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**Leadership effectiveness of the
executive directors of local
government authorities in
Tanzania**

George Igulu

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 University of Groningen
 on the authority of the
 Rector Magnificus Prof. C. Wijmenga
 and in accordance with
 the decision by the College of Deans.

This thesis will be defended in public on

Thursday 25 May 2023 at 14.30 hours

by

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Abbreviations

ANOVA	Analysis of Variance
BFI	Big Five Inventory
CAG	Controller and Auditor General
CEO	Chief Executive Officer
DC	District Commissioner
HRM	Human Resource Management
LGA	Local Government Authority
MBE	Management by Exception
MLQ	Multifactor Leadership Questionnaire
MP	Member of Parliament
NAO	National Audit Office
NGO	Non-Governmental Organisation
OPRAS	Open Performance Review Appraisal System
PO-RALG	President's Office Regional Administration and Local Government
PMO-RALG	Prime Minister's Office Regional Administration and Local Government
RAS	Regional Administrative Secretary
RC	Regional Commissioner
RCC	Regional Consultative Committee
SPSS	Statistical Package for Social Science
URT	United Republic of Tanzania

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Introduction

1.1 Background

Soon after Tanzania gained independence, the government adopted the local government system in order to promote the development of the country. Decentralisation was adopted as a means to bring the government closer to the people, and to promote the social and economic development of the people (URT 1977). Under the umbrella of the local government system, 134 local government authorities (hereinafter LGAs) were established in both rural and urban areas of the country, and remain established to date (Local Government Act of 1982). Urban LGAs are town, municipal and city councils, while district LGAs are village, township and district councils (Local Government Act 1982). The establishment of LGAs included the creation of a range of responsibilities and functions to be performed within their respective areas of geographical jurisdiction. According to the Local Government Act of 1982, these functions include the maintenance of peace, order and good governance, the provision of social services such as education, health, water and road maintenance and the promotion of social and economic development. LGAs were also delegated the power to make by-laws and plans and to mobilise and use resources.

LGAs are political organisations composed of elected community members (Councillors) from within a local area (ward), who are supported by a civil service (Local Government Act of 1982). The number of councillors varies with the number of local areas (wards) in each LGA. The ‘full council’ is the organ made up of these councillors and is the highest policy and decision-making organ within the structure of the LGA (Baker et al. 2002: 16; Local Government Act of 1982).

The civil service is headed by the Executive Director, who has the responsibility of overseeing and supporting the decision-making process of the LGA. Executive directors are either appointed by the President of Tanzania in the case of urban LGAs, or by the minister responsible for local government for district LGAs (Public Service Act of 2002; Public Service Regulations of 2003). Each LGA has only one executive director.

Once appointed to an LGA, executive directors are assigned and delegated various tasks and responsibilities, as stipulated in laws and regulations and affirmed in their Letter of Appointment (Local Government Act of 1982). While undertaking their responsibilities, executive directors work and interact with

different individuals and institutions. These include individual heads of departments and heads of sections who are employed and appointed to oversee the functions of the individual departments within an LGA (Baker et al. 2002; Mollel 2010; Venugopal & Yilmaz 2010).

Besides the heads of department, the executive directors interact with councillors and politicians such as the Members of Parliament (MPs) of a full council, and District and Regional commissioners (hereinafter DC and RC respectively). Whereas the DCs and RCs act as the overseers of the LGAs, the councillors and MPs are known to have vested interests in their political constituencies, (Venugopal & Yilmaz, 2010). Their political position brings them close to the executive director as they seek assistance in realising their political ambitions. The working relationship between the executive director and the councillors can be described as having a high potential for conflict. While the councillors' ambitions lay with achieving their political objectives, executive directors focus more on fulfilling their technical obligations, and on the performance of the LGA in general (Hulst et al. 2016).

Likewise, executive directors interact with officials from the Tanzanian central government. In their operations, LGAs are guided by national policies (Local Government Act of 1982). The responsibilities of officials from the central government include overseeing the extent to which the LGAs comply with national policies and guidelines. An executive director will also interact with citizens and other stakeholders working within the LGA, such as NGOs and the private sector. Such interaction may be facilitated through partnerships between the LGA and relevant private actors, or during the implementation of various activities and projects of the LGA.

The above legal and institutional framework puts the executive director at the centre of operations of the complex work environment of the LGA. In this work environment, the executive director must maintain a balance between the requirements and interests of various individuals and organisations (Gathe-Taylor et al. 2011). Additionally, there is a perception that the executive director has an impact on the performance of the LGA, evidence of which is expressed in political debates. This is, for instance, demonstrated by misgivings held against executive directors concerning the poor performance of LGAs. In 2011, Honourable George Mkuchika, the state minister in the Prime Minister's Office, Regional Administration and Local Government (PO-RALG) in Tanzania, gave an address to local government officials. He explicitly blamed the executive directors for the misappropriation and embezzlement of public funds; and for not being responsible and accountable in the course of their duties (Majaliwa, December 2011). There have also been incidents of reshuffling and dismissal of executive directors following the poor performance of their respective LGAs. For example, in June 2012 the Minister for Regional Administration and Local Government dismissed eight executive directors and transferred another 22 to different LGAs because of the poor financial performance reported in the audit reports of their LGAs (Kaguo, in Majira, 22 June 2012).

These and other incidents suggest that there is a perceived relationship between the behaviour of the executive directors and the performance of LGAs.

If there is truth in these perceptions, it would mean, in analytical terms, that variations in the performance of executive directors may lead to variations in the performance of LGAs. This all gives rise to the question of how the executive directors do their job, and how their administrative behaviour affects the actual performance of the LGA.

Studies have suggested that managers or chief executives influence the performance of organisations. This influence may be realised through their managerial roles and leadership styles. Managers perform managerial roles (Mintzberg 1971, 1990; Lau et al. 1980; Tengblad 2006; Gains & John 2010; Glick 2011); and use different leadership styles to seek compliance and influence the performance of the organisation. This study intends to show how and to what extent the activities of the executive director influence the performance of the LGA through managerial roles and leadership behaviour.

1.2 Research question

The objective of this study is twofold. On the one hand, the aim is to describe how the executive directors operate within the local government authority. On the other hand, it intends to find out to what extent the activities and behaviour of the executive director affect the organisational effectiveness of the LGA. To achieve this objective, the study is guided by the following main question:

What managerial roles and leadership behaviour do executive directors display in LGAs, and to what extent and in what ways do such roles and leadership behaviour explain the effectiveness (or ineffectiveness) of the LGAs?

The main research question is divided into the following specific sub-questions:

- i. *What are the formal tasks and responsibilities of the executive directors in the LGAs?*

To understand how executive directors operate in their LGAs, it is crucial to comprehend their formal tasks and responsibilities. Executive directors are appointed into an LGA and assigned and delegated tasks to perform and responsibilities to execute. The nature of these tasks may influence how the executive directors select and prioritise their performance of such tasks. The answer to this question can be found in the official documents (laws, by-laws, guidelines and letters of appointment) that describe the formal tasks and responsibilities held by executive directors in the LGAs.

ii. *What are the managerial roles and leadership behaviour of the executive directors?*

This question intends to explore the theoretical description of the managerial roles and leadership behaviour of any manager in the context of an organisation. According to Mintzberg (1971, 1990), persons who are in charge, or are the head of an organisation are managers. All managers perform managerial roles. Numerous managerial roles can exist throughout a given organisation, and the differences between these roles are discernible by the content of their tasks. Thus far, there is evidence that managers, in general, perform several roles in organisations (Lau et al. 1980; Tengblad 2006; Gains & John 2010; Glick 2011).

There are many ways to describe leadership behaviour (Yukl 1989; Bass 1990) in an organisation. In this study, leadership behaviour is described as transactional, transformational (Bass 1985) and Ubuntu (Mangaliso 2001). The executive directors may influence their subordinates and other stakeholders through their leadership behaviour. There is sufficient evidence to support the assertion that leadership behaviour can affect the behaviour of subordinates (Judge & Piccolo 2004; Walumbwa et al. 2005).

iii. *What attributes are considered useful for the performance of the executive director in the LGA?*

Executive directors may be influenced by individual characteristics or environmental factors in the performance of their tasks and decision-making. This question is intended to examine the extent to which the operations of the executive director i.e., managerial roles and leadership behaviour related to individual characteristics and environmental factors within which the director works.

iv. *What managerial roles do the executive directors perform in the LGAs?*

This empirical question addresses what the executive director actually does during the day. To answer this question, the study will use empirical data based on the self-perception of the executive director, and the perceptions of others such as the heads of department and other observations. Since the content of work differs per LGA, there may be variations in the priorities set by each executive director.

v. *What leadership behaviour do executive directors display in the LGAs?*

The second theoretical angle is that of leadership behaviour. This empirical question addresses the question of which leadership behaviours are observable

in the way executive directors deal with their subordinates. Leadership behaviour is taken to mean the ability of the executive director to influence, motivate and enable subordinates and stakeholders to willingly contribute to accomplishing the goals of LGAs. This question intends to empirically describe the (self) perceived leadership styles of the executive directors in the LGA.

- vi. *To what extent and in what ways do the roles and leadership behaviour of the executive director influence subordinates?*

Understanding what executive directors do and how they behave toward their subordinates is important in explaining their effectiveness. Executive directors may show variations in the way they perform their work, and likewise, the way they deal with subordinates and stakeholders. This question seeks to understand how and to what extent executive directors succeed in influencing their subordinates and stakeholders. This influence can be described by how subordinates comply with the directives and wishes of the executive director. The level of compliance is described in terms of attitudinal and behavioural compliance.

- vii. *To what extent and in what ways do the managerial roles and leadership styles of the executive directors influence the performance of LGAs?*

The main purpose of this question is to describe whether there is a relationship between managerial roles, leadership and the performance of the LGA. There are numerous ways to describe the performance of the LGAs. In this study, two descriptive methods are used: first, the perceived performance of LGAs as scored by executive directors; and second, the audit reports of the LGAs.

Leadership behaviour is used as a tool to describe the behaviour of the executive directors in the LGAs, as the performance of LGAs may depend on how the executive directors behave towards their subordinates and stakeholders. The audit reports are reports which describe the financial performance of the LGAs within a given financial year.

Thus, this question will examine the possible connection between how an executive director operates and the performance of the LGA. In this sense, connections are drawn between the functional performance of work by executive directors and LGA performance, as well as between their behaviour and LGA performance.

1.3 Significance of the study

This study fits in the stream of literature on leadership and public administration. The study seeks to contribute to the knowledge base and expands the understanding of the dynamics of leadership in the public sector, especially in local government. It adds to the understanding of the behaviour of executive

directors in local government in practice, particularly in Tanzania (Muchiri, 2011)

The study also has a societal relevance, since the policy based on decentralisation relies heavily on the actual performance of LGAs. The function of executive directors as key persons is often seen as a relevant factor for the performance of LGAs. This study will verify whether or not the latter assumption is valid and address the question of whether the position of the executive director, tasks, responsibilities, behaviour and the way he is appointed requires amendment.

1.4 Organisation of the study

This thesis consists of 16 chapters, divided into four parts. Part 1 consists of five chapters. Chapter 2 describes the object of the study: the formal roles and tasks of the executive director. Chapter 3 introduces the theoretical framework used to analyse the actual behaviour of the executive director. Chapter 4 describes the methodology used to gather the relevant empirical data. Chapter 5 will give a first glimpse of what stakeholders believe are relevant attributes for the executive director; this chapter validates the theoretical framework.

Parts 2 and 3 contain a description of the relevant empirical data. Part 2 describes the quantitative sources used, and gives an overview of the managerial behaviour, leadership behaviour and the compliance of the heads of the department and the LGA performance (chapters 6 to 9). The same order is used in part 3, however referring to the qualitative sources (chapters 10 to 14).

Part 4 will combine the quantitative and qualitative sources with an overall analysis (chapter 15), and a concluding chapter will answer the research question (chapter 16).

The tasks and responsibilities of the executive directors in the LGAs

2.1 Introduction

The object of this study is the executive director in local government authorities (LGAs). This chapter describes the formal tasks and responsibilities of the executive director and the constraints of the job. The description is based on a review of the relevant documents, such as laws, regulations and letters of appointment of executive directors. The chapter is organised as follows:

The first section describes the appointment process of the executive director to an LGA. The second section contains a description of the formal tasks and responsibilities of the executive director. The third section presents the executive director's working environment. In the fourth section, the assessment of the executive director's performance is discussed. The chapter culminates with a few concluding remarks regarding the tasks and responsibilities of the executive director.

