EQUAL EDUCATION

IMPLEMENTING AGENTS:

The Middlemen in Charge of Building Schools

October 2018 (Revised Edition)

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List of **Abbreviations**

ANC:	African National Congress
ASIDI:	Accelerated Schools Infrastructure Development Initiative
BBBEE:	Broad-Based Black Economic Empowerment
BEC:	Bid Evaluation Committee
CIDB:	Construction Industry Development Board
DBE:	Department of Basic Education
DBSA:	Development Bank of Southern Africa
ECDC:	Eastern Cape Development Corporation
ECDoE:	Eastern Cape Department of Education
ECDPW:	Eastern Cape Department of Public Works
EE:	Equal Education
EIG:	Education Infrastructure Grant
EFMS:	Education Facilities Management System
HoD:	Head of Department
IA:	Implementing Agent
IDIP:	Infrastructure Delivery Improvement Programme
IDMS:	Infrastructure Delivery Management System
IRM:	Infrastructure Reporting Model
NEIMS:	National Education Infrastructure Management System
PED:	Provincial Education Department
PFMA:	Public Financial Management Act
SCoA:	Standing Committee on Appropriations
SGB:	School Governing Body
SIBG:	School Infrastructure Backlogs Grant
SIPDM:	Standard for Infrastructure Procurement and Delivery Management
U-AMP:	User Asset Management Plan

Introduction

In 2004, former President Thabo Mbeki stated, "We shall ensure that there is no pupil learing under a tree, mud school or any dangerous conditions that expose pupils and teachers to the elements."[1] The year of his announcement there were 572 mud schools in the Eastern Cape alone.[2] An Equal Education (EE) school member, or Equaliser, articulated the urgency of the Eastern Cape infrastructure crisis in an affidavit filed in support of a 2012 school infrastructure court case brought by EE. The Equaliser said: "A child could be the president of the future, but how could a child in one of those classrooms that's not proper become president? Schools must have science labs, computer rooms, and everything we need to succeed in life."[3]

At the beginning of 2018, more than a decade after President Mbeki's promise, the Eastern Cape is still home to 205 of 273 South African schools built with illegal materials.[4] In the 2017/18 financial year, only seven schools were built to replace these structures.[5]

Since its inception in 2008, EE has campaigned for government to provide adequate, accessible and appropriate infrastructure at all public schools. EE recognises the correlation between poor learning conditions, dismal learning outcomes, and the entrenchment of inequality within the education system.[6] In 2013, following five years of campaigning by EE members, National Minister of Basic Education Angie Motshekga published the binding *Regulations Relating to Minimum Uniform Norms and Standards for Public School Infrastructure* (Norms and Standards).

This law regulates when schools should be built and upgraded, the materials that schools should be built from, the size of classrooms, and the basic services schools should have such as sanitation and internet connectivity.[7] For example, the Norms and Standards require that by 29 November 2016 all schools must have been provided with access to water, sanitation, and electricity. Those built of inappropriate materials (mud, zinc, wood or asbestos) must have been eradicated and replaced.

Alongside this legal framework to ensure school infrastructure provision, government has also ring-fenced budget allocations for the specific purpose of building schools: the provincial Education Infrastructure Grant (EIG) and the School Infrastructure Backlog Grant (SIBG), which funds the nationally administered Accelerated Schools Delivery Initiative (ASIDI). During the 2018/19 financial year, R10.1 billion was allocated towards the EIG and R2.3 billion towards the SIBG.[8]

This paper discusses some of the reasons why, in spite of comprehensive commitments made, systems created, money spent, and laws passed, the State has not delivered on its constitutional mandate to replace mud schools and provide schools with water, electricity, and sanitation. To understand the reality on the ground in the Eastern Cape, we will focus on the middlemen in charge of building school infrastructure: implementing agents (IAs).

Given that school building projects are not being managed correctly, EE has begun to question the necessity of IAs in the infrastructure delivery process. EE is not alone in doing so.

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[1] Mbeki, T. *Address of the President of South Africa, Thabo Mbeki, to the first joint sitting of the third democratic Parliament.* 21 May 2004. Available at: https://www.gov.za/address-president-south-africa-thabo-mbeki-first-joint-sitting-third-democratic-parliament-cape-town

[2] Eastern Cape Department of Education. *Annual Report 2004/2005.* Page 106.

[3] Equal Education. *Planning to Fail: A Report on Equal Education's Eastern Cape School visits.* 2016. Available at: https://equaleducation.org.za/wp-content/uploads/2016/07/Full-EE-Planning-to-Fail-Report-2017.pdf

[4] Department of Basic Education. Response to a Parliamentary Question NW 909. 23 May 2018. Available at: https://pmg.org.za/committee-question/9025/

[5] Eastern Cape Department of Education. *Annual Report* 2017/18. 2017. Page 92. Available at: http://ecdoe.co.za/files/resources/resource_515.pdf

[6] Cuyvers, K., De Weerd, G., Dupont, S., Mols, S. & Nuytten, C. "Well-being at school: does infrastructure matter?" CELE Exchange, *Center for Effective Learning Environments.* 2011 (10).

[7] Department of Basic Education. "Regulations Relating to Minimum Uniform Norms and Standards for Public School Infrastructure." *Government Notice R920 Government Gazette 37081.* 29 November 2013.

[8] National Treasury. *Division of Revenue Amendment Bill.* 2018. Available at: http://www.treasury.gov.za/legislation/bills/2018/[B34-2018]%20(Division%20of%20Revenue%20Amendment%20Bill).pdf

During a February 2013 discussion on ASIDI at a meeting of Parliament's Standing Committee on Appropriations (SCoA), African National Congress (ANC) Member of Parliament Alina Mfulo stated:

> *"Implementing agents were basically middlemen; they were not doing the job, they still had to hire contractors. Were they necessary? Why were they given an advance? ... Was quality being looked at?"*[9]

Fast forward to five years later, and the number of IAs who deliver school infrastructure has only increased. ASIDI expanded from using one IA, the Development Bank of Southern Africa (DBSA), to using five.[10] At the time of writing, the Eastern Cape relied on eight IAs.[11] Indeed, HoD of the EC-DoE Themba Kojana echoed Mfulo's sentiment in a meeting with EE in May 2017. He said:

> *"If it were up to me, we wouldn't have implementing agents. We would hire contractors directly! But... that isn't the context we have found ourselves in."*[12]

This paper paints a picture of the role IAs play in the management of school construction projects. It seeks to clarify the lines of accountability, communication, and oversight among various actors involved in the infrastructure delivery processes. These actors include:

- Principals
- School governing bodies (SGBs)
- Learners
- Implementing agents
- Contractors
- Professional service providers (consultants, architects, engineers, quantity surveyors)
- Provincial treasuries
- National Treasury

EE conducted a series of interviews with experts, consultants, IA managers and directors, and government officials. We attended relevant Parliamentary meetings and studied government documents such as annual reports, infrastructure plans, budget statements, court judgments, and Auditor General findings. This has allowed us to unpack various reasons behind why schools are not built or upgraded timeously with adequate basic resources.

Our research questions were:

1. Who are IAs and what responsibilities do they have in the school infrastructure delivery process?
2. What are the critical enabling factors of an IA's success?
3. What are the key recommendations that can be made to ensure the successful delivery of desperately needed public schools and the provision of basic services?

[9] Department of Basic Education. Accelerated Schools Infrastructure Development Initiative (ASIDI) programme: Deputy Minister of Basic Education progress briefing to Standing Committee on Appropriations. 19 February 2013. Available at: https://pmg.org.za/committee-meeting/15412/

[10] The five IAs: Development Bank of South Africa, Independent Development Trust, Coega Development Corporation, Mvula Trust, and Mhlatuzi Water.

[11] The eight IAs: Development Bank of South Africa, Independent Development Trust, Coega Development Corporation, Mvula Trust, Eastern Cape Development Corporation, Amatole Water, Public Works, Water Research Commission.

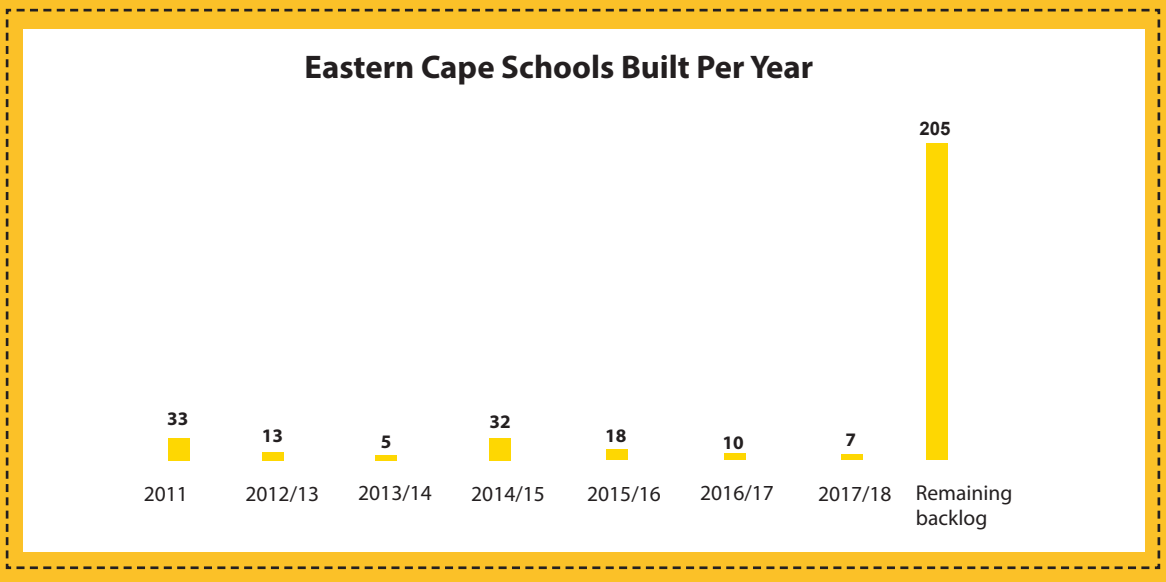
[12] Interview with Mr Themba Kojana, HoD of the Eastern Cape Department of Education. The interview was conducted by Nika Soon-Shiong on May 2017.

