructure Delivery.*

The aim of this study is to explore the voluntary and statutory organisations perceptions of the impact of leadership in the public sector for road infrastructure delivery. The study will also investigate the challenges that inhibit road infrastructure delivery as a result of ineffective leadership, and also how this affects these voluntary and statutory organisations and moreover make recommendations for improvements.

Through your participation I hope to understand the specifics of the problem areas. The results of this study are intended to contribute to enhancing leadership in the public sector and consequently improving the road infrastructure delivery in South Africa, thus promoting quality of life of all those in South Africa.

Your participation in this project is voluntary. You may refuse to participate or withdraw from the project at any time with no negative consequence. There will be no monetary gain from participating in this research project. Confidentiality and anonymity of records identifying you as a participant will be maintained by the Graduate School of Business and Leadership, UKZN.

If you have any questions or concerns about participating in this study, please contact me or my supervisor at the numbers listed above. It should take about 30 – 45 minutes to undertake the interview. I hope you will take the time to participate in the interviews.

Sincerely

Investigator's signature_____ Date_____

This page is to be retained by participant

Master of Commerce in Leadership Studies
Researcher: Mr. Andile Gqaji (Tel: 033-3928119)
Supervisor: Ms. Cecile Gerwel (Tel: 031-2608318)
Research Office: Ms P Ximba (031-2603587)

CONSENT

I_____(full names of participant) hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participating in the research project. I understand that I am at liberty to withdraw from the project at any time, should I so desire.

_____   _____
Signature of Participant   Date

This page is to be retained by researcher

APPENDIX 2: INTERVIEW QUESTIONS

1   (a) In which sector does your organisation belong?

Private	Public

1   (b) How long have you practised in the industry?

0 – 6 mnths	6 – 12 months	1 – 3 years	3 – 5 years	5 – 10 years	> 10 years

1   (c) What is your race group? (This question is only included to determine if the perception is understood differently by each race group)

Black	Coloured	Indian	White

1   (d) What is your age category?

18 – 25	26 – 35	36 – 45	45 – 55	>55

1   (e) What is your position in your organisation and are you professionally registered?

2.   Is there a distinction between private and public sector leadership? If yes, please explain in detail.

3.   What are your perceptions of how public sector leadership impacts (road) infrastructure delivery?

4.   What are the challenges inhibiting (road) infrastructure delivery?

5.   How important is effective leadership in the public sector for (road) infrastructure delivery?

6.   What is the ideal form of public sector leadership to facilitate (road) infrastructure delivery?

7.   What role does effective leadership within the public sector play in our industry or country?

8.   Have you ever experienced lack of effective leadership in the public sector? If yes, please elaborate?

9.   What are the implications of a lack of effective leadership in the public sector for the civil engineering industry?

10. Please advise on at least 3 things you would like to see being improved by the public sector leadership.

APPENDIX 3: ETHICAL CLEARANCE APPROVAL

UNIVERSITY OF KWAZULU-NATAL ™
INYUVESI YAKWAZULU-NATALI

26 April 2013

Mr Andile Gqaji 211556501
Graduate School of Business and Leadership
Westville Campus

Protocol reference number: HSS/0256/013M
Project title: Investigating Perceptions of the Impact of Public Sector Leadership on Road Infrastructure Delivery

Dear Mr Gqaji

Expedited approval

I wish to inform you that your application has been granted Full Approval through an expedited review process.

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment/modification prior to its implementation. In case you have further queries, please quote the above reference number. Please note: Research data should be securely stored in the school/department for a period of 5 years.

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully

Professor Steven Collings (Chair)

/px

cc Supervisor Cecile Gerwel Proches
cc Academic leader research Dr SA Bodhanya
cc School Admininstrator Ms W Clarke and Eileen Mohamed

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