2.2 Appointment of executive directors in the LGAs

The procedure to appoint an executive director is regulated by various laws and regulations. These include the Public Service Act of 2002, together with an Amendment of 2007 and the Standing Orders for Public Service of 2009. The procedure to appoint an executive director is roughly the same as that of other civil servants working in the public service, who are appointed by an appointing authority.

Article 5 section 1 of the Public Service Act of 2002 stipulates that the Minister responsible for Regional Administration and Local Government is the appointing authority of executive directors of LGAs. The same article reads that the president is the appointing authority of city council directors.¹

The executive director is the only post for which the appointing authority is a member of the central government. The appointing authority for all other public servants that work in the local government is the council in the LGA (see art. 5 section 6 Public Service Act 2002).

1. Commonwealth Local Government Forum east Africa
< http://www.clgf.org.uk/default/assets/File/Country_profiles/Tanzania.pdf>

The procedure to appoint civil servants such as executive directors is described in the Standing Orders of the Public Service. Whenever there is a vacancy, the vacant post will be advertised within Tanzania (Standing Order D9). Public servants who wish to apply for a post should submit their application as advertised (D10). It is important to note that this clause only mentions civil servants. Candidates who are not working in public service at the time of their application are not excluded from the post, but must first submit their application to become a public servant (D11). Those applicants who are not already working in the public service are required to file a complete record of employment and must account for the entire period of their previous employment. In doing so, they must provide 'satisfactory documentary evidence'.

The Standing Orders (D6) stipulate that all posts are open for 'both men and women who are suitably qualified'. The selection of candidates is based on merit, and the appointing authority shall take into consideration the 'efficiency of the service, eligibility and suitability of the candidate'. This clause also reads that proven merit and suitability for the post shall outweigh seniority.

In practice, the appointment of an executive director is likely the result of a promotion of a civil servant who works as an executive director in another (usually smaller) LGA, or who works as a head of a department. The Standing Orders also contain rules related to the promotion of existing workers. Promotion is also the result of 'proved merit and suitability for the post' (Article D50 Standing Orders).

The Standing Orders, however, do not specify what 'suitably qualified' means. Most likely, this refers to the level of education obtained by candidates. The required level of education is stipulated in the 'local government service scheme' which is based on the Public Service Act 2002. This scheme identifies the relevant functions and educational level that is required, as well as the salary that can be earned in this function. It follows from this scheme that a Master's degree is required.

Besides education, assessment of past work performance will be based on the so-called OPRAS-forms. OPRAS refers to the 'open performance review and appraisal system'. Under this system, every civil servant is appraised once a year by their supervisor. These forms indicate their work performance in the past (see the Standing Orders D62-D74).

Following a check of eligibility under the relevant rules, the next step of the application process is the vetting of candidates. Vetting is conducted both in the case where the candidate is newly appointed as a civil servant, and if an existing civil servant is promoted to a new post (Standing Order D31). The vetting procedure is done in secret and aims to explore the background of the candidate to ensure that they have adhered to good ethical conduct.

The selection procedure culminates in a list of three candidates deemed suitable for appointment. This list is submitted to the appointing authority which can select and appoint one of the candidates. The appointment is made official with an appointment letter and a letter of acceptance returned by the candidate (Standing Order D 32). Once the appointment is made, the executive

director is posted to the LGA. Since candidates are often found within the public service, the appointment of an executive director to an LGA likely results in new vacancies and accompanying selection procedures.

The rules that regulate the appointment procedure reveal a rather strong influence of the central government on the selection of an executive director. The first example of this interference is found in the authority held by the President or the Minister for Regional Administration and Local Government. A second example is found in the Ministry for Regional Administration and Local Government, which is the institution that organises and administers the entire selection procedure, including the identification of suitable candidates. This is because, during the assessment of candidates, there is significant leeway for the central government to judge which candidate is most favourable. The third example is that the educational requirements which stipulate whether a candidate is 'suitably qualified' are formulated in the centrally regulated scheme of appointing civil servants. As a result, an LGA, as the official employer of an executive director, has only limited influence over the selection of its executive director. It is likely that this also impacts how an executive director behaves. The executive director might feel more accountable to central government officials than to the council members of the LGA. After all: for the prosperity of their career, an executive director relies mainly on the approval of central government officials.

2.3 Tasks and responsibilities of the executive director

The Local Government Act of 1982 and the appointment letters issued by the appointing authority to the executive director provide an overview of the main tasks and responsibilities of the executive director.

The main task of the executive director is to head the local government service. The executive directors are the heads of the service in the LGA.² They are, therefore, the administrator responsible for running the office and giving instructions to subordinates, such as heads of departments. Heading the local government service can be divided into three more specific tasks.

First of all, executive directors are responsible for the human resource management of their subordinates. That means that they must fill in the performance appraisal forms of the heads of departments under their purview and must oversee the procedures for appointment, confirmation, promotion and performance appraisal for all employees in the LGA. This is stipulated in the Public Service Act and the Standing Orders. It is the responsibility of the executive director that these rules are implemented.

The aforementioned tasks show that the executive director is not only the highest post in the LGA but also that he/she is the official responsible for the implementation of instructions and guidelines from the central government. This second task can be seen as an administrative one: the executive director

2. Commonwealth Local Government Forum east Africa <http://www.clgf.org.uk/default/asset/File/Country_profiles/Tanzania.pdf

must ensure that the instructions of the central ministries are implemented at the LGA. In doing so, they must read the instructions of the central government and distribute these amongst the relevant heads of department. The appointment letter often contains an instruction that the executive director is required to facilitate the preparation of the development plans and budgets for the LGA. In this role, the executive director is an important component of the administrative process employed by the central government which collects plans from the LGAs and provides budgets based on these plans (Mollel 2010).

Related to this second administrative responsibility, the executive director is the accounting officer who ensures that revenues are collected and spent according to the relevant regulations. It is their responsibility to properly account for funds spent and to prepare corresponding financial reports. If there are issues raised by the Controller and Auditor General of the central government or the Parliamentary committee responsible for LGAs, it is the executive director who has to respond.

Also related to this task of implementation of central policies and regulations is the responsibility to maintain relations with lower units of the local government authority. These lower units are delineated into wards or villages, which have their staff and councils. The implementation of central policies often depends on the activities of these units. In all appointment letters, it reads that the executive director must ensure a good working relationship, division of responsibilities and effective delegation with these lower units.

A third group of tasks relates to the political context in which the executive director works. The executive director also acts as the secretary to the full council and must call the first meeting after the elections of the full council (Article 63 Local Government (District Authorities) Act, Article 29 sect 2 Local Government (Urban Authorities) Act). In all situations, it is the executive director who must notify the councillors in writing of the place, day and time of meetings of the full council (Article 30 Local Government (Urban Authorities) Act). The executive director is also responsible for keeping an eye on the order of the meeting, as it is his/her duty to adjourn the meeting if the quorum is not present (Article 41 Local Government (Urban Authorities) Act). The executive director must furthermore keep a record of disclosures relating to potential conflicts of interests of councillors (Article 71 section 6 Local Government (District Authority) Act).

Besides these legal duties, the executive director has several other roles which have the aim of supporting councillors. In an executive director's appointment letter, instruction is given to advise the full council on technical and legal matters.

Finally, the executive director has also tasks and responsibilities which enable them to function as a contact for citizens. The appointment letters contain instructions stating that the executive director must receive and attend to complaints and problems received from the citizens presided over by their LGA. This task overlaps with the second task. After all: complaints often result from a lack of implementation of policies or inadequate public services. Feedback from citizens, as it relates to the services provided by an LGA, enables the

executive director to supervise their subordinates and help them to ensure the effective implementation of central policies and the decisions of the council.

2.4 The executive director's work environment

The responsibilities of executive directors already show that they work in an environment with various stakeholders. This work environment consists of councillors, heads of department, officials of lower units (towns or wards), central government officials, citizens and potential non-governmental organisations that wish to work in the LGA.

Councillors are politicians who are elected by the citizens in a ward or are appointed as a 'special seat'. Councillors not appointed to a 'special seat' are elected every four years and represent all citizens residing within a geographical area. Elected councillors are responsible for voicing the concerns of these citizens in the full council and seek to ensure their wishes are compiled in the development plan of the LGA (Mollel 2010, Swai 2018). This development plan forms the framework for the funding of projects which take place in the wards. Elected councillors also sit as chair of the committees in their ward, and must report to the full council about the actual implementation of the development plan. Officials of the lower units are the public servants that support these ward councils.

The full council functions through standing committees which are also established by law and delegated specific functions and services to undertake within the LGA (Local Government Act of 1982). All members of the standing committees are councillors. The main function of such committees is to prepare the decisions which are made in the full council. In practice, it is the executive director who prepares the budgets, plans and project proposals that are discussed in the committees and the full council (Hulst et al. 2016).

The working environment in which the executive directors act furthermore involves the departments. Departments are established based on the functions or services of the full council (Local Government Act of 1982). The number of departments is determined by the Minister for Regional Administration and Local Government (Local Government Act of 1982). There are departments for management and administration, finance and trade, health, education, water, agriculture and cooperatives, works, land and urban planning, community development and social welfare, planning and environment. Each department has a head of department with professional and technical expertise in its field. Heads of department may provide technical advice and input in certain areas of an LGA's function such as formulation of plans and budgets, interpretation of sector policies and guidelines, and day-to-day operations. In so doing, they work with the executive directors to implement an LGA's activities.

Outside the structure of the LGA, the executive directors work and interact with agencies of the central government such as the ministry responsible for local government, sector ministries and regional and district administrations. The ministry responsible for local government, for example, provides directives, guidelines and programmes that are implemented in the LGAs. The same

is true of sector ministries for health, education, water and agriculture. These sector ministries also issue guidelines, programmes and directives that must be implemented in the LGAs.

Sector ministries also have offices at the regional and district administrative level in the form of sectoral departments. These offices serve as extended arms of the national government. The regional administrations play a pivotal role, providing guidelines for the implementation of national policies which should be used by LGAs.³ The regional administrations also supervise the activities of the LGAs and thus, the executive directors. The district and regional administration are established by law as an extension of the central government to lower levels in the country (Regional Administration Act No. 19 of 1997⁴). Among others, the functions of the district and regional governments include facilitating and assisting LGAs to discharge their responsibilities. In terms of work relationships, executive directors work with the leaders at the district and regional levels. At the regional level, executive directors are members of the Regional Consultative Committee (RCC) which is responsible for advising the LGAs on the development plans, and coordination of economic activities within the region (Regional Administration Act no.19 of 1997).

Finally, executive directors must also work with non-governmental organisations (NGOs) founded within their areas. The relevant NGOs are recognized by law and deal with different areas of activity (Non-Governmental Organizations Act of 2002) such as education, health services or water services. These activities are to be coordinated and aligned with public policy. This, therefore, necessitates the executive director interacting with the representatives of such NGOs, to verify their plans and coordinate their activities.

2.5 Assessment of the performance of the executive director

The various actors with whom the executive director interacts regularly may also have an opinion on the way they function. Three official mechanisms work as an assessment of the functioning of the executive director. These are the 'confirmation-decision', the 'open performance review and appraisal system' (OPRAS) and the audit reports.

2.5.1 Confirmation decision

Once executive directors are appointed, they will function first on a probationary period. This is true of both opportunities of appointment including if the

3. Commonwealth Local Government Forum east Africa
< http://www.clgf.org.uk/default/assets/File/Country_profiles/Tanzania.pdf>

4. The District administration is headed by the District Commissioner (DC) who is appointed by the President. The DC is assisted by the District Administrative Secretary (DAS) and other technical staff. At the regional, it is headed by the Regional Commissioner (RC) also appointed by the President, and assisted by the Regional Administrative Secretary (RAS) and other technical staff

appointment is the result of a promotion (Standing Orders D52), or if the executive director is first appointed to an office in the public service (Standing Orders D40). The probationary period is six to twelve months. Therefore, the first assessment of the performance of executive directors takes place when the probationary period ends, and the executive directors are to officially be ‘confirmed’ in their new job.

If the immediate supervisor of a promoted public servant thinks that they failed to perform the duties of the post to which they were promoted, the public servant will receive a notice. In the case of the executive director, the task of the immediate supervisor is executed by the regional secretariat and the chairperson of the full council. If no notice has been given within the probationary period, the executive director is deemed to have completed this period to the satisfaction of his supervisor and shall receive a letter of confirmation within one month after the expiration of the trial period (D52 sect 5 Standing Orders).

2.5.2 Open performance review appraisal system (OPRAS)

Another method of assessing the functioning of the executive director is the open performance review appraisal system (OPRAS). The use of this system is prescribed in the Public Service Act and the Public Service Regulations and applies to all public servants, including those that work in LGAs. The performance appraisal of the directors of LGAs is done by the ‘chairman or the mayor of the local government authority, after consultation with the permanent secretary responsible for local government.’ (Standing Order D65 section 1).