Part I: **The State of School Infrastructure**

Since the Norms and Standards were promulgated, EE has closely monitored their implementation. This work has focused specifically on the Eastern Cape, the province with the worst infrastructure backlogs in the country. EE staff have visited over 100 rural schools since the Eastern Cape office opened in late 2014. In November 2016, visits to 60 schools revealed that 17 were outright violations of the Norms and Standards law.[13]

The 2018 National Education Infrastructure Management System (NEIMS) report – the most frequently updated report on school infrastructure – reveals that 57% of all schools with no electricity and 100% of schools with no sanitation facilities are located in the Eastern Cape.[14] In a 2018 written response to Members of Parliament, the DBE stated that there are 205 schools in the Eastern Cape that are made of inappropriate materials.[15]

Indeed, the Eastern Cape Department of Education (ECDoE) has built schools in the Eastern Cape at an achingly slow pace. In the 2017/18 financial year, the ECDoE only built 10 new schools, even though the Department had planned to build 31 schools.[16] Between 2011 and 2017, the ECDoE only built 118 new schools. The graph below shows the number of schools built per year by the ECDoE:



Sources: Various government documents [17]

[13] Equal Education. *Planning to Fail: Summary of findings from Equal Education's Eastern Cape School Visits.* 29 November 2016. Available at: https://equaleducation.org.za/wp-content/uploads/2016/07/PLANNING-TO-FAIL-SUMMARY-OF-FINDINGS.pdf

[14] Department of Basic Education. *National Education Information Management System Standard Report.* January 2018. Available at: https://www.education.gov.za/Portals/0/Documents/Reports/NEIMS%20Report%20%2020172018.pdf?ver=2018-01-30-120305-787

[15] Department of Basic Education. Response to a Parliamentary Question NW 909. 23 May 2018. Available at: https://pmg.org.za/committee-question/9025/

[16] Eastern Cape Department of Education. *Annual Report 2016/17.* 2017. Page 74. Available at: http://ecdoe.co.za/files/resources/resource_448.pdf

[17] Department of Basic Education. Response to Parliamentary Question NW 290. 16 March 2017. Available at: https://pmg.org.za/committee-question/4936/; Eastern Cape Department of Basic Education. *Annual Report 2016/17.* 2016. Page 74. Available at: http://ecdoe.co.za/files/resources/resource_448.pdf ; Easten Cape Department of Basic Education. *Annual Report 2017/18.* 2017. Page 75. Available at: http://ecdoe.co.za/files/resources/resource_515.pdf.

The ASIDI programme, initiated in 2011, had the objective of completely rebuilding 510 schools across the country within three years. In 2018, seven years down the line, only 202 schools have been constructed through this programme.[18]

This is not to say that there has been no progress since the promulgation of the Norms and Standards in 2013. The 2018 NEIMS report illustrates a significant improvement of overall infrastructure conditions in the country.[19] In 2013, 1 772 schools had no access to water, compared to 0 in 2018; 2 925 schools had no access to electricity compared to 269 in 2018. A staggering 822 schools had no toilets at all in 2013, compared to 37 in 2018.

At the same time, our ability to hold government accountable is hampered by the lack of reliable, official data. The Limpopo Norms Progress Report,[20] published in June 2018, contradicts NEIMS figures, stating that there are still 15 schools without access to water in Limpopo alone.

Earlier in 2018, the DBE was instructed by President Cyril Ramaphosa to conduct an audit of sanitation needs at schools across the country after a young girl fell to her death in a pit latrine at her school in the Eastern Cape.[21] The DBE conducted a 'rapid audit' in April 2018, the figures of which also contradict NEIMS data.[22] Without accurate data, it is incredibly challenging to monitor the DBE and provincial education departments' (PEDs) remediation of school infrastructure backlogs.

What we do know is that the implementation of the Norms and Standards has been far slower than planned. Where infrastructure is delivered, EE has encountered schools where its quality remains a serious issue, or where schools have been provided with some access to basic services, but not adequate access.[23] As this report will later discuss, the slow and irregular performance of IAs has been a stumbling block to the successful implementation of the Norms and Standards thus far.

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[18] Department of Basic Education. Response to a Parliamentary Question NW 827. 21 June 2018. Available at: https://pmg.org.za/committee-question/9281/

[19] Department of Basic Education. *National Education Information Management System Standard Report.* January 2018. Available at: https://www.education.gov.za/Portals/0/Documents/Reports/NEIMS%20Report%20%2020172018.pdf?ver=2018-01-30-120305-787

[20] Limpopo Department of Education, *Infrastructure Norms and Standards Report.* 2018. Available at: https://www.education.gov.za/Portals/0/Documents/Reports/2017%20Infrastructure%20Reports/2017%20Norms%20and%20Standards%20Report%20LP.pdf

[21] Equal Education. *Basic Education Minister Must Urgently Release the Sanitation Audit.* 25 July 2018. Available at: https://equaleducation.org.za/2018/07/25/media-statement-basic-education-minister-motshekga-must-urgently-release-the-sanitation-audit-4/

[22] Pikoli, Z. "42 years later, learners are still dying." *Daily Maverick.* 15 June 2018. Available at: https://www.dailymaverick.co.za/opinionista/2018-06-15-42-years-later-learners-are-still-dying/#.Wyy63RL-ifV

[23] Equal Education. *Planning to Fail: A Report on Equal Education's Eastern Cape School visits.* 2016.

Part II: **The Role of Implementing Agents**

IAs can perform different roles for departments of education. They can support the governance of a PED as well as directly manage school construction projects. IAs can be government departments, state-owned enterprises, public entities, and non-profit organisations. They provide necessary technical support to departments, especially in rural and historically disadvantaged provinces such as the Eastern Cape.

In terms of a 2008 Executive Council decision, the Eastern Cape Department of Public Works (ECDPW) ought to be responsible for the delivery of public infrastructure. However, this has not been the case because the ECDPW does not have the necessary capacity. A lack of capacity within the ECDoE and ECDPW is, in the words of the ECDoE, "the greatest constraint to effective and efficient delivery."[24] Given that IAs are meant to fill this capacity gap by acting on behalf of PEDs and the DBE, it is important that they are scrutinised with the same voracity as these government departments.

The ECDoE's 2015 decision to contract an IA called the Eastern Cape Development Corporation provides a good example of the role an IA can play within a PED.[25] The IA was tasked with developing a project management office within the ECDoE that assists with capacitating the department's infrastructure delivery unit. The Eastern Cape Development Corporation's role included developing necessary supply chain management and financial policies and systems within the ECDoE.[26]

At the time of writing there were 20 Eastern Cape Development Corporation personnel working at the ECDoE, which is a hopeful step towards streamlining the province's financial management system.[27] However, the Public Protector recently reported that money allocated to the Eastern Cape Development Corporation to build mud schools in the Eastern Cape was improperly siphoned to buy T-shirts and catering for former President Nelson Mandela's funeral.[28]

According to National Treasury, the role of IAs when they directly manage the construction of school infrastructure projects is to:

1) Plan, manage and roll out the design and delivery of school infrastructure in accordance with the Department of Basic Education's briefing, priorities, MTEF budget provisions, mandate, norms and standards policies.
2) Plan and manage the effective procurement within the legislative framework of the required built environment professionals, contractors and suppliers to delivery projects.
3) Provide informed "client" direction to the appointed project managers and design team in the planning, design and implementation of projects.
4) Oversee the commissioning, fine tuning and hand over of completed infrastructure to the custodian.
5) Identify stakeholder base and expectation and manage project risks.
6) Manage socio-economic risks.
7) Oversee the financial management and budgeting requirements for projects.
8) Make the necessary payments to contractors, suppliers and consultants.

Source: National Treasury. Cost Model for the Establishment of Control Budgets for Primary and Secondary Schools. May 2015.

[24] Eastern Cape Department of Education. *Discussion Paper on Infrastructure.* 14 September 2014. Page 8.
[25] The Eastern Cape Development Corporation is the province's development financier whose aim is to help stimulate the economy of the Eastern Cape. Major areas of focus include supporting new and existing businesses with finance and stimulating exports from and investment to the province.
[26] Equal Education meeting with Eastern Cape Development Corporation. 19 July 2017.
[27] For example, at the time of writing an Eastern Cape Development Corporation employee worked as Programme Finance Manager for the ECDoE, overseeing all financial management of the ECDoE from document retention to budgeting and supply chain management.
[28] Whittles, G. "Public Protector: Money for water, mud-schools rerouted for Mandela funeral T-shirts." *Mail&Guardian.* 2017. Available at: https://mg.co.za/article/2017-12-04-public-protector-siu-must-investigate-mandelafuneral-corruption

The Head of Department (HoD) of a PED decides which projects to allocate to a particular IA. The PED itself builds schools in emergency and disaster situations, and implements smaller maintenance projects without the use of an IA by appointing contractors and professionals directly.[29]

For all other cases, IAs procure[30] and manage contractors and built environment professionals.[31] Regardless of performance, IAs typically receive between 4.5% to 10% of the cost of a school infrastructure project in management fees.[32]

IAs are paid for building schools for a PED on a monthly basis, based on verified work.[33] For projects completed on behalf of the DBE's ASIDI programme, IAs receive management fees in tranches while the school is being constructed.[34]

When it comes to directly managing the building and upgrading of schools, IAs are contractually bound to meet several key performance indicators. The key performance indicators below are found in a service delivery agreement template between the State and a school infrastructure IA.

9.15 KEY PERFORMANCE INDICATORS

The performance of the AGENT will be measured in terms of the following Key Performance Indicators:

a. Only work authorised in the CLIENT's approved Infrastructure Plan (aligned to approved Asset Management Plans), will be carried out.

b. Policy on termination/cancellation of late completed projects always adhered to.

c. Monthly progress reports always submitted on time.

d. Always appoint consultants within the stipulated time frame.

e. Always award contracts within the stipulated time frame of tender closing dates.

f. Always assess and certify all certificates within 14 (fourteen) days of receiving the invoices.

g. Projects to be delivered according to agreed time, within approved budget and to the required specification and quality.