Public servants are required to appraise themselves by filling out the open performance review and appraisal form (Standing Order D70). In this form, the employee is expected not only to assess his performance in the present job but also to identify any need for training as well as his suitability for promotion. The appraisal form is then compiled by the chairman or mayor on behalf of the LGA. At the end of the year, the chairperson or mayor assesses and appraises the executive director’s performance against the goals and targets set in the OPRAS form. The appraisal is then submitted to the PO-RALG through the regional administration.

One of the notable features in this process is the recognition of the LGA, by the chairperson/mayor of the full council, as the employer of the executive director. The LGA, as an employer, is therefore involved in the assessment of the performance of its employee.

2.5.3 Local government audit reports

A last form of assessment of the functioning of the executive director is the auditing of the LGA. As stated before, executive directors act as the accounting officers for their respective LGAs (Local Government Finance Act 1982). An accounting officer is responsible and accountable to higher authority for the operations of the LGA and is scrutinized through the auditing process of the

LGA. Every LGA is audited to establish the extent to which the LGA has managed to collect revenues, i.e. tax collection, and the extent to which the LGA has spent such revenues, i.e. expenditures. The auditing is conducted by the Controller and Auditor General. The Controller and Auditor General is the head of an independent National Audit Office established by law⁵ and is charged with the responsibilities of auditing government and public institutions.

At the end of the audit exercise, the Controller and Auditor General (CAG) issues the LGAs with a certificate and management letter. The certificate shows the financial performance and compliance of the council to the requirements of the financial operations. Apart from the certificate, the LGA is also issued with a management letter from the CAG. The management letter contains a list of issues that CAG has observed during the auditing process and that require clarifications from the executive director and his management team.

In practice, audit reports play an important role in the assessment of the executive director. Poor audit reports have been used to warn, suspend, transfer, and terminate executive directors from their jobs. For instance, in June 2012 the Minister for Regional Administration and Local Government decided to dismiss eight directors, transfer another 22 and issue a warning to eleven directors because of the poor reports (Nipashe, 22 June 2012). In 2021, eight executive directors were suspended for the same. This was directly related to the poor audit reports in the LGAs of these executive directors.

To sum up, the functioning of the executive director is assessed by different mechanisms. The full council, represented by the Mayor or the Chairperson plays an important role in the confirmation and the annual appraisal. This assessment is rather subjective and does not have an immediate consequence for the executive director, since the LGA does not have the competence to issue a sanction.

The auditing of the LGA turns out to be a more effective mechanism to assess the functioning of the executive director. Although the results of an audit constitute an assessment of the state of affairs of the entire LGA, it is taken as an evaluation of the person in charge. Consequently, it may negatively impact the personal career of the executive director if the audit report registers flaws. The auditing process reflects objective data on the actual performance of the LGA, but the exact role of the executive director in this respect is not always very clear. The severe impact of the auditing process does align with the strong central interference on the selection procedure of the executive director, as noted earlier.

5. The Constitution of the United Republic of Tanzania, 1977; The Public Audit Act, 2008.

2.6 Conclusion

The executive director is a rather complex post in a rather complex environment. The appointment procedure shows that the central government has a strong say in the selection and appointment of the executive director. Executive directors are appointed to a post without the official consent of those who must work with them, such as the heads of department or councillors. In office, the executive director has many responsibilities, mainly related to the implementation of centrally made decisions. The executive director can be seen as the outpost of central policy, which is suspicious given his responsibility to support the councillors and to provide advice. Advice given might easily cause the explicit demarcation of boundaries within which the council can make its decision.

Since executive directors are accounting officers and must provide the central government with relevant information on the expenditures of their LGA, they rely heavily on central approval. It turns out that this auditing procedure is a very strong assessment of the performance of executive directors and might have consequences for their careers.

Theoretical framework

3.1 Introduction

This study is about the way Tanzanian executive directors operate and how and to what extent their administrative behaviour influences the performance of the LGAs. In this chapter, a model is developed in which executive directors' administrative behaviour and LGA performance are theoretically linked. This model will provide guidelines for systematic data collection which will enable answering the research question: to what extent and in what ways is the performance of the LGAs influenced by the way the executive directors operate?

This first step is to design a theoretical basis for studying how managers/executive directors operate in organisations. To describe and systematise the operations of executive directors, insights and concepts are derived from two theoretical perspectives and their respective streams of literature. The first perspective falls under the label of the 'managerial role'. The theoretical framework therein provides the basis for describing the activities of the executive directors in LGAs and is discussed in section two of this chapter. The second branch of theory is concerned with what is labelled 'leadership behaviour'. It provides the basis for describing and analysing the interaction between an executive director and their subordinates in the LGAs. The leadership behaviour approach is dealt with in section three. Also in this section, an intermediate variable is identified, namely: 'subordinate compliance'. The assumption is that the extent to which subordinates comply with instructions handed down by the executive director varies with leadership behaviour.

Since the ultimate goal of the study is to explain the influence of the executive director's operations on the performance of the LGA, a way to measure such performance is also necessary. Thus, section four explains why the annual LGA audit reports can serve as a proxy of LGA performance. Thereafter, section five presents the factors which may explain the presence of different leadership behaviours and concludes by proposing the theoretical framework for the study.

3.2 Managerial roles

This section is concerned with the question of how to model what executive directors do in the LGAs. The executive director has several tasks and responsibilities to fulfil in the LGA. In doing so, the executive director is confronted

with constraints inherent in his institutional position, including but not limited to rules and regulations, task descriptions and directives from superiors. Although each executive director is dealing with more or less the same set of institutional constraints, the choices they make in performing their functions may vary. To capture this variation and discern possible patterns, a model is developed based on the literature on manager performance. Such a literature review will assist in formulating a description of what the executive directors do in the LGAs.

There is some consensus in the literature that managers commonly perform specific tasks on a daily basis (Mintzberg 1971; Allan 1981; Lau et.al 1980; Kurke & Aldrich 1983; Dargie 1998; Tengblad 2006). These related day-to-day activities have been categorised into so-called 'managerial roles' (Mintzberg 1971). In his work, Mintzberg deviated from the previously common modelling of managerial behaviour, which is characterised by the broad and traditional managerial functions of planning, organising, staffing, directing, coordinating, reporting and budgeting (Gulick 1937; Fayol 1947). Since its introduction, the 'managerial role' has been a useful framework for identifying, categorising and describing what managers do in organisations.

In Mintzberg's approach (1971), the manager is an individual who is in charge of an organisation. This description fits the executive director as a manager in the LGA. Based on intense observation of managers, Mintzberg describes their position as managers being the natural consequence of performing a set of specific managerial roles. Referring to Sarbin and Allen (1968), Mintzberg defines 'role' as an organised set of behaviours belonging to an identifiable office or position. The roles of managers are then modelled around work content and work activities. Mintzberg's framework identifies a taxonomy of ten managerial roles and groups them into three broad categories: interpersonal, informational and decisional roles.

The category of *interpersonal roles* is specified as comprising all those activities that involve interactions between a manager and his subordinates. Sub-roles in this category are identified as *figurehead*, *leader* and *liaison*. The role of *figurehead* is derived from a manager's position of authority within the organisation. As such, managers are obliged to act as the symbol of the organisation. They represent the organisation in events such as ceremonies, signing legal documents and receiving visitors. Alternatively, the legitimate formal authority of the manager manifests itself in their role as *leader*. The managers define the atmosphere in which the organisation will work by motivating and encouraging their subordinates, as well as listening and attending to their requests. In so doing, managers integrate individual needs and organisational goals. Finally, in their role as *liaison*, managers establish and maintain a network of relationships with numerous people and with other organisations.

The second of Mintzberg's categories consists of what are called *informational roles*: the set of activities aimed at searching, collecting, and disseminating information inside and outside the organisation. The sub-roles within this category are that of *monitor*, *disseminator* and *spokesperson*. First of all, a manager is considered to be the *monitor* of information, and as such, the

‘nerve centre’ of the organisation. Managers incessantly monitor the organisation and its environment for information about internal operations, external events, ideas, trends and pressures. Managers not only collect but also *disseminate* material. Data about the work environment outside the organisation is brought into the organisation while internal information (facts and values) is distributed amongst subordinates. Finally, managers are *spokespersons* for the organisation. A manager transmits information about the organisation to stakeholders outside the organisation and acts as a spokesperson on behalf of the organisation.

Mintzberg’s third category of roles is named *decisional*: denoting a set of activities involving making decisions. The roles included in this category are the *entrepreneur*, the *disturbance handler*, the *resource allocator* and the *negotiator*. When the manager acts as an *entrepreneur*, he/she searches for opportunities and initiates and designs changes or improvements in the functioning of the organisation. In their role as *disturbance handlers*, managers take corrective measures when the organisation is confronted with unplanned disturbances such as crises and emergencies. As a *resource allocator*, a manager oversees the allocation of all resources within the organisation. Resource allocation comprises activities such as budgeting, scheduling of activities and approval of actions. The fourth and final decisional role is that of a *negotiator*. By nature of their legal position within the organisation, managers participate in negotiations on behalf of the organisation.

In his 1971 study, Mintzberg also identifies several characteristics of the activities of managers. He observed that managers perform a variety of activities, different *sets* of activities during the day. He also saw that activities performed are brief in nature (*brevity*); that is, take a short time to accomplish. Furthermore, he observed that in the course of fulfilling these activities, managers are constantly interrupted by either subordinates or by persons from outside the organisation.

The concept of managerial roles as developed by Mintzberg (1971) has been used in the relevant literature in different ways. Some studies exist that have replicated Mintzberg’s Research about managerial roles performed by managers or executives in organisations (Kurke & Aldrich 1983). Interesting from the point of view of this study is the work of scholars who applied the Mintzberg framework specifically to the study of executives in the public sector (Lau & Pavett 1980; Allan 1981; Dargie 1998; Sancino & Turrini 2009; Johnson & Dobni 2016).

Lau & Pavett (1980) utilised the framework for a study comparing ‘high-level public- and private-sector managerial and executive jobs’. The public sector was represented by the US Navy and the private sector by a sample of 220 executives in Californian firms. They found, among other things, ‘that managerial roles in both sectors can be broadly classified as interpersonal, informational, and decisional.’ When using this study as a test for the applicability of Mintzberg’s framework, it proved to be a useful analytical tool. Allan (1981) did a study of managerial work in the New York City administration,

using a sample of 1476 managers. Making an explicit comparison between his results and those of Mintzberg, he established that the NYC managers performed at least eight of Mintzberg's ten roles: from the *interpersonal* category the *leader* role and the *liaison* role, from the *informational* category the roles of *monitor* and *disseminator* and all roles of the *decisional* category (*entrepreneur*, *disturbance handler*, *resource allocator* and *negotiator*). The roles of *spokesperson* and *figurehead* were probably performed by top executives who were not included in this study. Again, this study, too, showed the usefulness of Mintzberg's taxonomy. Dargie (1998), who did four case studies of chief executives in English LGAs and the National Health Service, had similar findings. She discovered that in local government, roles such as *figurehead* are not solely performed by the manager but also by the mayor. Furthermore, the managers embodied the *liaison* role only to the extent that they maintained external contacts that were formal and specific for certain issues. The other role in the *interpersonal* category, the *leader*, was found to be assigned to other authorities. Also, the public manager was given little room to act as an *entrepreneur* and show initiative. Given the constitutional position of local government in England, most of the activities are dependent on directives from either the central government or local politicians.

These studies suggest that it is useful to describe the activities of managers in any organisation in behavioural terms. Moreover, there is a large degree of consensus that the classification of managerial roles, as developed by Mintzberg, offers an advantageous analytical instrument. This holds not only for managerial behaviour in private settings but also in public organisations, even despite Dargie's warning that 'categorising complex patterns of behaviour into a series of roles over-simplifies'. Beyond this warning, all these studies confirm Mintzberg's observation that managerial work is characterised by brevity, variety and fragmentation.

Some studies explicitly posed the question of whether a theoretical framework established in 1973 would still be valid for depicting the managerial behaviour of three or four decades, and further. Tengblad (2006) is one of the scholars who studied the stability of the framework over time; to what extent did managerial work change in the 30 years since the Mintzberg research? As it turned out, alterations primarily concerned the brevity, variety and fragmentation of managerial work. The roles performed were more or less the same, but the relative time spent on each activity had changed considerably.

Glick (2011) questioned the sustainability of Mintzberg's conceptual framework even more emphatically. Her intention was 'to address the gap' between what might be outdated literature and the actual current behaviour of CEOs in the United States at the time of writing. To that end, she designed a more complex framework of managerial roles, combining the insights of Mintzberg and other authors. Thus, her work distinguished 31 managerial roles, grouped into six main categories (see table 3.1)

Table 3.1: Comparison of managerial roles by Mintzberg and Glick

Mintzberg (1971)		Glick (2011)		
Interpersonal roles	Figurehead	Interpersonal roles	Director	
	Leader		Leader	
	Liaison		Motivator	
Informational roles	Monitor	Informational roles	Monitor	
	Disseminator		Disseminator	
	Spokesperson		Spokesperson	
Decisional roles	Entrepreneur	Decisional roles	Entrepreneur	
			Disturbance handler	Disturbance handler
			Resource allocator	Resource allocator
	Negotiator	Negotiator	Operational roles	Negotiator
				Conflict handler
				Taskmaster
				Problem solver
				Staffer
				Organizer
				Controller
Strategic roles	Strategic roles	Strategic roles	Operator	
			Technical expert	
			Consultant	
			Coordinator	
			Innovator	
			Planner	
			Vision setter	
Diplomacy roles	Diplomacy roles	Diplomacy roles	Strategist	
			Transformer	
			Creator and maintainer of culture	
			Link/statesperson	
			Figurehead	
			Liaison	

Source: Mintzberg (1971) and Glick (2011)

Glick then conducted a survey amongst CEOs (1202 respondents), asking how much of their time they allocated weekly to each of the 31 roles. The results of the survey found that all ten roles identified by Mintzberg were accepted as roles of a CEO. However, the roles of *spokesperson* and *negotiator* were somewhat controversial, likely because they can be delegated to other departments or individuals. The roles of *monitor*, *disseminator*, and *entrepreneur* were recognised, although perhaps not in the same understanding attached to them by Mintzberg. Overall, 26 of the 31 roles Glick specified received strong support from participants of the survey as being the roles of a CEO.

In conclusion, it is possible to identify, categorise and describe the activities and roles of managers and CEOs, utilising Mintzberg's taxonomical managerial role framework. Even though this framework originated in a study of CEOs in the private sector, it has also been shown to apply to managers in the public sector. Therefore, in this study, the Mintzberg conceptual framework as adapted by Glick will be applied to capture the actions and deeds of executive directors of LGAs in Tanzania. Glick's framework is adopted in this study over that of Mintzberg for two reasons: first, the framework is the most recent and

embraces developments in what managers do. Second, Glick's scheme has a larger number of observable activities, and additional categories of roles from Mintzberg's original framework, thus offering a broader avenue to observe the activities of executive directors. The model will be used to determine what the executive directors are doing; namely, to analyse and describe those activities in terms of the roles.

3.3 Leadership behaviour

Another way to view the work of the executive director, besides the approach detailing roles, is the leadership approach. In this study, leadership is seen as the interaction between the leader (the executive director) and his/her subordinates. Although some literature exists which considers leadership as an interaction between a leader and other stakeholders, this study concentrates only on interactions with subordinates. Leadership, therefore, has two elements: the leadership behaviour of the leader *and* the reaction of the subordinates. The main assumption is that leadership style as performed by the leader and as perceived by the subordinate has an impact on the behaviour of the subordinates. This section describes the variation of the leadership behaviour of the leader. The leadership behaviour is described along three broad leadership styles: *transformational*, *transactional* and *Ubuntu*.

Transformational and *transactional* leadership are very popular and widely researched leadership styles. They have broad coverage of different dimensions of leadership behaviours (Bycio, Hackett & Allen 1995; Antonakis et al. 2003). Furthermore, the two leadership styles have been able to predict or explain the influence of leadership behaviour on the individual behaviour of the subordinates and organisation outcomes. *Ubuntu* is a leadership style that is linked with African culture and organisations. As such, it is argued that an effective leader, in the context of African Culture, embraces the Ubuntu qualities of leadership behaviour (Mangaliso 2001).

3.3.1 Transformational leadership style

The behaviour of a leader can be more or less transformational. The transformational leadership style is grounded in the ability of the leader to appeal to the inner feelings and attitudes of the subordinates. A transformational leader convinces subordinates to do additional work beyond what they would otherwise wish to offer to the team or organisation (Yukl 2002: 253). The leader influences the attitude and assumptions of the subordinates about the work and the organisation in general, to empower and build commitment to the organisation's mission, objectives and strategies (Kuhnert & Lewis 1989; Bass & Avolio 1994:2; Judge & Piccolo 2004). By doing so, subordinates willingly offer their full potential towards working with teams and organisations.

The extent to which a leader is considered transformational or not varies with the behaviour demonstrated while working with subordinates. The lead-

ership behaviours that are connected to transformational leadership are: *charismatic*, *intellectual stimulation* and *individual consideration* (Judge & Piccolo 2004). Being *charismatic* entails the extent to which the leader is a role model and inspires subordinates through his/her vision, integrity, decisions, reputation and performance. This attribute is not easily seen in the behaviour. Rather, it is mainly observable in the perception of subordinates. Thus, when subordinates perceive that their leader is exhibiting certain leadership behaviour, they will change their attitude, values and behaviour to be consistent with what is expected from them by the leader (Conger et al. 2000). Another attribute of a transformational leader is *intellectual stimulation*. A leader shows *intellectual stimulation* if they challenge subordinates' ways of thinking and doing things. They would question the ways subordinates make decisions and perform activities, and encourage subordinates to be innovative and visionary in addressing organisational problems and goals (Bass 1997, Judge & Piccolo 2004). A transformational leader is also recognised by showing individual consideration when working with subordinates. *Individualised consideration* reveals itself when the leader regards subordinates as individuals who are different to one another, having different needs and aspirations. Thus, a leader recognises and pays personal attention to the needs, aspirations, and potential of individual subordinates. They will therefore give personal advice, coaching and opportunities to grow and develop (Bass 1997; Judge & Piccolo 2004).

There are various studies about the impact of transformational leadership on the behaviour of subordinates (Nguni et al. 2007; Judge & Piccolo 2004; Trottier et al. 2008; Walumbwa et al. 2005; Castro et al. 2008; Avolio et al. 2004). Using a sample of 700 primary school teachers in Tanzania, Nguni et al. (2007) examined the effect of transformational and transactional leadership on teachers' job satisfaction, organisation commitment and organisational citizenship. They found that transformational leadership had a positive influence on these individual outcomes. Castro et al. (2008) conducted a similar study on the effect of transformational leadership on followers' work attitudes and behaviour (i.e. followers' job satisfaction and organisational commitment). Their findings showed similar outcomes that transformational leadership had an impact on the level of followers' job satisfaction and organisational commitment.

3.3.2 Transactional leadership style

The behaviour of a leader towards subordinates may be considered more or less transactional. Transactional leadership behaviour is based on the exchange of rewards between a leader and his/her subordinates (Kuhnert & Lewis 1989; Yukl 2002), wherein such rewards are given by the leader, based on a subordinate's efforts. A transactional leader offers subordinates what they desire (i.e. things of value to subordinates) in return for compliance with what the leader wants (i.e. accomplishing personal and organisational goals) (Yukl 2002:253). The exchange is based on discussion and agreements with subordinates for

what compliance is required, and specifying the conditions and rewards thereafter upon the fulfilment of such requirements (Bass & Avolio 1994:2; Van Wart 2013). A transactional leader is driven by the need to accomplish tasks and realise the goal of the organisation (Burke et al. 2006).

While working with subordinates, a transactional leader may display the following behaviours which are seen as transactional: *contingent reward*, *active management by exception*, *passive management by exception* and *laissez-faire*. *Contingent reward* is observed when the leader sets goals and performance standards and provides tangible or intangible rewards when these goals are met. *Active management by exception* (Bass 1997; Judge & Piccolo 2004) occurs when the leader closely monitors the performance of subordinates and takes corrective action before deviations arise. In contrast to *active management by exception*, a leader demonstrates *passive management by exception* when they do not monitor performance closely, rather, waiting to intervene only when problems in the performance and behaviour of the subordinates have occurred. *Laissez-faire* is observed when a leader avoids making decisions, hesitates in taking action and is absent when needed. It is mostly considered as absence of leadership (Judge & Piccolo 2004).

There are several studies conducted on transactional leadership behaviour and its influence on individual behaviour and organisational outcomes (Bass et al. 2003; Nguni et al. 2007). Mohamad & Yahya (2016) conducted a research study with a sample of 300 respondents drawn from the staff of local authorities in Malaysia to ascertain the influence of transactional leadership behaviour on the trust of subordinates. They found that the leader who used transactional leadership, especially *contingent reward* and *active management by exception* could build on a significantly higher level of trust in their subordinates. Riaz & Haider (2010) did research on the impact of transactional leadership on job success and the career satisfaction of subordinates. They found that transactional leadership indeed influences the job success of subordinates. Walumbwa et al. (2008) found that *contingent reward* had an influence both on subordinates' satisfaction and their commitment to the organisation.

3.3.3 Ubuntu leadership style

Literature suggests that both transactional and transformational leadership styles emerged from the western context (i.e. the United States and Western Europe). This may explain the wide applicability and use of these leadership styles in most organisations in western countries. Although studies have shown that transactional and transformational leadership transcends across national boundaries and continents (Bass 1997; Walumbwa et al. 2005), there is a perception that these styles have limitations in addressing the African cultural context. The essence of the Ubuntu leadership style is the recognition and incorporation of African values in the leadership practices of an organisation. That is the need for the leaders to take into consideration the African cultural values and setting within which leadership takes place (Muchiri 2011; Ncube

2010). As far as Africa is concerned, Ubuntu leadership behaviour is considered to be an important predictor of leadership effectiveness. It has been argued that effective leadership needs to embrace the African values of Ubuntu to have an impact on subordinates and the organisation (Mangaliso 2001; Muchiri 2011).

Ubuntu is an African phrase that can be translated as ‘humaneness’ (Sigger et al. 2010). It has been adopted as an African philosophy and is defined as a pervasive spirit of caring and community, harmony and hospitality, respect and responsiveness that individuals and groups display towards one another (Karsten & Illa 2005; Mangaliso 2001). It is an emerging management philosophy and practical approach to managing African organisations. Ubuntu builds on the premise that paying attention to indigenous cultural values helps in managing organisations and improving their performance. According to Ubuntu philosophy, there is an African way of managing employees and organisations that goes beyond the existing western theories. These ways are evidenced in such values like caring and community, respect, dignity, compassion and solidarity.

Ncube (2010) argues that Ubuntu qualifies as a leadership philosophy because it is distinct in its own way. Ubuntu is different from other leadership discourses because of its cultural value system that emphasizes the recognition of cultural values and traditions of indigenous African society, whereas other styles do not. For example, Mangaliso (2001) argues that leadership in the African cultural context is based on age and seniority. Leaders are selected or appointed because they are the older and more experienced members of a given group or team. Age is seen as a symbol of wisdom, experience and strong informal networks that can be used to influence organisational performance.

Leaders who are inclined towards using Ubuntu behaviour display the values of survival, solidarity, compassion, respect and dignity to be considered effective. Survival is the value that entails sharing individual expertise and resources and making sacrifices for the benefit of the group or community. Members understand that their survival depends on others and that their individual goals are realised through collective goals (Poovanet al. 2006; Sigger et al. 2010). Survival is an attribute which is easily seen or observed. Rather, it is the attribute that relies on the perception of subordinates. Solidarity is the value related to the collectivist nature of African societies. It places importance on accomplishing difficult tasks collectively. Solidarity is built on the belief that individuals have weaknesses and limitations, and, to overcome these weaknesses, there is a need to work together. Because of solidarity, members feel an obligation and responsibility towards the group or communal tasks, taking part in ceremonies, rituals and family life (Sigger et al. 2010). Compassion is the human quality that is related to understanding the problems and dilemmas of others and feeling the urge to help them (Poovan et al. 2006; Sigger et al. 2010). It is about caring about others with the understanding that as a member of a community, all individuals are interconnected and share responsibility towards each other. Leaders are therefore expected to be compassionate and to have a sense of caring. Respect and dignity are about tolerating and valuing

other people, including their opinions and ideas. People are respected because of their age, authority and their tasks towards the community (Poovan et al. 2006).

3.3.4 Leadership styles in practice

In practice, the three leadership styles (i.e. transactional, transformational and Ubuntu) may be found in the behaviour of a single leader. However, the extent to which the leader uses these leadership styles will vary. The variations among the leadership styles may be due to the circumstances such as work environment, and characteristics surrounding the leader and subordinates. It is hypothesised that a leader may be more inclined towards one style than another despite what the circumstances may demand. However, it should be noted that the leadership styles are not opposites. Rather, they vary in terms of the nature of operations and the desired influence on individual outcomes.