Access to information on the work of IAs

While these key performance indicators are clear, civil society cannot compare the actual work of IAs against them due to the lack of publicly available IA performance information. This information is tracked in infrastructure procurement plans, User Asset Management Plan (U-AMP), and Infrastructure Reporting Model reports. The PED's procurement plans[35] inform the U-AMP, a document which a PED writes every year detailing infrastructure delivery planning and budgetary requirements over two Medium Term Expenditure Frameworks.

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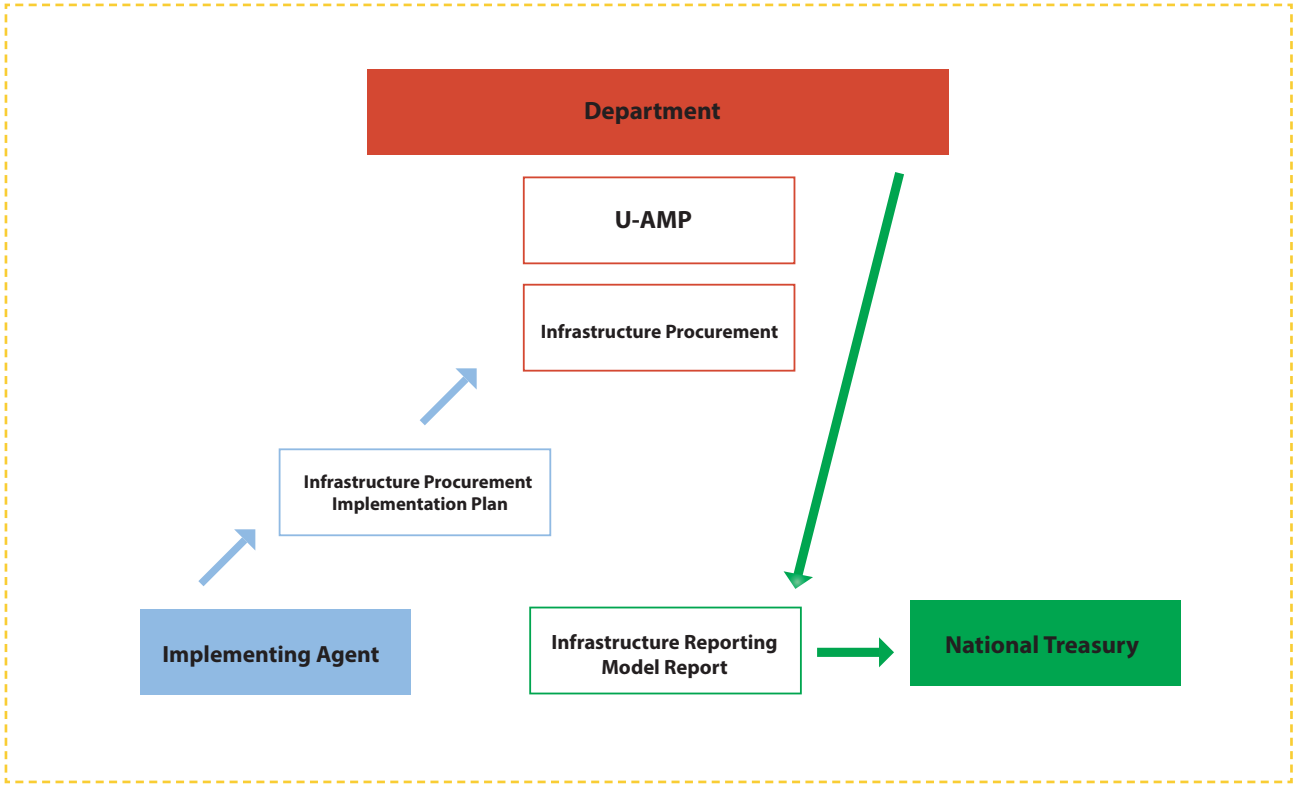
[29] Eastern Cape Department of Education. *Infrastructure Procurement Management Plan 2017-18.* Draft 2.6. 2017. Page 32.
[30] Procurement is the process by which contracts are created, managed, and fulfilled.
[31] Built environment professionals include: architects, designers, civil engineers, electrical engineers and quantity surveyors.
[32] National Treasury. Instruction 04 of 2014/15: Management Fees to be charged by the Independent Development Trust. Available at: http://www.treasury.gov.za/legislation/pfma/TreasuryInstruction/Treasury%20Instruction%204%20of%202014%202015%20on%20Management%20Fees.pdf
[33] Construction Industry Development Board. Service Delivery Agreement with a Programme Implementing Agent Template
[34] Bid Specification Document, ASIDI School.
[35] The procurement plans are the Infrastructure Procurement Management Plan (IPMP): a document a PED writes that is signed off by the Chief Director of Property Management of the relevant PED's infrastructure unit. What informs this plan is an Infrastructure Procurement Implementation Plan, which an IA writes to the PED confirming which projects it is capable of completing.

The U-AMP contains a project list with budget information for each school.[36] The U-AMP document is not released on the PED's website. This makes it hard for the public and for school communities to track which schools have been allocated to a particular IA. EE has attempted to solve this information gap by asking IAs to provide us with project lists. However, we have been met with inconsistent responses. Certain IAs were willing to share project lists, while others declined the requests.



The Infrastructure Reporting Model report is a report that a PED sends to the provincial treasury on a monthly basis. These reports document the progress on all school projects, the stage of the project, and which IAs are responsible. Infrastructure Reporting Model reports are not made publicly available, rendering it difficult to monitor which contractors have been appointed to a school project. Provincial budget documents do not state which contractor or IA is assigned to a project, who bid for a particular project, and how those bids are evaluated against the bid specification criteria.[37] This project-level information has occasionally been shared in our meetings with IAs, Provincial Treasury officials, or PEDs.

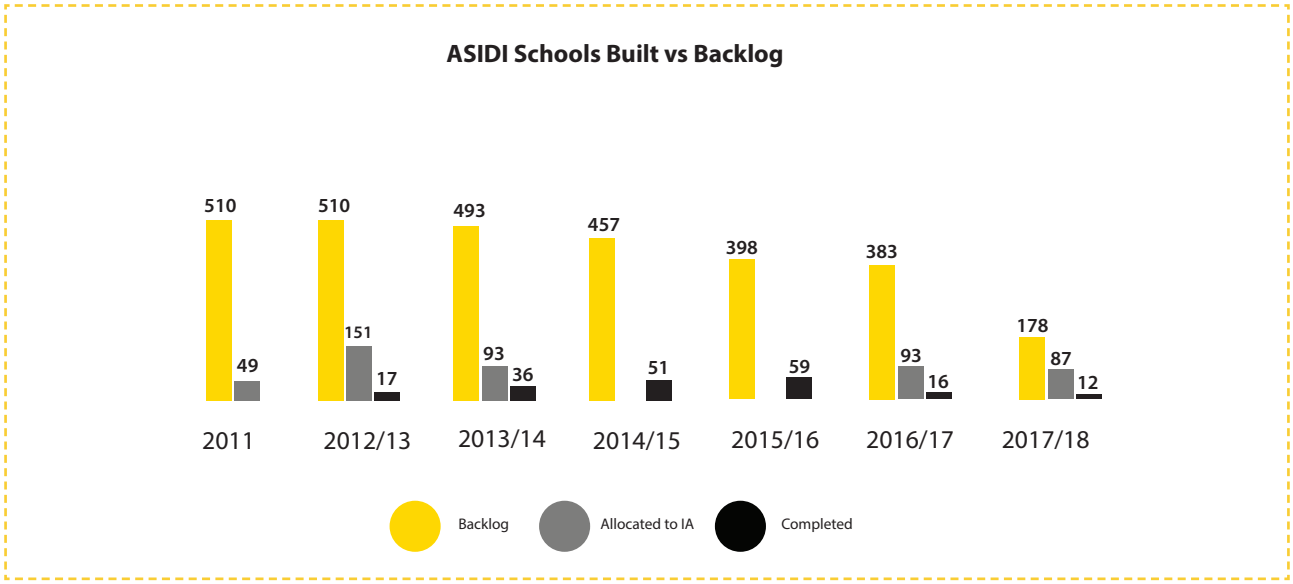
Poor performance by IAs

Due to large gaps in the information that is available in the public domain, EE has made a concerted research effort to trace the work of IAs. Through our relationships with schools and numerous school visits, EE obtained first-hand information on schools that had not received any communication from their designated IA or from the department on the slow or non-delivery of infrastructure.

[36] Department of Public Works. *Immovable Asset Management in national and Provincial Governments: Guidelines for Users: User Asset Management Plans. Version 1.* 20 October 2008. Available at: http://toolkit.cidb.org.za/Shared%20Documents/DP2-S10%20Guideline%20for%20U-AMP%20(2008-10-20)%20Version%201.pdf

[37] Bid specification criteria states the requirements to be satisfied by a service provider.

The 2016/17 DBE Annual Report discusses deviations from planned infrastructure delivery targets in relation to ASIDI. There is a pattern of IAs being allocated schools through ASIDI, but then not delivering as planned, depicted below.



Source: DBE Presentation to the Portfolio Committee on Basic Education [38]

The report states that the DBE "had to terminate some contracts with IAs or reduce the scope of work due to poor performance."[39] In 2018/19 Annual Report the DBE again ascribes its sluggish progress in meeting school construction targets to poor IA performance.[40] Additional reasons for deviations from project targets included the poor performance of contractors and professional service providers, "resulting in inferior quality of work which had to be redone."[41]

Indeed EE has encountered cases where infrastructure has been delivered, but is of such poor quality that it endangers the lives of learners. At Lingelihle Senior Secondary School in Qumbu, a poorly built and incomplete wall collapsed and killed a learner in 2014. The school had complained to the IA several times that the wall structure was unsafe, but received inadequate communication – until it was too late.[42]

If a contractor does not perform, the DBE, PED or IA accounting officer must add that contractor to National Treasury's database of restricted suppliers – the contractor blacklist.[43] Under the Public Finance Management Act of 1999, the accounting officer is the person responsible for the finance and risk management system of a department and its programmes. They are usually the HoD of a PED, or the CEO of an IA.[44]

Both contractors and professional service providers should be monitored by IAs. While it would be unfair to state that all IAs are underperforming consistently, the slow rate of school infrastructure delivery and the failure of the State to meet the first Norms and Standards deadline, qualify their overall delivery as a failure. It is important to note that this failure is facilitated by a lack of contractor and IA performance monitoring by PEDs and the DBE.