So far, no studies have combined the three leadership models mentioned to explain the influence of these leadership styles on subordinates and consequently, the performance of the organisation. This study intends to combine the three leadership styles in explaining their influence on subordinates.

This study used these leadership behaviours to analyse and describe the interaction between executive directors and subordinates in LGAs in terms of broad leadership styles. Ultimately, the leadership styles are used to explain the influence executive directors have on subordinates and the performance of LGAs.

3.3.5 Subordinate response

As stated earlier, leadership is characterised by the relationship between leader and subordinate. The main assumption is that the three perspectives on leadership behaviour as identified in the previous sections indeed have different impacts on the behaviour of a subordinate. In the model of leadership, the response of the subordinate is an outcome variable. The response of subordinates can be formulated in terms of compliance. In other words, a subordinate's compliance is one of the subordinate's responses to the directives and wishes of their leader. The literature distinguishes two forms of subordinate compliance: attitudinal compliance and behavioural compliance (Rahim & Buntzman 1988; Emans et al. 2003.)

Attitudinal compliance manifests itself when the subordinate is inclined to follow the wishes and directives of the leader. The subordinate does so out of internal conviction and acceptance of the leader's directives and influences (Rahim & Buntzman 1988; Emans et al. 2003). The subordinates who show this kind of response identify themselves with the vision of the leader and their organisation. These subordinates strive to fully devote their efforts to achieving organisational goals. They do not need a leader's surveillance to make things happen.

Behavioural compliance, on the other hand, does not reflect the internal acceptance and commitment of the subordinate. Subordinates do not have a choice over the directives of the leader. Behavioural compliance manifests itself when a subordinate conforms behaviourally to the wishes and directives of the leader (Rahim & Buntzman 1988; Emans et al. 2003). The subordinate shows this kind of response by just carrying out the instructions, without necessarily sharing the same level of conviction held by the leader. The subordinate tends to lack enthusiasm and devote the minimum effort necessary to achieve the assigned task.

There are empirical studies that have been successful in finding the outcomes of the influences of different leadership behaviours on subordinate responses. Rahim & Afza (1993) investigated the influence of the basis of a leader's power on followers' commitment to their organisation, satisfaction with work, and attitudinal and behavioural compliance. They argued that leaders use different sources of power to influence followers. A closer look at the use of different bases of power shows a relationship to how the leader behaves (i.e. leadership behaviour) towards subordinates. A relevant point of interest within Rahim & Afza's findings is that Rahim & Afza found that expert power influenced followers' commitments and attitudinal compliance, implying that followers were more inclined to share convictions with a leader's expert vision and directive than otherwise. They also found that a leader who uses legitimate power was more likely to realise behavioural compliance (conformity) from followers than those who did not. Emans et al. (2003) wrote about the consequences of a leader's influencing style on co-workers. In their study, they argued that a leader may adopt a forcing or non-forcing style to seek compliance from subordinates. Furthermore, Emans et al. (2003) found that a non-forcing style had a positive effect on compliance, whereas a forcing style had a negative effect on compliance. Although their study (Emans et al 2003) used the aspect of *influencing styles*, this is analogous to leadership behaviour as discussed in this study. It is thus worth noting that both attitudinal and behavioural responses from subordinates are revealed through the actual performance of tasks or directives.

3.4 The performance of LGAs

In the previous sections, leadership was modelled as the relation between the leader and their subordinate. The main assumption is that leadership behaviour has a consequence in terms of subordinates' responses. The ultimate goal of this study goes beyond such influences; the intention is to analyse how and under what circumstances leaders have a positive or negative impact on the organisation as a whole. After all: leadership can also work in the wrong direction, meaning that leadership behaviour and subordinates' responses can have a negative impact on the actual functioning of the organisation. In this sense, leadership is not considered neutral in this study. The impact of leadership will be assessed in terms of 'good performance'.

This results in the question of what good performance entails. When does an LGA perform 'good' and when is the performance better? This is not an easy question. The performance of commercial entities is rather easy to assess based on their profit. For non-commercial entities such as LGAs, performance is less easily measured. Hence, what determines the performance of a governmental body? In general, assessing and measuring the performance of government bodies, and in this case, LGAs poses a challenge due to the wide range of activities dealt with by the LGAs and the unique nature of each LGA (Carmeli 2002; Turley et al. 2015). Thus, the answer as to what determines the performance of LGAs is based on the main reason why LGAs were founded in the first place. The Local Government Act of 1982 states that LGAs are aimed at providing social and economic services to the community at the local level. These objectives boil down to concrete activities and projects that are (partly) funded by public resources.

In this context, one could model the performance of LGAs in financial terms (Carmeli 2002; Turley et al. 2015). The financial performance focuses on the funds received by LGAs and how they are used. LGAs in Tanzania are mostly funded by the central government to ensure the provision of goods and services to the citizens at the lower levels (Local Government Act of 1982). Also, LGAs collect money from their sources such as local taxes, levies and licences. These funds also go into the provision of service to the citizens. At the end of each financial year, the LGAs prepare financial reports showing the funds they received and collected and how such funds were used. These reports are then audited by an independent government auditor known as the Controller and Auditor General (CAG). The audit report for each LGA is prepared and published for use by the central government and the public in general (Local Government Act of 1982).

The audit report is a report based on the opinion of the auditor after going through the performance of the LGA using some criteria and standards for carrying out the auditing process. The criteria that are used to give an opinion are first of all, the extent to which the LGA has collected resources, that is whether or not the LGA succeeded in levying taxes and other fees and contributions. According to the laws establishing LGAs, the LGAs have powers to collect revenues or funds from different sources including central government and donors. These sources are identified and put in the budget during the planning process in the LGA (Mollel 2010). So, the auditing process looks at the extent the LGA has managed to collect all the resources it identified at the beginning of the financial year.

A second element in the assessment is whether or not the LGA used the resources according to the approved budget. The budgets of the LGAs are prepared and approved by the full councils of the respective LGAs (Mollel 2010). The budget outlines the activities and projects that the LGA will implement within the financial year. It also states the amount of money and other resources that will be used in the implementation of projects. The audit process looks at the ways the money has been spent on each project or activity.

The third element regards procurement laws and regulations. The LGAs procure both services and goods for use in the projects and activities within the LGAs. To procure goods and services the LGAs have to abide by the rules and regulations. The audit process seeks to ascertain the extent to which the procurement processes have followed the prescribed rules, regulations and procedures.

The fourth element is a bit broader and deals with general elements of good governance, efficiency and economy in its day-to-day operations. The audit seeks to describe the overall functioning of the LGA by looking at how the internal systems and operations are managed. This includes aspects like having sufficient staff etcetera.

At the end of the audit exercise, the CAG issues the LGAs with a certificate. The certificate shows the financial performance and compliance of the LGA with the requirements of the financial operations. Four types of certificates can be issued to the LGA: unqualified opinion; qualified opinion; adverse opinion and disclaimer opinion. An unqualified opinion is considered by the LGAs as a clean report despite having some remarks (NAO, 2013). Whereas, qualified, adverse and disclaimer opinions are not considered clean reports. Conclusions in the audit report indicate the quality of both the day-to-day operations ('good governance') and the effectiveness of the LGA. The conclusion varies from 'unqualified' if the auditor finds no flaws and 'qualified' when the auditor is of the opinion that there are flaws regarding the revenues and/or expenditures.

The audit opinion is combined with a 'management letter' that identifies the issues and areas of concern that need attention from the LGA. These documents are made public and are used by different organs such as the Parliament, central government, NGOs and the public at large to assess the performance of LGAs. More than that, the audit report might have consequences for example for the executive director.

The use of financial reports to assess the quality of organisations is also included in other studies. Carmeli (2002) and Turley et al. (2015) used financial reports prepared for local governments to assess the performance of the local governmental bodies. In our model, the performance of the governmental bodies is connected to the leadership, under the assumption that leadership does impact the performance in terms of financial management. Another argument to justify this relation is the fact that the executive director is the accounting officer in the LGA. This is a formal position, defined in the Local Government Act of 1982 (No 9, Finance) which endows the director with the responsibility for the proper management of council finances, including the mobilisation of resources and overseeing expenditure according to the approved budget. As an accounting officer, the executive director is thus given the authority to influence how resources are mobilised, budgeted, and spent in the LGA. In this context, assessment by the auditor is a direct qualification of the way the executive director succeeded in managing their organisation. In other words, sound financial management can be seen as a reflection of effective leadership.

In this model, the effectiveness of leadership is not neutral. Thus, an alternative would be to model effective leadership in terms of compliance. That would imply that the leadership is effective even if the high level of compliance has a negative impact on the performance of the LGA. This could, for example, happen in the context of widespread corruption or a poor working culture, where the actual effects of the LGA's interventions are regarded as less important. In our model, this outcome will be qualified as a negative outcome of leadership. This choice does justice to the original cause of the research which focuses on the impact of the director in the LGAs in Tanzania.

3.5 Factors that may explain variations in managerial roles and leadership behaviour

So far, this study has established that the behaviour of executive directors may be categorised in terms of managerial roles and leadership behaviour. The executive director may perform different managerial roles, which may have consequences on the performance of the LGA. Likewise, executive directors may adopt different leadership styles within the LGA. The different leadership behaviours are supposed to have consequences for the behaviour of subordinates which will in turn have consequences for the performance of LGA. In this section, it is argued that managerial roles and leadership behaviour might be occasioned by certain factors. The factors which are discussed here are those that are commonly used in the literature and seek to explain leadership behaviour or managerial roles, like demographic characteristics, personality attributes and social capital of the executive director.

3.5.1 Demographic characteristics

An executive director is a human being, like any other, with certain characteristics. Yukl (2002: 175) for example mentions the variety of individual attributes, such as aspects of personality, temperaments, needs, motives and values (Yukl 2002: 175). These personal features distinguish individuals in a group or organisation (Zaccaro 2007). Such characteristics might have an impact on the way an executive director acts in his/her managerial roles and leadership behaviour. Studies on the characteristics and traits of leaders often refer to inherent characteristics, traits or types of personality attributes that distinguish leaders from non-leaders (Yukl 1989). The concerns have been to identify and explore different traits or characteristics that explain how leaders emerge and become effective. Building on the stories of 'Great Men' in ancient history, early theories identified a set of traits, attributes and skills related to leadership effectiveness (Stogdill 1948; Bass 1990:59).

Although findings from early studies were not consistent, traits may still explain the variation in leadership behaviour and managerial roles. Kirkpatrick (1991) argues that traits matter, and ascertains that leaders need to have the right traits. Building on this idea, it is possible to associate leadership behaviour and managerial roles with certain characteristics of the executive director.

This study will focus on three demographic characteristics which may have an impact on the way the leader acts in the LGA. These are experience, education and age. *Experience* represents accumulated years working in the same organisation or working in the same post with the same role and responsibilities. One might expect that the more experienced an executive director is, the more capable they are in adapting to the situation. This also means variation in different leadership styles and managerial roles.

Level of education represents the attainment of formal knowledge. Although an executive director must have a master's degree to be appointed as a director, a different professional background might likely have an impact on the way the leader acts in the LGA. *Age* is the last factor to be discussed here. Similarly to experience, one could expect that age has an impact on the adaptiveness of the executive director. Even if an executive director has less experience in the local government, certain life experiences might give the director the capabilities to adjust his/her activities.

There is some support that these factors play a role in the way managers work. Ng & Feldman (2009) conducted a meta-analysis and found that education level positively influenced core task performance. Thus, it can be argued that since managerial roles are in essence sets of activities or tasks, the level of education of the executive director may have an influence on leaders' managerial roles, as well as the leadership behaviour.

There are also studies which have found the effect of age on performance and leadership (Gilbert, Collins & Brenner, 1990; Zacher, Rosing & Frese, 2011). For instance, Zacher, Rosing & Frese (2011) investigated the interplay between leaders' age and legacy beliefs in predicting transformational, transactional and passive-avoidant leadership behaviours. They found that there was a negative relationship between age and transformational and transactional leadership. However, the interplay of age and legacy has some influence on the dimensions of transformational and transactional leadership.

3.5.2 Personality traits

Leadership behaviour may also vary with the personality of the leader. Personality refers to the behavioural preferences of the leader, and are not always explicit choices of the leader. More often, these preferences are perceived by those that witness the behaviour of the leader.

The relevant personality traits have been described and grouped into five identifiable attributes (Judge & Bono 2000). The Five-factor Model grouped personality attributes into five dimensions of extraversion, conscientiousness, open to experience, emotional stability, and agreeableness. *Extraversion* represents the tendency to socialise, being assertive, active and zealous. *Conscientiousness* represents achievement and dependability, being responsible, reliable and hardworking. *Agreeableness* represents the tendency to be trusting, compliant, caring and having good relationships with others. *Open to experience* represents the tendency to be imaginative, creative, unconventional and open-minded. *Emotional stability* represents the tendency to remain calm, not

stressed by unpleasant situations and ease in handling disturbances. This grouping of traits helps in studying the relationship between personality traits and leadership behaviour.

Personality traits are seen as potential independent variables that might explain a certain leadership behaviour. At this point, it is important to note that both variables concern a certain *behaviour* and may therefore not be easy to distinguish, potentially posing a challenge since an observed variation in behaviour might then reflect both on the independent variable (personality) and dependent variable (leadership behaviour). Judge & Bono (2000) developed a method to distinguish personality (independent variable) and transformational leadership (dependent variable). This study will use the same approach and method to distinguish the two.

Studies on personality attributes show that different dimensions of personality attributes are related to the ability of the leader to influence the behaviour of subordinates. Judge et al. (2002) found that extraversion, conscientiousness, and openness to experience are related to this ability. The study by Judge et al. (2002) showed that leaders who were extraverted, open to experience and who were conscientious were able to influence the behaviour of their subordinates. Judge & Bono (2000) studied the relationship between personality traits and transformational leadership behaviour. They used a 'five-factor model' to measure personality, and both transactional and transformational leadership behaviour was used to measure leadership behaviour. They found that the different dimensions of personality traits (Five-factor Model) influenced transformational leadership. Thus, it entails that different leadership behaviour will vary with different personality traits.

3.5.3 Social capital

Leadership behaviour is conceptualised as an individual relationship between a leader and a subordinate. In the model established in this study, the context in terms of stakeholders is explicitly not incorporated regarding leadership or the effectiveness of leadership. These stakeholders might nevertheless play an important role in the choices made by a leader (Van Knippenberg & Hogg, 2003; Hogg & Van Knippenberg 2003). The leader is a member of the group, and their group might have an impact on the leadership style and the managerial roles of the leader.

The stakeholders that might have an impact on the leader are not only their subordinates but also other peers (other directors), politicians (the councillors), supervisors (for example public servants from the central government) and the community.

In some studies, the performance and success of leaders are linked with the strength and quality of the relationship i.e., social capital between a leader and various stakeholders. Social capital entails the actual and potential resources that individuals obtain from knowing others, being part of a social network or merely from being known to them and having a good reputation, a high status and personal referrals (Baron & Markman 2000; Seibert, Kraimer & Liden

2001; Adler & Kwon 2002; Hoppe & Reinelt 2010). This network can be productive and important to leaders because it enables them to access resources like reliable information. It might furthermore have a positive impact on cooperation and trust from others, sometimes resulting in favours (Tundui 2012: 23; Franke 2005). These factors might thus have an impact on the managerial roles and leadership behaviour of the executive director.

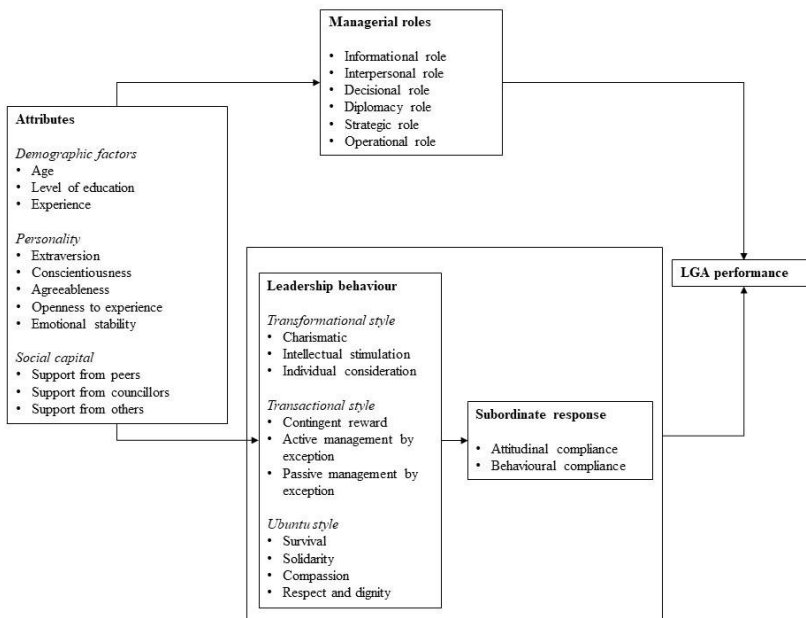
3.6 The theoretical framework

The factors described in the previous sections form a conceptual model that shows how the performance of the LGAs is linked with the administrative behaviour of the executive director. Administrative behaviour is described in terms of managerial roles and leadership behaviour. The executive directors perform managerial roles. The roles are different from each other. This study identifies six categories of managerial roles. Managerial roles might explain the performance of the LGAs; i.e. scheduling and performing certain activities might have an effect on the performance of LGAs.

The second association is that between leadership behaviour and the performance of the LGA. Leadership is seen as a contraction of leadership behaviour by the leader and the response of the subordinate.

The framework considers managerial roles and leadership behaviour as variables. The study herein identified three groups of attributes as potential attributes for the variations in leadership behaviour and managerial roles.

The following figure shows the theoretical framework.



Research methodology

4.1 Introduction

This chapter describes the approach and methods used in this study. The purpose is to gather empirical evidence on ways the executive directors operate in LGAs and explain how and the extent to which their operations explain the LGA performance in Tanzania.

The chapter starts with a description of the research approach and the design used in the study. It then presents surveys and the content analysis including the sample size and sampling, methods of data collection, and data analysis. The chapter then presents the description of the case study including the case selection, unit of analysis, sample size, methods of data collection and data analysis. The chapter concludes with a description of the ethical considerations adhered to in the course of executing the study.

4.2 Data collection

The study uses both quantitative and qualitative approaches. It aims at describing and explaining the operations of the executive director and the LGA performance. Descriptive studies provide descriptions of the characteristics of the population or a phenomenon in the study, thereby providing the answers to 'what, where, how many' type of questions (Yin, 2003:5). Explanatory studies aim at providing explanations about links and actual dynamics about the phenomenon under the study. It elaborates on descriptions of the phenomenon by providing answers to 'how' and 'why' there exists what is observed about the phenomenon under the study (Yin, 2003:6).

There were five sources of information to address the descriptive and explanatory questions: three surveys, a content analysis of the audit reports and a case study. The first survey aimed at exploring the attributes (variables) perceived to be helpful for the leadership effectiveness of the executive directors in the LGAs. The second survey is a survey with the executive directors of the LGAs aimed at exploring the managerial roles and leadership behaviour of these executive directors in the LGAs. The third survey involved heads of departments in eight selected LGAs. This survey is used to explore the perceived managerial roles and leadership behaviour of their respective eight executive directors and the influence of leadership behaviour on the nature and level of

compliance of the heads of department. The fourth source of information regards a content analysis of audit reports. These audit reports give information on the opinion of the auditor on the actual LGA performance. The last source of information is a case study aimed at analysing how the executive directors actually lead or behave in the LGAs and the consequence for compliance of the heads of department and the ultimate LGA performance. A detailed description of each piece of research is provided in the following sections.

4.3 The key informants' survey

The main interest of the whole study is to describe the leadership of the executive directors in the LGA in Tanzania. The key informant survey aims at understanding what leadership effectiveness is in the Tanzanian context. This is done by exploring aspects that are considered helpful by experts and key informants for the leadership effectiveness of the executive directors in LGAs. The main question explored in this study was to what extent are the attributes (*level of education; professional background; work experience; competence; personality; social support*) helpful for the functioning of the executive director in the LGA. To answer this question, key informants, either employed in the local government, central government or any public organisation or NGO, were asked to identify the relevant attributes of the director. A sample of 120 key informants was selected. These respondents were postgraduate students recruited from various university programs at Mzumbe University in the academic year 2012/13. The main criterion for selection was that they were knowledgeable of the functioning of the local government and the executive directors in the LGAs. Table 4b of the annex contains an overview of the characteristics of the respondents.

4.3.1 Study variables

The theoretical framework in chapter 3 identifies attributes that could have an effect on managerial roles and leadership behaviour. These attributes are dealt with in chapters 6 and 7. The attributes discussed in this section form part of the model depicted in chapter 3. The list of attributes was drawn from the literature review and formal letter of appointment of the executive directors. Other attributes were identified from the interviews with experts in the field of local government. These attributes were identified to explore what experts and informed people think about the functioning of the executive director. The theoretical framework in chapter 3 identifies attributes that are linked and have an effect on the model i.e. managerial roles and leadership behaviour. The list of attributes studied was as follows:

The *level of education* refers to the highest formal education qualification acquired by the executive director. This formal education was categorized into a diploma, bachelor's degree, master's degree and doctorate. *Professional background* refers to the field of study within which the executive director pur-

sued his/her education (diploma or degree). *Work experience* has been measured in the number of years during which the executive director worked in the LGA or worked as a director in the LGA. As far as *competence* is concerned, this meant the skills the executive director had and the ability to use those skills in the work environment. In terms of *personality*, it referred to the personal traits the executive director has. *Social support* meant the group or individuals from whom the executive director can seek support in the course of performing the duties in the LGA.

The experts were also questioned about leadership in relation to the executive director, be it without the theoretical framework in chapter 3. The *Leadership style* referred to the behaviour of the executive director displayed in the course of interaction with subordinates and undertaking the day-to-day activities in the LGA.

4.3.2 Measurement

The study variables for key informants were combined in a 5-point scale questionnaire (1=strongly disagree to 5= strongly agree) where respondents were asked to indicate their level of agreement with the given set of statements. Table 4.1 indicates the study variables and sample of the statements used to measure the same variables. Each variable had a number of statements for example the level of education had 5 categories of education.

Table 4.1: Content of preferred attributes for executive directors by key informants

Variable	Sample statement	Number of items
Level of education	possession of a university bachelor's degree is helpful for the executive director	5
Professional background	background in local government administration is helpful for the executive director	7
work experience	having worked in the local government as a head of department is helpful for the executive director	5
Competence	ability to write in both English and Kiswahili is helpful for the executive director	7
Personality traits	openness and willingness to seek new ideas and experiences from other people are helpful for the executive director	6
Leadership style	putting employees a first priority before the job is helpful for the executive director	7
Social support	support from employees within the LGA is helpful for the executive director	6

4.3.3 Administration of the questionnaires

The respondents were approached during the teaching sessions in their respective programs. The researcher introduced the purpose of the study to the re-

spondents. The researcher later asked for voluntary participation from the respondents, after which the questionnaires were distributed to those who willingly accepted to participate.

4.4 The executive directors' survey

The executive directors' survey formed the main part of the study and the core of this thesis. It sought to describe the managerial roles and leadership behaviour of the executive directors in the LGA through the relationships depicted in the theoretical framework. Each of the variables displayed in the theoretical framework has been measured using a questionnaire. Three research questions are addressed in this survey. First, what managerial roles and leadership behaviour are displayed by executive directors in the LGA? Second, what are the situational factors, personality attributes and social support that give rise to the prevalence of different managerial roles and leadership behaviour? Third, what is the influence of managerial roles and leadership behaviour on the LGA performance?

4.4.1 The study variables

The survey contained four types of variables: managerial roles, leadership behaviour, LGA performance and attributes of executive directors. The first category deals with the variables related to the nature of the executive director's work, i.e. the managerial roles. The managerial roles performed by the executive directors constitute another set of variables in the study's research questions (research questions iii, vi and vii, see chapter 1). For measuring these variables a 31-item instrument developed by Glick (2011a, 2011b) was used. A categorization of six types of management roles underlay that instrument, labelled, successively: operational, strategic, informational, interpersonal, decisional and diplomacy (see chapter 3, section 3.2, for details). As for each category, the instrument contains a number of role performance statements. On 5-point scales, connected to each of these statements, respondents are asked to select one of the options 'strongly agree', 'agree', 'neither agree nor disagree', 'disagree' and 'strongly disagree'.

With a couple of modifications, Glick's instrument was included in the executive directors' questionnaire.⁶ One modification was an accidental one: in the course of the instrument assembly one of the items in the category 'strategic' was lost. From the 31 items in the Glick instrument, 30 items thus found their way to the executives' questionnaire. Other modifications had to do with adaptations of Glick's wordings, which related to the world of private companies, in such a way that they related to the world of LGAs. For that reason, the term 'organisation' was, for instance, substituted by the term 'council'. Likewise, the term 'business world' was substituted by the term 'community'. As

6. The questionnaires are not included in this manuscript but are available as online appendices of this dissertation in the repository of the University of Groningen.

to each role category, table 4.2 displays the number of items involved together with an example of an item.