[38] Department of Basic Education. DBE School Infrastructure Presentation. Presentation to the Portfolio Committee on Basic Education. 06 March 2018. Available at: https://pmg.org.za/committee-meeting/25904/
[39] Department of Basic Education. *Department of Basic Education 2016/17 Annual Report.* Pretoria: Government Printers. 2017. Page 159.
[40] Department of Basic Education. *Department of Basic Education 2016/17 Annual Report.* Pretoria: Government Printers. 2018. Page 118.
[41] Department of Basic Education. *Department of Basic Education 2016/17 Annual Report.* Pretoria: Government Printers. 2017. Page 171.
[42] Mgaqelwa, Abongile. "Wall collapses and kills pupil, 16." *The Daily Dispatch.* 22 September 2014.
[43] National Treasury. Supply Chain Management Office Practice Note Number SCM 5 of 2006. 2006. Available at: http://www.treasury.gov.za/divisions/ocpo/sc/PracticeNotes/Practice%20note%20SCM%205%20of%202006.pdf
[44] Van der Westhuizen, C. M*onitoring Public Procurement in South Africa. A Reference Guide for Civil Society Organizations.* Cape Town: International Budget Partnership. 2015. Page 209.

Part III: **Infrastructure Delivery Systems**

Construction Industry Development Board (CIDB) was established in 2000 after Parliament passed the Construction Industry Development Board Act (Act No. 38 of 2000). The Act introduced standard practices and procedures for construction procurement, as well as a national register of contractors who are given grades according to their financial capability and work capacity. This is determined by considering the scale of projects that they have successfully completed. For example, the maximum value of a contract that a grade seven contractor can perform is R40 million.[45] In order to be classified as grade seven, a contractor must have completed a project to the value of R10 million.

In 2001, National Treasury decided to systematically address poor infrastructure delivery across the country. Treasury commissioned a review of provincial infrastructure systems. The result was the Infrastructure Delivery Improvement Programme (IDIP). Before the IDIP, there was no documented set of national processes that represented general best practice. The CIDB became responsible for the management of the Infrastructure Delivery Management Toolkit, a product of the IDIP that sets out these processes. The CIDB was also responsible for providing support and training on the IDIP's implementation and rollout. The IDIP introduced occupational specific dispensation, which financially incentivised built environment professionals to work in the provincial health and education departments.

In 2010, government enacted an Infrastructure Delivery Management System (IDMS) for the planning, budgeting, procurement, delivery, maintenance, operation, monitoring and evaluation of public infrastructure. This is housed under National Treasury. In 2015, National Treasury introduced a second system to complement the IDMS and to tighten up supply chain management processes: the National Treasury Standard for Infrastructure Procurement and Delivery Management (SIPDM). The SIPDM establishes frameworks for the planning, design, and execution of infrastructure projects and infrastructure procurement by creating project phases and standards for procurement that apply to all government departments.

The complicated, overlapping systems for school infrastructure delivery are difficult for government officials to navigate, let alone civil society or the public. Neither the comprehensive systems nor the legal mandate to fix schools has led to their timely construction. According to a national Supply Chain Management Review update,[46] the slow delivery of school infrastructure is in part due to increased infrastructure costs: "Consulting and engineering professionals significantly contribute to increased infrastructure costs… A desktop study of some projects suggests that some of these projects are often up to 200 percent higher" than they should have been.[47] The contracts of these consultants and professionals are managed by IAs.

We will now outline the process of building a school in order to clearly delineate the responsibilities of IAs.

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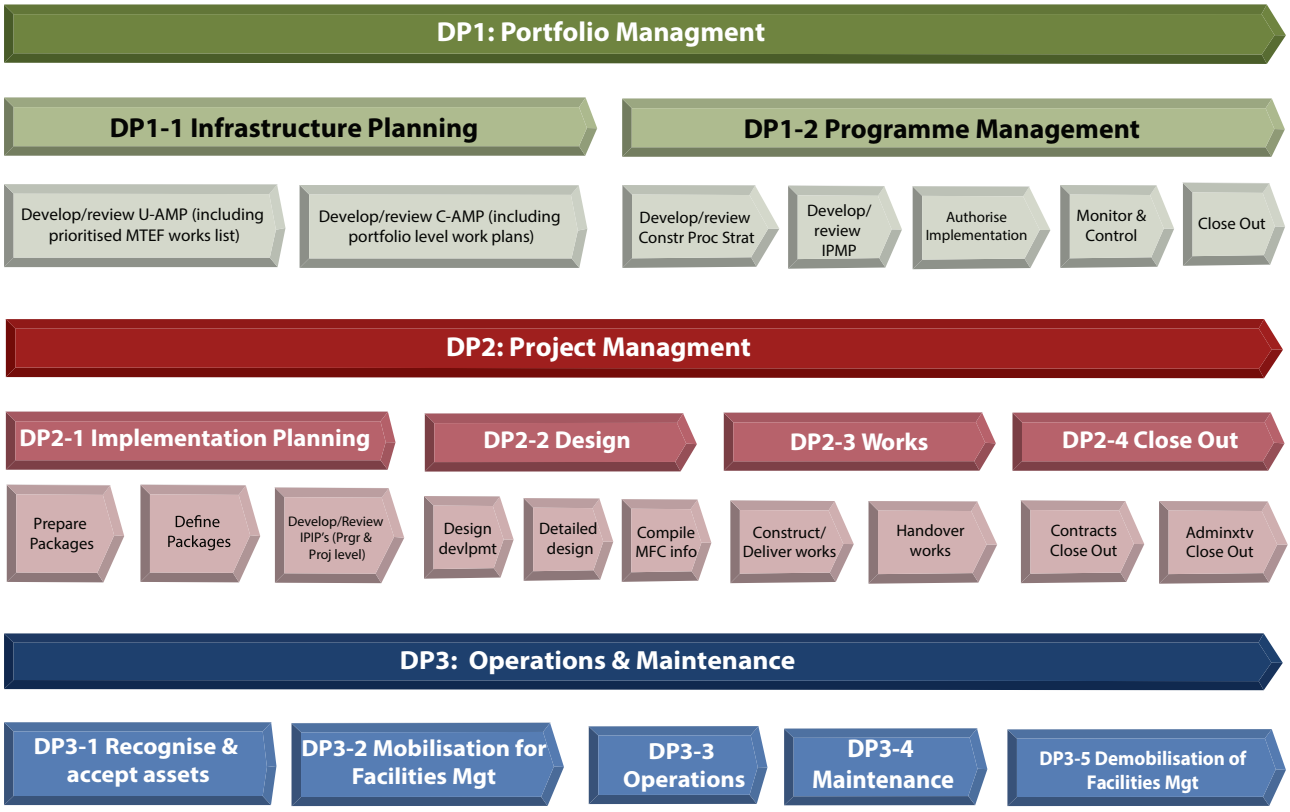
[45] Construction Industry Development Board. *Public Contractors Works Capability: Table 3.* Available at: https://registers.cidb.org.za/PublicContractors/Table3

[46] The Supply Chain Management Review update is a document produced by National Treasury each year to provide an update on progress with reforming the Supply Chain Management system.

[47] National Treasury. S*upply Chain Management Review Update.* 2016. Page 5. Available at: http://www.treasury.gov.za/publications/other/SCM%20Review%20Update%202016.pdf

Part IV: **Building a School**

Below is a description of how all the relevant actors come together to build a school, a process that should take around three years from a quantity surveyor's[48] initial scoping to the completion of construction. This information is organised in terms of the three phases in the official IDMS tool, which PEDs and the DBE use to guide the management of construction projects: portfolio management, project management, and operation and maintenance.[49]



Source: Department of Public Works: IDMS Toolkit.

This process is not specific to one PED. It refers to how schools across the nation should be built.

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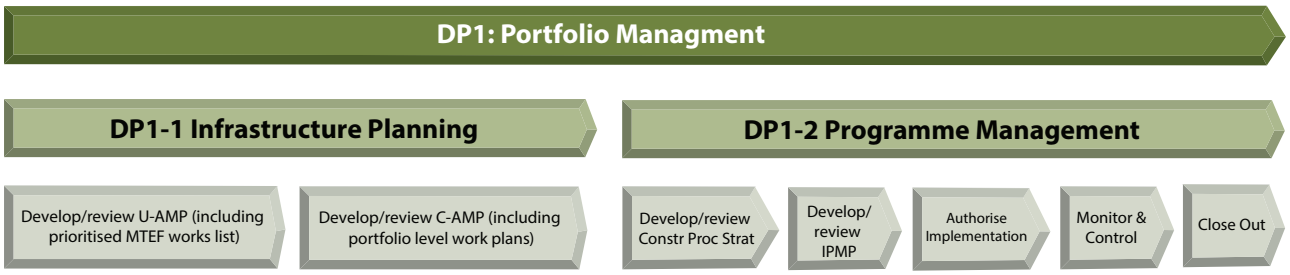
[48] A quantity surveyor is a financial consultant of the construction industry who advises on cost and contractual arrangements and prepares contract documents.

[49] Department of Public Works. Overview of Infrastructure Delivery Management System. Presentation to Infrastructure Meeting with Top Management & Districts. 6 January 2017.

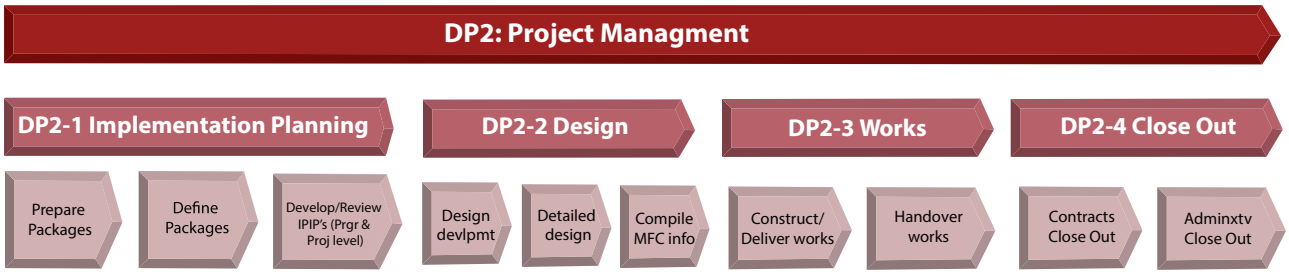
Pre-construction phase: portfolio management



In the pre-construction phase, the PED undertakes infrastructure procurement planning for all of the schools in its portfolio. The department's yearly procurement plans are then created and budgeted for. The PED, either in-house or through a contract, assigns a quantity surveyor to prepare a bill of quantities – a document compiled for construction projects, which itemises and prices all of the material and labour needed.

In 2015, National Treasury developed a standardised cost model for the construction of primary and secondary schools. Based on market research, it defined the standard costs associated with constructing or upgrading school facilities per province.[50] In the pre-construction phase, an IA also procures a designer and architect to take the standard architectural design for a school and customise it to the actual construction site.

Construction phase: project management



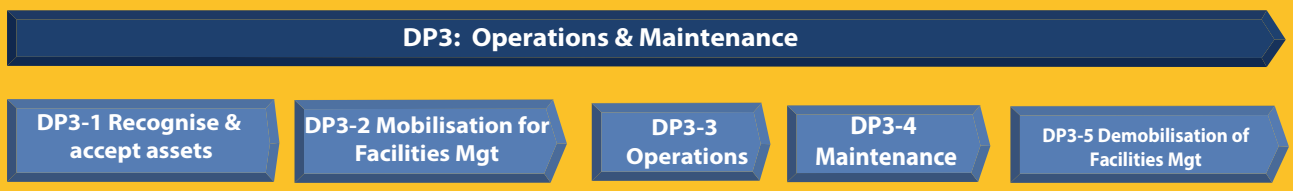
[50] National Treasury. Annexure B – *Cost Model Layout.* 1 June 2015. Available at: http://www.treasury.gov.za/legislation/pfma/TreasuryInstruction/Annexure%20B%20Cost%20Model%20Layout%20-%208%20June%202015.xls

In the construction phase, the IA plans and implements the school project. This includes procuring at least six contracts for a quantity surveyor, contractor, architect, civil engineer, structural engineer, and electrical engineer.

Each procurement typically takes three months, yet there is no law stipulating that it has to happen within a three month timeframe. The costs listed in the bill of quantities are considered valid and binding for four months. This is known as the tender validity period. If an IA appoints a contractor past this four month limit, there can be an extension of the tender validity period. During that time, prices of materials often escalate. When prices escalate,[51] a contractor might foresee that continuing a project will cause them to lose money, resulting in the contractor's financial decision to abandon the project. Then, a new tender process is needed to appoint a new contractor.

During the construction of a school, IAs should implement monthly steering committee meetings at each construction site. Included on each committee should be the principal, the school governing body (SGB) chairperson, the contractor, and the department.

Completion phase: operations and maintenance

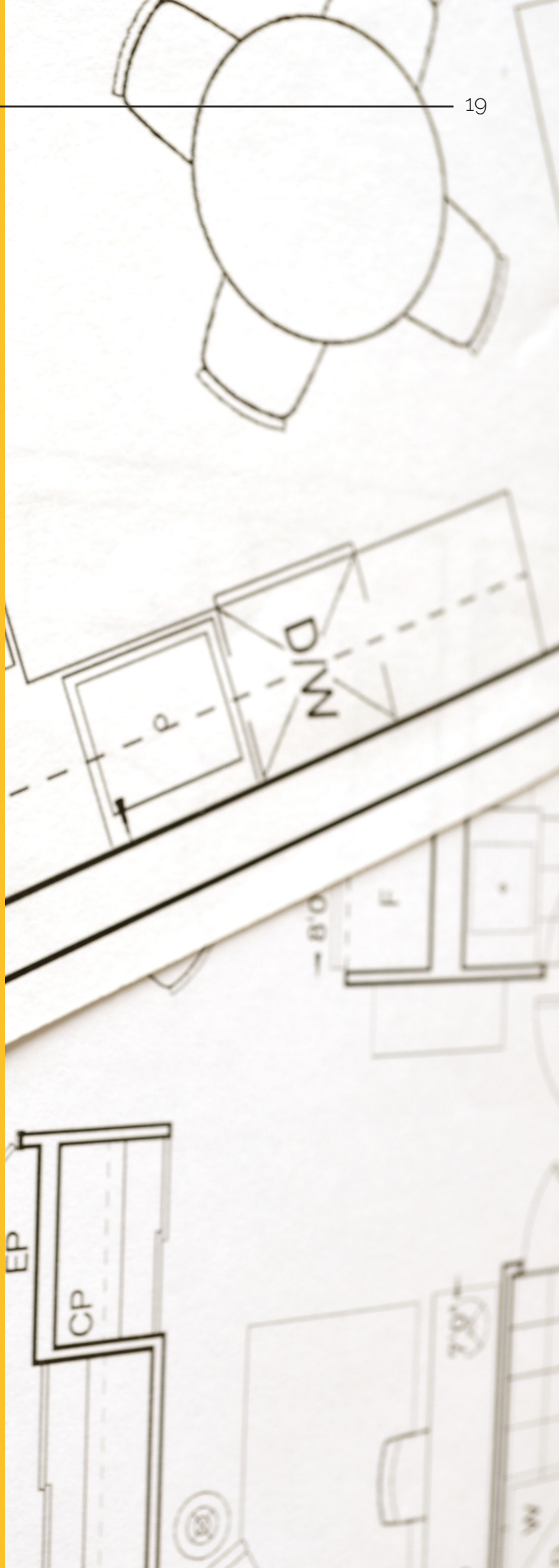


In the completion phase, the IA, PED, architect and quantity surveyor compile final accounts and close out reports. After practical completion of a project, there are three months for IAs to check for construction defects.

The new SIPDM system uses the processes that are outlined in the IDMS toolkit, and depicted in the three phases described above. What the new system adds to this picture, however, is that officials sign off at each step of the process. The IDMS toolkit was a guideline that did not require officials to sign off that each phase was approved. It was therefore difficult to enforce compliance.

The SIPDM also creates a framework to streamline procurement. The procurement control framework contains specific steps that need to be followed and signed off on by relevant officials to report on the procurement of government suppliers.[52]

[51] Equal Education meeting with ECDoE. 10 July 2017.
[52] National Treasury. *Standard for Infrastructure Procurement and Delivery Management.* February 2016. Page 65.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Part V: **Key Enablers of Delivery**

We have identified key enablers of delivery which are necessary for IAs to successfully fulfil their role as the middlemen responsible for procuring contractors and built environment professionals, using the IDMS and SIPDM frameworks, and managing school construction projects. These key enablers are:

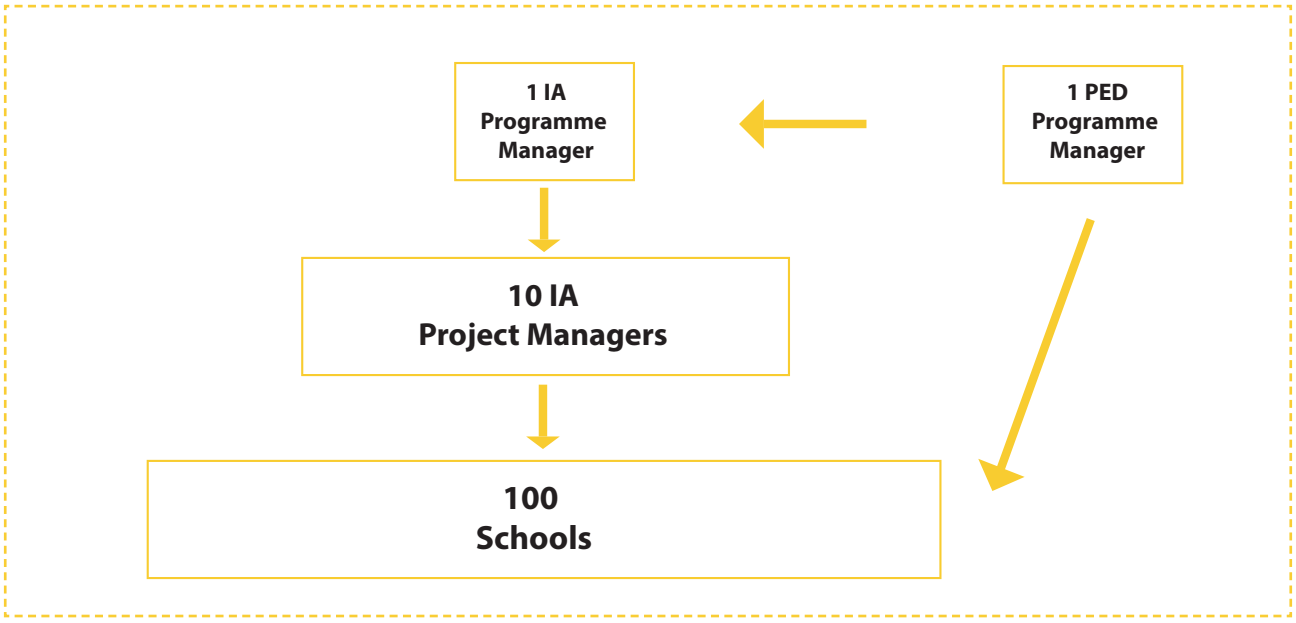
1. Good governance and institutional capacity;
2. Legal and regulatory frameworks;
3. Project monitoring systems;
4. Enforceable oversight mechanisms.