Table 4.2: Contents of the managerial role performance questionnaire

Role category	Number of roles	Example role	Example of role (item) statement
Informational	4	Spokesperson	I disseminate the council's information to the community
Interpersonal	3	Leader	I lead and motivate my subordinates
Decisional	8	Resource allocator	I decide where my council will put its efforts and resources
Operational	6	Operator	I make sure that day-to-day operations are being completed
Strategic	6	Coordinator	I make sure that all efforts are coordinated towards the goals and strategic plan of the council
Diplomacy	3	Figurehead	I represent the council in formal matters

Glick used her instrument in two ways: 1) as a collection of single items, each representing one single role, and 2) as a collection of six sets of items, each representing one role type (one role category). For the latter way, the sets of items belonging to each of the role categories were to be treated as one single scale.

For investigating whether the second way was a doable one in the present study, the corresponding Cronbach's alphas were calculated based on the data collected in the sample of 83 LGA executives (see section 4.4.2 for more information about the sample). The results are displayed in Table 4.3. As can be seen, all alpha values are below 0.65 which means that none of the sets represents one single factor and none of them can consequently be treated as a single scale.

Table 4.3: Scale characteristics (initial category compositions)

Role category	Number of Items	Cronbach's alpha
Informational	4	0,19
Interpersonal	3	0,47
Decisional	8	0,63
Operational	6	0,61
Strategic	6	0,64
Diplomacy	3	0,32

Sample size = 83. Rating based on a scale of 1 (minimum) to 5 (maximum)

Glick (2011a, 2011b) found similar results in the samples used by herself and for that reason she reshuffled the items across the categories, giving rise to more or less modified category compositions. With this reshuffling some items were ignored, resulting in a total of 23 items. For investigating whether the second way, based on those modified categories, was a doable one in the present study, again Cronbach's alphas were calculated based on the data collected in the sample of 83 LGA executives, now making use of the modified, reshuffled categories. The results are displayed in table 4.4. As can be seen, there is again no ground for treating categories as single scales which implies

that Glick's first approach, viewing the instrument as a collection of single items, each representing one single role, remains as the one to be applied in the present study.

Table 4.4: Scale characteristics (modified category compositions)

Role category	Number of Items	Cronbach's alpha
Informational	4	0,56
Interpersonal	3	0,47
Decisional	4	0,29
Operational	4	0,68
Strategic	5	0,62
Diplomacy	3	0,32

Sample size=83. Rating is done on a scale of 1 (minimum) to 5 (maximum)

One more reason for refraining from making use of categories/scales was that inter-correlations of computed scale values tended to be rather high, ranging from 0.13 to 0.61, in the case of the initial, unmodified categories/scales and from 0.16 to 0.51 in the case of the modified categories/scales. Those figures point to a conceptual overlap of categories. They share content. This is also reflected in the Cronbach alpha value of 0.85 that results when the whole set of 30 items is treated as one scale (based on a subsample of 77 respondents, excluding six respondents who had failed to rate one or more of the 30 items). It gives rise to a meaningful new variable (the corresponding 30-item-scale value), which might be labelled 'overall-managerial-role-enactment', and which is made use of in the present study in addition to the 30 single role variables.

The second category of the variables was the variables concerned with the leadership behaviour of the executive director. In this study, three leadership styles were adopted: Transformational, Transactional and Ubuntu leadership styles. As described in chapter 3, the leadership behaviour used was derived from transformational, transactional and Ubuntu leadership behaviours. Three leadership behaviours of the transformational leadership style (*charisma, individual consideration, intellectual stimulation*); four leadership behaviour of transactional leadership styles (*contingent reward, active management by exception, passive management by exception, laissez-faire*); and four leadership behaviours of Ubuntu leadership style (*compassion, solidarity, survival, respect/dignity*) were measured in this study. Chapter 3.2 contains an elaboration of these leadership behaviours.

To describe leadership behaviour, transformational and transactional leadership was measured using the Multifactor leadership Questionnaire (MLQ) developed by Bass (1985). The study adopted a 46-item instrument that uses a 5-point scale (1 strongly disagree to 5 strongly agree) to measure charismatic, individualized consideration, intellectual stimulation, contingent reward, active and passive management by exceptions and laissez-faire leadership dimensions. Since its development, the MLQ uses subordinates to rate their superiors, in this study the questions were modified and re-worded to enable the executive directors to rate themselves (self-rating) and to customize the tool to reflect the nature of the organisation (LGAs) in Tanzania. For example, the

word ‘workplace’ was replaced by the word ‘council’ which was commonly used by the directors and staff to mean organisation. Table 4.5 presents the sample statements and items measuring the same constructs.

Table 4.5: Leadership styles-sample statements and subscale reliabilities

Style	behaviour	sample statement	Number of Items	Cronbach's Alpha
Transformational	Charisma	My subordinates feel good to be around me because I have an impressive and charming personality	17	0,91
	Individual Consideration	I show my satisfaction to my subordinate when he/she meets the required standards of good work.	7	0,81
	Individual Stimulation	I have provided subordinates with new ways of looking at things which they did not understand before in their job.	3	0,67
Transactional	Contingent Reward	I assure subordinates they can get what they personally want in exchange for their effort for doing council duties	7	0,78
	Active Management by Exception	I pay more attention in the council affairs when there are problems, irregularities and mistakes in the council.	3	0,42
	Passive Management by Exception	I don't take action until problems become serious.	4	0,67
	Laissez-faire	I avoid getting involved when important issues and problems arise in the council.	4	0,74

Sample size=77. Rating is done on a scale of 1 (minimum) to 5 (maximum)

For Ubuntu leadership, the revised management questionnaire developed by Sigger, Polak & Pennink (2010) was used. This is a 45-item instrument using a 5-point scale to measure the dimensions of Ubuntu leadership which are compassion, solidarity, survival and respect/dignity. It is a self-reporting tool whereby the executive directors were asked to rate themselves against the dimensions of the Ubuntu leadership behaviours. Table 4.6 presents the sample statements and items measuring the same constructs.

Table 4.6: Ubuntu leadership-sample statements and subscale reliability

Style	behaviour	Sample statement	Number of items	Cronbach's Alpha
Ubuntu	Compassion	The director considers his/her co-workers friendly and helpful	10	0,77
	Solidarity	The director always puts the interest of the whole team before his/her own interest	8	0,70
	Survival	The director works closely with others to do the job well	7	0,72
	Respect/dignity	The director respects the belief and customs of his/her co-workers	10	0,75

Sample size=77. Rating is done on a scale of 1 (minimum) to 5 (maximum)

The third category of variables were the variables related to situational factors that might have an influence on the way the executive director works or/and behaves. In this study, two variables were identified and used: Personality traits and social support.

In this study, personality was hypothesized to influence the behaviour of the executive director. The Personality traits of the executive directors were measured using the Big Five Inventory (BFI) scale. This is a 44-item instrument developed by John, Donahue & Kentle (1991) as quoted by John and Srivastava (1999). The instrument measures the five dimensions of personality which are agreeableness, conscientiousness, extraversion, neuroticism and openness to experience. This is a self-reporting instrument whereby the respondents rate themselves against each of the BFI items on a 5- point scale (1 strongly disagree to 5 strongly agree). Table 4.7 presents the personality traits and examples of the statements that measured that particular trait.

Table 4.7: Personality traits- sample statements and subscale reliability

Trait	Sample statement	Number of Items	Cronbach's Alpha
Agreeableness	I see myself as someone who is helpful and unselfish with others	6	0,72
Extraversion	I see myself as someone who is outgoing, sociable	4	0,66
Conscientiousness	I see myself as someone who does a thorough job	4	0,74
Emotional stability	I see myself as someone who is relaxed and handles stress well	4	0,54
Openness to experience	I see myself as someone who is curious about many different things	9	0,73

Sample size=77. Rating is done on a scale of 1 (minimum) to 5 (maximum)

Social capital was also hypothesized to influence the behaviour of the executive director. Social capital refers to the different individuals or groups of individuals whom the executive director may rely on or from who he or she seeks support. To establish which group of individuals or persons the executive directors seek support, a questionnaire that measured the executive director's social capital was designed according to the literature and previous studies (see

chapter 3). To maintain the same format a 5-point scale (1- strongly disagree to 5- strongly agree) was maintained whereby respondents rated themselves against a set of different items that described the dimensions of social capital which are support from peers, support from councillors, and support from others. Table 4.8 presents examples of the statements that measured each construct of social capital

Table 4.8: Social capital-sample statements and subscale reliability

Support	Sample statement	Number of Items	Cronbach's Alpha
Support from peers	I interact with peers and others outside the organization to gain information and resources	8	0,79
Support from councillors	When I make decision, I rely on councillors for their support	6	0,72
Support from others	I rely of personal friendship with officials at the ministry to get access to information and resources	3	0,57

Sample size=77. Rating is done on a scale of 1 (minimum) to 5 (maximum)

The fourth variable is related to LGA performance. The study identified LGA Performance as a dependent variable. The LGA Performance was measured at two levels. The first level involves a questionnaire administered to the executive directors and the heads of department. The questionnaire has five items that measured the perception of the respondents concerning the performance of the LGA. It is considered a self or individual assessment of the performance of the LGA by the executive director. In general, the tool explores the extent to which the LGA managed its resources, and realised its goals. The sample questions read as follows:

How effective is the council in managing its resources?
How effective is the council in meeting its goals?

The respondents were asked to indicate their responses on a scale of five (1 not effective to 5 extremely effective). The five items were combined into one variable after which we calculated the Cronbach alpha reliability. The result was 0.79.

The second level used to measure the LGA performance was through the content analysis of the audit report. The analysis of the audit report is described in detail in section 4.6.

4.4.2 Sample composition

The survey targeted all executive directors in all 134 LGAs (21 are urban and 113 are districts). This resulted in a response of 83 who filled out the questionnaires. But, out of this sample of 83, only 77 respondents filled out the entire questionnaire. Thus, we will use a sample size of 77 respondents for the analysis. Table 4b in the annex shows the characteristics of the sample. The table in the annex shows that the majority of the respondents are male, and in the

age group of 51-60, with an experience of at least 10 years of employment in the public sector. The majority of the executive directors had a university degree, specifically a master's degree, but with various professional backgrounds, from planning to human resources and from economic development to finance and accounting. There is no indication that the response is biased or that certain groups are underrepresented in the sample.

4.4.3 Self-reporting bias

One issue that has to be taken into account when using self-reporting questionnaires is the self-description nature of the collected data i.e., social desirability tendency. Social desirability entails the tendency of respondents to avoid socially undesirable traits or habits and to claim socially desirable ones, and the tendency to say things which place the respondents in a favourable light (Nederhof, 1985). It is considered as the tendency of respondents to appear socially and culturally acceptable, especially to sensitive topics or issues, and unwillingness to admit certain behaviours or attitudes (Bardwell & Dimsdale, 2001, Lee & Sargeant, 2011).

With regards to the use of these self-reporting questionnaires to executive directors, the question to be answered is to what degree and in what sense that nature may have influenced the study's findings. Generally speaking, self-descriptive answers can be contaminated by respondents' tendencies to provide socially desirable (and thus biased) answers. Answers given may consequently be somewhat more flattering for the respondents than would be objectively justified.

As regards the findings related to the first research question, the issue to be considered is that the levels of role performance, as measured by the questionnaire, may have been moved upwardly by a certain social desirability component. That is not to say, though, that the pattern of the given answers is also affected. The answers given together disclosed a pattern of prominent and less prominent roles as part of the job of the executive directors. That pattern remains the same, whether or not a general social desirability component infiltrates the data. The conclusions to be derived from the data about the patterns of role performances can therefore be maintained, even when social desirability would impact the process of data collection.

As regards the findings related to the second and third research questions, an upward social desirability bias in all of the questionnaire answers can be expected to have near to no consequences. The reason is that those findings are about relationships between variables and those relationships do not change when one or more of the involved variables are somewhat pulled up or down uniformly in the sample. That means that also the conclusions to be derived from this data can be maintained, even when social desirability would have played the described role in the process of data collection.

4.4.4 Administration of questionnaire

The questionnaires were prepared in English and modified (re-worded) where it was appropriate to customize them to reflect the nature of the LGAs. The questionnaires were distributed to executive directors in the meetings of all executive directors. These meetings were organised by the ministry responsible for local government. Once the dates and venues were published, the organisers of the meeting were approached to seek permission to introduce the study to the audience. After the introduction and seeking consent, participants were given the questionnaires which they had to fill out and return to the researcher on the same day or the following day. Questionnaires were distributed in three consecutive meetings of the executive directors. This was done to increase the response rate, especially from those who did not fill out and return the questionnaires in the previous meetings.