For each category, we first outline the ideal situation for infrastructure to be efficiently delivered. We then outline the reality on the ground in the Eastern Cape – painting a picture of the disorganisation that has hampered the province's ability to eradicate infrastructure backlogs.

1. Good governance and institutional capacity

The ideal situation is for one IA programme manager to manage ten IA project managers. The project managers work directly with contractors and should ideally oversee ten school construction projects each. There should be a programme manager within the PED to oversee each IA programme manager.

This is the ideal situation according to construction industry best practice and as the ECDoE and programme managers at two IAs for ECDoE projects have described it to EE. Moreover, the need for one project manager to be in charge of ten schools is outlined in legally binding service delivery agreements between ASIDI and IAs.[53] The model scenario is depicted in the diagram below:



[53] Bid Specification Document, ASIDI School.

The reality in the Eastern Cape

The level of oversight at each layer of authority is not achieved in the Eastern Cape. At the time of writing there were only three ECDoE programme managers overseeing all eight IAs and their programme managers. According to an interview with the ECDoE, this is because department officials are reluctant to attach their names to projects and therefore be held accountable for IAs poor delivery.[54]

National Treasury's Human Resource Capacitation Pilot has not led to the effective population of the ECDoE's organogram. According to the ECDoE's 2017/18 Annual Report, the department has 28 vacancies at senior management level and eight infrastructure-related vacancies.

At one IA, Coega Development Corporation, project managers are averaging 40 to 45 projects instead of the ideal ten projects each.[55] Project managers are crucial because they oversee the procurement of contractors and consultants.[56] We do not know who exactly the programme managers are on the ECDoE's side or the IA's side because their contact information is not publicly available. This results in a situation in which researchers cannot probe whether programme managers or project managers have a manageable workload.

At another Eastern Cape IA, Independent Development Trust, it was disclosed to EE that a lack of capacity forced project managers to bear unmanageable project loads. There are instances of project managers being responsible for 30 projects each.[57]

2. Legal and regulatory frameworks

Implementing agents' powers

IAs have legal powers through National Treasury and the Department of Public Works (DPW). The DPW authorises IAs to build on public land and National Treasury authorises IAs to procure. The CEOs of IAs, who are the accounting authorities in terms of the State Tender Board Act (2000), are in charge of efficiently managing contracts.

Procurement of contractors

The responsibility to oversee the procurement of contractors and built environment professionals falls within the ambit of HoDs of PEDs as well as the CEOs of IAs. Section 217 of the Constitution prescribes that when an organ of State (such as a national or provincial government department) or other institutions established in legislation, contracts for goods or services, it must do so in accordance with "a system which is fair, equitable, transparent, competitive and cost effective".[58] As the relevant organ of State, IAs must procure in a way that aligns with the PFMA, related Treasury regulations, as well as National Treasury's instructions and policies. Cumulatively, these legal instruments establish the framework for a financial management system based on the principles of transparency and accountability.

Payment of contracts

National Treasury Regulation 8.2.3 provides that "unless determined otherwise in a contract or other agreement, all payments due to creditors must be settled within 30 days from receipt of an invoice."[59] Moreover, the prescribed period for payment in the PFMA is also 30 days from receipt of an invoice.[60] A quantity surveyor, civil engineer, structural engineer, mechanical engineer and a contractor, will each submit an invoice to the contracting IA every month.

The reality in the Eastern Cape

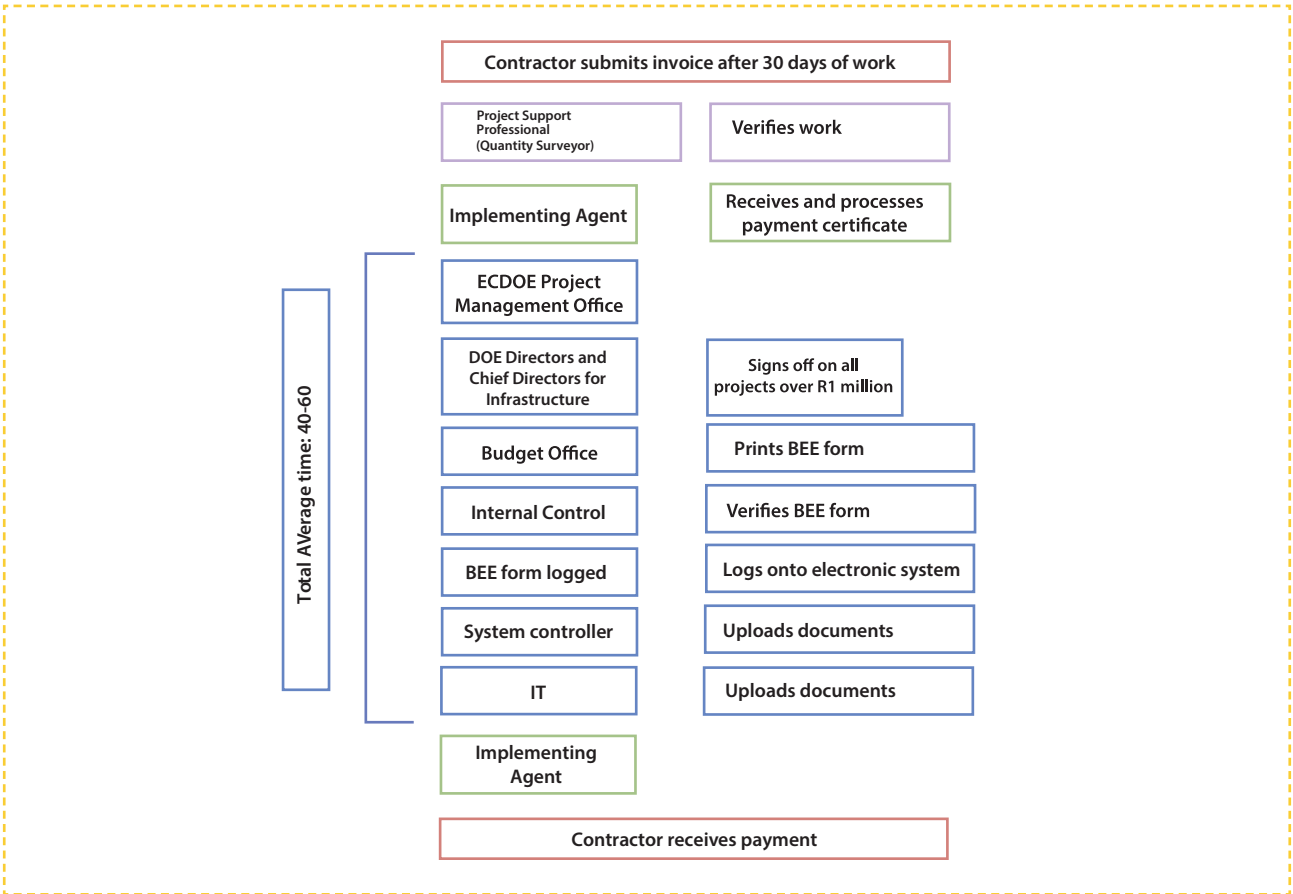
It is almost impossible for the ECDoE or the national DBE to understand why an IA has procured a

[54] Equal Education meeting with ECDoE. 10 July 2017.
[55] Equal Education meeting with Coega Development Corporation. 46 July 2017.
[56] Ibid
[57] Lasego Mashigo and Phumlani Mdleleni. Equal Education meeting with Independent Development Trust23 November 2017.
[58] Section 217 of the Constitution of the Republic of South Africa. See also section 239 of the Constitution.
[59] National Treasury. *Instruction Note Number 34: Effecting payments within Thirty Days from Receipt of an Invoice as Required in Terms of Treasury Regulation* 8.2.3. 30 November 2011.
[60] Public Financial Management Act 1999. Section 38(1)(f).

particular contractor.[61] This is because procurement committee meetings are held internally among IA officials, and the meeting minutes are not published or made regularly available to the ECDoE or the DBE.

IA project managers are overseen by the Chief Director of Property Management, two deputy directors and three programme managers within the ECDoE. The relationship between IAs and ECDoE programme managers, which is formalised in Infrastructure Reporting Model meetings, is not clear and is a place where information breakdowns might occur. ECDoE quantity surveyors and architects plan the preliminary stages of a school project, but changes between the initial estimation of work and how much work is actually required to build a school speaks to the poor planning of construction that occurs at this stage.[62]

Finally, it can take months for contractors to receive payment.[63] During this time, contractors pay for building material and pay employees out of their own pockets. The contractors and built environment professionals submit an invoice to the contracting IA once a month. The IA then submits a large invoice to the ECDoE for a project every month. The paper backlog at the ECDoE is a challenge for a department that struggles with a massive administrative burden.[64]



Above: Timeline of the lengthy process of paying a contractor who builds ECDoE schools, constructed after several interviews with the ECDoE

When the ECDoE does not timeously pay IAs, IAs cannot timeously pay contractors or professionals.[65]

[61] Lasego Mashigo and Phumlani Mdleleni, Independent Development Trust Interview. 23 November 2017.
[62] ECDoE. *Eastern Cape Infrastructure Procurement Management Plan 2016/17*. Page 47.
[63] Implementing Agent Interview. November 2017.
[64] Equal Education meeting with Eastern Cape Development Corporation. 19 July 2017.
[65] Equal Education meeting with Eastern Cape Development Corporation. 19 July 2017.

3. Project monitoring systems

The Education Facilities Management System is an online database where detailed information on the progress of every school construction project is captured. The online platform contains information on school leases and construction expenses as well as a maintenance priority list.[66] The platform also holds Infrastructure Reporting Model reports written by the ECDoE, which detail where the money for a particular project is currently sitting.

The reality in the Eastern Cape

The Education Facilities Management System is flawed because it is not publicly accessible. According to quantity surveyors we have interviewed, it is not updated regularly. According to principals we have interviewed, it is very difficult to access information on the progress or plan for a school construction project.

4. Enforceable oversight mechanisms

The bodies authorised to exercise oversight over IAs are the CIDB, PEDs, the DBE, the relevant provincial treasury, and National Treasury.

Construction Industry Development Board (CIDB)

IAs are considered a part of the construction industry, and thus fall under the purview of the CIDB. If an IA breaks the CIDB code of conduct, the CIDB should go through a formalised hearing process.[67] There are various actions that may amount to a breach of the CIDB code of conduct, including fraudulent registration, submission of fraudulent documentation, collusion and corruption.

The sanctions for misconduct are the same for both IAs and contractors. Sanctions may include, among others, ordering the removal of the name of the contractor from the CIDB register, issuing a warning, downgrading the contractor grading designation, imposing a fine, or cancelling the registration of the contractor.[68]

Provincial or National Education Departments

The HoD of a PED or of the DBE allocates a number of projects to IAs and provides oversight over the completion of those projects. HoDs are responsible for the supply chain management processes and the overall financial management of the department.

Provincial Treasury

The infrastructure unit of a provincial treasury is directed to ensure that PEDs fulfil their mandate. The provincial treasury works closely with National Treasury to ensure compliance with procurement standards by reviewing budget reports, quarterly Infrastructure Reporting Model reports, monthly financial reports, as well as the Infrastructure Procurement Implementation Plans produced by IAs.

National Treasury

National Treasury "recognises the importance of ensuring that implementing agents employed by the public sector deliver their services cost effectively."[69] National Treasury creates high-level systems and programs to strengthen the functioning of provincial treasuries and government departments.

For example, National Treasury has a register to alert the public sector of people or enterprises convicted of corrupt activities in relation to tendering. To be on the list, companies must be convicted of corruption, and a court must make a special order that the company is placed on the **defaulters register.**[70]

National Treasury also houses the Database of Restricted Suppliers – the **contractor blacklist.**[71]According to the Preferential Procurement Regulations of 2017, blacklisting may occur if a contractor submits false information regarding its B-BBEE status or any other matter that may have been taken into consideration when evaluating the contractor's tender application. A contractor may furthermore be disqualified or blacklisted if they fail to declare subcontracting agreements.[72] Being on the list is the only way for a contractor to be barred from receiving government tenders for a period of up to ten years.[73]

[66] Budlender, D. *School infrastructure in the Eastern Cape: Actors, processes and information sources. Cape Town: International Budget Partnership*. Page 70.
[67] This process is governed by section 29 of the Construction Industry Development Regulations, 2004, which were promulgated in terms of the Construction Industry Development Board Act, 38 of 2000.
[68] Section 29(18) of the Construction Industry Development Regulations.
[69] National Treasury. *National Budget 2013 Review. Annexure 2.* Page 133.
[70] Prevention and Combating of Corrupt Activities Act (12 of 2004). Section 12 and 13.
[71] National Treasury. *Database of Restricted Suppliers.* Available at: http://www.treasury.gov.za/publications/other/Database%20of%20Restricted%20Suppliers.pdf
[72] National Treasury. *Preferential Procurement Policy Regulations.* April 2017.
[73] Section 14(3)(a) of the Preferential Procurement Regulations of 2017.

The reality in the Eastern Cape

According to an interview with the CIDB, there are no examples of IA hearings occurring even though IAs' conduct and negligent oversight have certainly warranted a hearing. The CIDB has been incredibly slow in finalising the investigation processes that it does embark on.[74]

The most severe sanctions that could be applied to an IA are removing projects from an IA or withholding management fees. Internal departmental investigations into contractor malpractice are often protracted and do not result in punishment.[75] For contractors a possible punishment is to add the contractor to National Treasury's Database of Restricted Suppliers, but this has never been done before by the ECDoE or an IA.[76]

The Eastern Cape Provincial Treasury hosts workshops to help the ECDoE and IAs prepare procurement plans, but there is no reporting on the effectiveness of said workshops in improving delivery. There are also no registered tender defaulters, which suggests that National Treasury does not take the necessary steps toward enforcing this system.[77]

What about the oversight powers of the schools themselves? If a contractor is not paid, and a principal takes notice of this, the principal can independently report this to Provincial Treasury, and then escalate the request of payment to the Office of the Chief Procurement Officer at National Treasury. Suppliers who have not been paid can also be encouraged to report complaints themselves to the Office of the Chief Procurement Officer. Yet no principal that EE has spoken to is aware that a potential avenue of engagement exists through provincial or National Treasury.

The main avenue of communication about a project happens through steering committee meetings. One IA, Independent Development Trust, "employs social facilitators for each infrastructure project. Despite this duplication of function [between social facilitators and Education Development Officers at the ECDoE who communicate information with schools]... the communication still breaks down between Department/IDT and schools in the province."[78]

The registers and minutes of steering committee meetings are published on the closed Education Facilities Management System database, obstructing the public's ability to track whether the meetings occur and what is said in them.

One IA in the Eastern Cape, Coega Development Corporation, claimed that steering committee meetings were held every month at Vukile Tshwete Senior Secondary in Keiskammahoek. When asked about the project steering committee, the school's SGB chairperson Zamie Mabamba stated: "We don't know about that. They are waiting for us to make the steering committee, but we don't have a document that guides us. We need specification on who is going to do what."

While this is only one example, EE has encountered other schools in the province where there is no clarity on how such meeting should be formed or what the committees are to do.

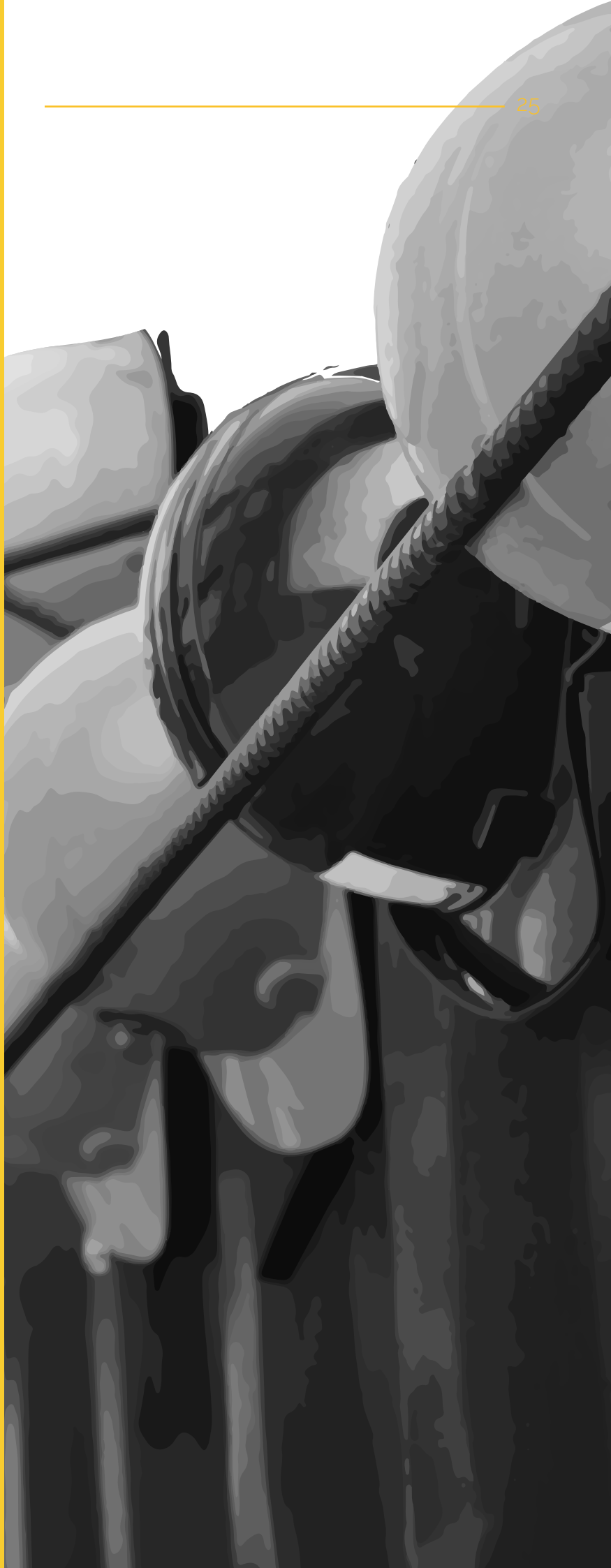
[74] The 2017/18 CIDB Annual Report states that it received 58 complaints during the reporting period, of which 42 were carried over from the previous reporting period. Only 10 formal enquiries were instituted and only 4 finalised. This shows how slow progress with finalising formal enquiries has been. This is attributed in the report to the struggle to appoint investigation officers.

[75] Dreisbach, T. "Contested Terrain: Reforming Procurement Systems in South Africa, 2013-2016." *Innovations for Successful Societies.* June 2017.

[76] National Treasury. *Database of Restricted Suppliers.* Available at:http://www.treasury.gov.za/publications/other/Database%20of%20Restricted%20Suppliers.pdf

[77] National Treasury. *Register for Tender Defaulters.* Available at:http://www.treasury.gov.za/publications/other/Register%20for%20Tender%20Defaulters.pdf

[78] Dalton, D. "Classroom Crisis: the State of School Infrastructure in the Eastern Cape." *PSAM.* November 2005. Page 37.



Part VI: **Key Opportunities for Advocacy**

By defining and understanding each phase of the infrastructure delivery process, EE is better positioned to make targeted demands of policy makers to support or create solutions to the problem of slow infrastructure delivery in the Eastern Cape. We have outlined the key enablers of effective IA performance. After each key enabler, we discussed the reality of disarray in the Eastern Cape's school infrastructure delivery processes.

We have considered the broad range of problems that affect the implementation of the Norms and Standards, and condensed them into four specific avenues for change towards systemic improvements.

1. HoDs of PEDs should have guidelines for appointing IAs

Currently, there are no national guidelines for how an HoD of a PED or of the DBE should decide on allocating a school infrastructure project to an IA in its procurement plans. Service Delivery Agreements contain guidelines on how IAs should operate. However, there is no requirement for an HoD to research the current capacity of an IA to complete the workload, including the number of programme managers and project managers which the IA has on staff or is prepared to hire.

The DBE is responsible for developing national norms and standards, frameworks and national policies related to the nature, planning, funding and provisioning of school infrastructure.[79] Thus, Minister of Basic Education Angie Motshekga should promulgate guidelines for HoDs to allocate projects to IAs. It is her constitutional obligation to do so.

2. The public should have access to IA project allocations and progress reports

One avenue might be for IAs to divulge project lists themselves, but some principals do not know the relevant IA responsible for their schools. IA project allocations and the progress of each school project are kept within Infrastructure Reporting Model reports and stored in the Education Facilities Management System, neither of which are available to the public. When we have asked the ECDoE why this is the case, we were told that it is because sensitive financial information (on the spending of public funds) is tied to this information.[80]

The Eastern Cape Provincial Treasury and the ECDoE should proactively share this information. National Treasury should publish the Infrastructure Reporting Model reports of each PED on its website. There should also be a portal for the general public to have access to the Education Facilities Management System in a manner that does not disclose sensitive financial information.

3. Steering committee meetings at schools should be held and reported on

Steering committee meetings are monthly meetings where principals, SGBs, teachers, contractors, the department, and IAs can discuss a school's construction projects. These committees are key governance structures to improve communication between the school, the contractor, and the IA.

At schools in the Eastern Cape where EE organises, such as at Vukile Tshwete Senior Secondary and Hector Peterson Senior Secondary, principals and SGB members who we interviewed

[79] Abdoll, C., & Barberton, C. Mud to bricks: *A review of school infrastructure spending and delivery.* 2014. Centre for Child Law, University of Pretoria: Pretoria.

[80] Equal Education meeting with ECDoE . 10 July 2017.

contested the existence of functional steering committees – which an IA specifically claimed to exist in a news publication.[81]

It is unacceptable for IAs to leave school communities in the dark about construction timelines. The successful implementation of steering committees needs to be a priority for IAs. IAs must assist schools in creating steering committees and be held accountable for ensuring that the meetings are spaces where schools are substantially updated on construction progress.

When we asked two leading IAs in the Eastern Cape, Coega Development Corporation and Independent Development Trust, why they have never reported a delinquent contractor to add to the database, representatives from both organisations stated that there is no strong rationale for this shortcoming. Independent Development Trust explained that they follow a system where an underperforming contractor is put on terms and then given 14 days to improve performance, failing which their contract would be terminated. However, this information is not shared with other IAs.

4. Contractors should be added to the Database of Restricted Suppliers

If delinquent contractors are not added to the Database of Restricted Suppliers, they continue to be awarded government tenders. This includes contractors who use sub-quality materials to build schools. When we asked ECDoE officials why they have not added contractors to this database, the response was that it had not been a priority.

The ECDoE, IAs acting on behalf of the ECDoE, as well as the DBE should be lobbied to add contractors to the blacklist. Moreover, Eastern Cape Provincial Treasury should be interrogated to account for why this has not yet happened.

[81] Coega Development Corporation. "Equal Education Must Get Its Facts Straight." *Mail&Guardian.* 13 Nov 2017.

Conclusion

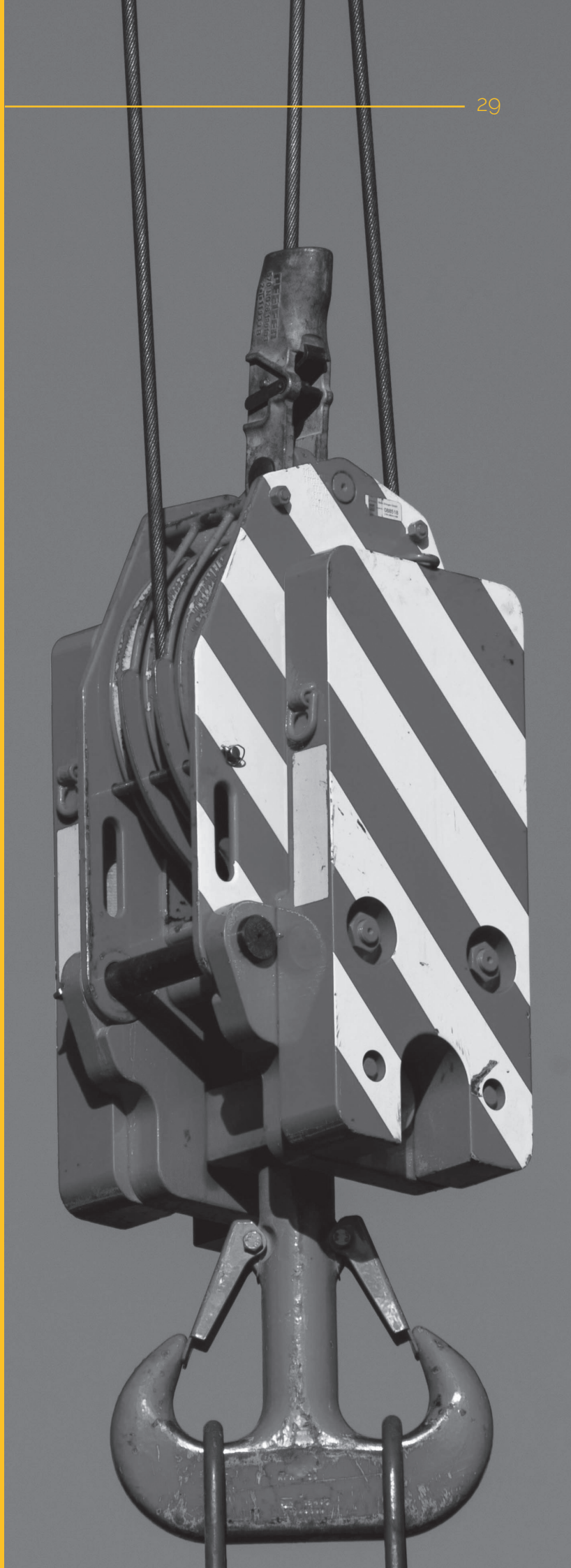
There is undoubtedly a need for government to increase the amount of money allocated to eradicate school infrastructure backlogs in time to meet the Norms and Standards deadlines. Issues of underspending and poor spending speak to the complexity of the problem – one that more money alone cannot solve. What we have outlined in this report is who this money is going to and how that money is being used. Public money meant for school construction is siphoned to professional fees of third party consultants, and to management fees of IAs whose CEOs make millions of rands a year while Eastern Cape teachers and learners languish in crisis conditions.

Departments of Education are not alone in perpetuating a pattern of outsourcing services. In the post-1994 era, a major innovation in South African governance was the contracting out of core government functions. Over 42% of government's budget is spent on procurement of goods and services.[82] In the case of the Eastern Cape, the government is not directly procuring goods and services to build schools. Procurement decisions rest in the hands of IAs, the middlemen in charge.

While there seems to be upward checks of financial accountability, with complicated layers of paperwork to be overseen at every level of governance, the ECDoE, DBE, provincial treasury, and National Treasury are failing to adequately monitor what is actually being built on the ground. Poor planning, inaccurate data, as well as a lack of departmental capacity leave the province unable to effectively spend the money it has been allocated for school infrastructure. The multitude of oversight bodies is failing to ensure that the public is receiving value for government money spent on school infrastructure. Comprehensive systems and laws are not translating to substantive efficiency gains.

In order to ensure the implementation of the Norms and Standards, it is necessary to understand the processes for monitoring IAs' management of contractors and professional service providers. We have highlighted the key enablers of effective school infrastructure delivery, which would ensure that IAs can build and fix schools. We hope that this report will evoke careful public scrutiny of implementing agents, which – at the cost of learners – have not yet lived up to their name.

[82] Public Affairs Research Institute. *The Contract State: Outsourcing & Decentralisation in Contemporary South Africa.* 2014. Page 51.



Glossary **of terms**

Accelerated Schools Infrastructure Delivery Initiative (ASIDI): A nationally administered programme introduced in 2011/12 to target the worst-off schools in the country, easing the load of infrastructure backlogs from provinces.

Accounting Officer: The head of department or chief executive officer of a constitutional institution. The accounting officer prepares the budget of the relevant institution, and is then responsible for implementing policy and managing the budget.

Auditor General of South Africa (also referred to as Auditor General or AGSA): A Chapter 9 institution tasked with monitoring the use of public money. The Auditor General annually produces audit reports on all government departments, public entities, municipalities and public institutions.

Bid adjudication committee: The committee that, during the procurement process for a specific government contract, either makes the final award for a bid or makes recommendations to the accounting officer/authority to make the final award.

Bid evaluation committee: The committee that, during the procurement process for a specific government contract, is responsible for evaluating the bids received. The committee must submit a report and recommendations regarding the award of the bid to the bid adjudication committee.

Bid specification: A statement of the requirements to be satisfied by a service provider.

Bill of quantities: A document compiled for construction projects that itemises and prices all of the material and labour needed for the project.

Built environment professionals: Professionals who are qualified to work on school construction projects including architects, designers, civil engineers, electrical engineers and quantity surveyors.

Implementing agents: Organisations that manage the building of schools on behalf of provincial Departments of Education as well as the national Department of Basic Education.

Infrastructure Delivery Management System (IDMS): A government management system for planning, budgeting, procurement, delivery, maintenance, operation, monitoring and evaluation of infrastructure.

Procurement: The process through which government or other entities award contracts for goods and services, often through tenders or a competitive bidding process.

Standard for Infrastructure Procurement and Delivery Management Standard (SIPDM): A legally enforceable standard for supply chain management for infrastructure delivery. The SIPDM establishes control frameworks for the planning, design, and execution of infrastructure projects and infrastructure procurement by creating project "gates" and standards for procurement that apply to all government departments.

Supply chain management (SCM): The process of procuring goods and services through a tender process, and monitoring the quality and timeliness of the goods and services provided.

User-Asset Management Plan (U-AMP): A plan that a national or provincial department must write that details infrastructure delivery over a three, seven, and ten year period, with a project list and budget information included. The plan describes the management processes the department will undertake to ensure that the value of the immovable assets it intends to use in support of its service delivery objectives is optimised throughout its life cycle.

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