4.5 Heads of department survey

The heads of department's survey aimed to describe, specifically, the leadership of the eight executive directors identified for the case study (see chapter 4.7). Unlike the executive directors' survey, the heads of department survey looked at the leadership of the executive directors from the subordinates' point of view. The main questions addressed in this survey were: what leadership styles are displayed by the executive directors? And what is the influence of leadership on subordinate compliance?

4.5.1 Study variables

The study variables explored in this study were similar to those explored in the executive director's survey. The survey, therefore, had a similar outline as the survey under the district executive directors (see chapter 4.4.1) The only difference was that the heads of department had to report on their perception of their director.

The performance variables explored were the LGA performance and the subordinates' compliance. Subordinate compliance was measured using the Compliance with Supervisor's wishes (CSW) developed by Rahim (1988). This scale had ten items, of which five items measured attitudinal compliance and five items behavioural compliance. Subordinates were asked to rate themselves as to the extent they agreed or disagreed with the ten statements on a scale of 1 (strongly disagree) to 5 (strongly agree). The examples of the statement that measured the two constructs are as follows:

Attitudinal compliance: I prefer to follow the work set up by my director.

Behavioural compliance: I follow the work procedures set by my director.

The responses on the items were combined to measure attitudinal and behavioural compliance.

4.5.2 Sample composition

As mentioned earlier, the heads of department that were invited to fill in the survey were recruited in the case study. Table 4c in the annex contains the characteristics of the respondents. In total 81 heads of department of the eight different LGAs responded. This sample was purposively chosen from the eight LGAs and is therefore not representative for the entire population of all the heads of department of all LGAs.

4.5.3 Administration of the questionnaires

The questionnaires were prepared in English and administered to the heads of department in the LGAs during the data collection for the case study. Before the questionnaires were distributed, the executive directors were contacted by phone and asked for an appointment and their consent to participate in the study. Alongside the request for participation, the executive directors were also asked permission to allow their heads of department to participate in the study. So, upon visiting the LGAs, the executive directors called the meeting of all heads of department. In these meetings, the heads of department were introduced to the study and asked for their consent to participate in the study. The questionnaires were then distributed to the heads of department and collected after two days.

4.6 Assessment of the audit reports

To establish the performance of the LGA using the audit report, a list of fifteen items was prepared. The list was developed from the items used by the auditor to assess the performance of the LGA (see chapter 3). This list was then used by two independent researchers to rate a sample of audit reports and the accompanying management letters of the auditor for the LGAs for the fiscal year 2013. These researchers were assistant lecturers in the department of accounting and finance of Mzumbe University. They had a good professional background in auditing.

The sample consists of 77 reports and management letters. These were from the LGAs in which the executive directors filled out the survey about their perception of the performance of the LGA. This enables us to compare the self-perception of the executive director with the assessment of the performance by the auditor.

Table 4.9: Coding scheme for LGA audit reports (five-point scale)

Codes	Description
Collect revenues	
Collected all planned revenues	The LGA has collected all revenues from its sources
Banked all revenues	The LGA has banked all the revenues collected
Expenditures	
Complied with procurement requirements	The LGA has followed the laws and regulations in the process of buying goods and services.
Documented all transactions	The LGA has recorded all the transactions in the relevant books
Documents available not missing	There no signs of missing documents
Project implementation	
Implemented all planned projects	The LGA seem to have implemented all the planned projects
Used funds only on planned and budgeted activities	The LGA spent money on activities that were not planned and budgeted and approved
Prevented cheating and forgery	There are elements of cheating and forgery in the transactions
Not involved in legal suits	The LGA is being sued in court for claims
Transferred funds to lower levels	The LGA transferred the legal percentages of funds to lower level e.g. villages and groups e.g. women/youth
Funds not spent	The LGA has some funds that has not being spent
Spent more funds than planned and budgeted	The LGA has spent more money than the amount that was planned and budgeted and approved
Governance	
Maintained the correct records of HR	There are elements of poor records/data of staff e.g. the LGA has staff that are retired
Maintained adequate number of staff	The LGA has adequate number of staff
The opinion of auditor	The LGA has qualified, unqualified, and adverse opinion

The audit reports and management letters were rated by two independent researchers. The researchers scored the fourteen separate items and the overall verdict of the auditor on a five-point scale. The overall verdict of the auditor is likely based on the scores on the fourteen items on a scale of 1 (very poor performance) to 5 (very good performance). It can happen though that the auditor gives an opinion based on information that is not clarified in the individual items in the report. To verify this potential problem, the researchers themselves also gave an overall opinion on the performance of the LGA based on the auditor's report. The researchers were able to give such an opinion since they could compare the information presented in the individual report with the other reports in the sample. A correlation analysis was performed to check for the level of absolute agreement between the researchers, using a two-way mixed model. The analysis involved checking each item separately. The findings indicate an average measure of intra-class correlation among the appraisers ranging from 0.9 to 1. This entails that the appraisers were almost identical in their rating of the items. In the remainder of this chapter, the average score of the two appraisers has been used.

The scores from the coding were averaged to get the overall performance level of each LGA. The scores enabled the ranking of the LGAs. The outcome

of the coding process was entered into the data matrix in SPSS and used to perform different statistical analyses.

4.7 Case study

The case study intended to enrich the findings from the survey and the content analysis. It sought to analyse the actual activities that are performed by the executive directors in their LGAs, how they set priorities and allocate time among activities and the reasons for doing what they do. It further sought to understand the actual behaviour of the executive directors towards their subordinates and work in general. This ultimately contributed to validating the practicability of the proposed model in explaining the leadership effectiveness of the directors in LGAs. The main research question that guided the case study was: how do the executive directors lead their LGA?

4.7.1 Case selection

Eight LGAs (3 urban and 5 districts) were selected for this study. At the time of the study, there were 134 LGAs of which 21 were urban authorities and 113 were district authorities. These LGAs are found within twenty-one (21) regions. The regions are organised into seven (7) zones. The selection of LGAs took two stages. The first stage was the selection of 4 regions from the seven zones using a simple random technique. The second stage was the selection of three urban and five district LGAs from the list of all LGAs found in the above four regions.

The eight LGAs were selected based on the following two criteria. The first criterion for the selection of cases was the performance of the local authority. That is the local authorities with good performance and those with poor performance were purposely selected. The second criterion was that the executive director must have worked in the respective council for at least three years. The second criterion ensured that the executive director has been involved in the planning and implementation of activities in at least one financial year. The study started with generating ideas in the 4 LGAs (2 urban and 2 districts) and was later followed by validation and confirming the ideas generated in the remaining 4 LGAs. A detailed description of each case is provided in chapter 10.

4.7.2 Methods of data collection in the case study

Interviews

The main data collection in the case study was the interview. Eight executive directors and their heads of department were interviewed. The interview was guided by an interview scheme developed before the fieldwork. Specifically, eight executive directors were asked about what they do, issues that they give more attention to and how they spend or allocate their time in different leadership roles, how they seek compliance from subordinates. The interview also

sought information on how practical (or not practical) the proposed framework was in explaining leadership effectiveness.

Before the actual interview, respective executive directors were contacted by phone whereby they were briefly introduced to the study. Most of the interviews were conducted after office hours at the convenience of the executive directors. The interviews were conducted in Kiswahili (the national language in Tanzania) and ranged from one to two hours. They were recorded and later transcribed in English.

The heads of department were also interviewed about how the executive directors influence them and about their responses to the influence of executive directors. They were asked about the most practical way of explaining the leadership effectiveness of the executive directors of the LGAs.

Observations

Meetings of the Council Management Teams were observed to establish interaction patterns in the meetings and communications between the executive directors and heads of department. The aim was to collect data on how the director raised issues, sought or invited suggestions and opinions from subordinates, sought consensus and arrived at decisions. It also involved observing how subordinates accepted or questioned the issues raised by the executive director. In addition, agendas or schedules of meetings and appointments were studied. The main objective was to identify what the executive director did, what kind of people he/she contacted and the possible time spent in various activities inside and outside his/her office.

Content analysis

Besides the observations and the interviews, various documents including the audit report were assessed to reconstruct the actual practice in the LGA and the performance of a given LGA. Other sources that were assessed included regulations and policies that describe the internal organisation of the LGA.

4.8 Data analysis

4.8.1 Data from the survey

Data from the survey were coded, entered and organised into a data matrix using the statistical package SPSS version 22. The package enabled the computation of different statistical outcomes depending on the research question. The following computations were performed: descriptive statistics (frequencies, means and standard deviations), reliability tests, factor analysis, transformation/compute variables, Pearson correlations coefficients, t-tests, and regression.

The first computation performed was descriptive statistics which involved summarizing the data in terms of frequencies, means and standard deviations. Data collected on personality traits, transformational and Ubuntu leadership,

social capital, the nature of managerial roles, LGA performance and subordinate compliance were computed and summarized into statistical descriptions.

Cronbach's alpha tests were computed to test the internal reliability of the scale and items to ascertain whether the items could be combined to measure the same constructs. The reliability test was performed on personality traits, transformational and Ubuntu leadership, social capital, the nature of managerial roles, LGA performance and subordinate compliance. A reliability test was used also to enable the deletion of items that did not sufficiently measure the same constructs/variables. Data analysis also involved combining multiple items (compute variable) that measured the same constructs into the same variable.

The independent t-test was performed to compare means and to establish if the difference existed between mean scores. The t-test was performed to compare mean scores of the personality traits, transformational and Ubuntu leadership, and the nature of managerial roles.

The study aimed at establishing the relationship between leadership and subordinate compliance and LGA performance. To achieve this aim, the analysis involved computing the Pearson correlation coefficient. This statistical measure shows the direction and strength of the relationship between the independent variable and the dependent variable.

However, to ascertain the contribution of each independent variable in predicting the dependent variable, a multiple regression analysis was performed. In this case, the analysis explored the contribution of each leadership style on subordinate compliance and LGA performance.

4.8.2 Data from the interviews and observations

Data from the interviews were audio recorded and transcribed in line with the questions asked. The transcribed texts were analysed through content analysis whereby codes were developed from the theory and the text. Since the main objective of the case study was to explain the actual leadership dynamics in the LGAs, the results were organised to highlight aspects that supported the results from the survey.

4.9 Ethical considerations

In the course of conducting research, it is important to adhere to rules of ethical behaviour and conduct. Ethical consideration is important to ensure the rights of the participants and the trustworthiness of the research findings. It is the duty and obligation of the researcher to ensure the privacy, rights and dignity of the individual participants and institutions within which the research is conducted. In this study, the following measures were taken to adhere to ethical conducts/behaviours.

Before the commencement of the research, permission to conduct research was sought and granted by the Directorate of Research and Postgraduate studies of Mzumbe University. At the individual level, direct consent was sought

from the executive directors and heads of department. These respondents were informed about the purpose of the study and the need and importance of the respondents to participate in the study.

Participants were voluntarily asked to participate in the study. The participants had the option of accepting to participate; likewise, they had an option of withdrawing from the study, especially during the process of filling out the questionnaire.

Furthermore, the participants were guaranteed anonymity and confidentiality of the information collected. They ensured that the data collected was purely for academic purposes, and access to the data was restricted to the researcher only. After the interviews and observations, participants were asked whether they still consented that the data collected to be used for its intended purpose.

Preferred attributes of the executive director

5.1 Introduction

As described in chapter 2, the executive directors of the LGAs have different tasks. In chapter 3 we identified potential attributes that may be helpful for the executive director as individual qualities for accomplishing his tasks. We also identified factors that may have an effect on their leadership. In this chapter, we will look into these attributes. Key informants have been asked to identify the attributes that they think are relevant for the executive director. This chapter, therefore, presents the findings from the key informants' survey as described in chapter 4.3. The attributes that are identified by the key informants are discussed and compared with the attributes as described in official documents that describe the relevant qualifications for a district executive director (see chapter 2). We also asked the key informants about the kind of leadership behaviour that they think is beneficial for the functioning of the executive director. This information will be used to compare with the leadership behaviour as reported by the executive directors themselves (chapter 7) and the observed leadership behaviour in the case study (chapter 12).

The chapter is organised into four sections. The second section presents the descriptions of the attributes explored in this study. The third and fourth sections present the findings from the survey on the attributes perceived as useful to executive directors. In the fifth section, the discussion on the differences and similarities between the perceived attributes and the formal attributes are presented; and the chapter ends in section six with a conclusion.

5.2 Study attributes and measures.

In chapter 3 we identified the following attributes as potentially relevant for the functioning of an executive director: level of education, professional background, past work experience, competence, personality trait, and social support. The selection of these attributes was based on the theoretical and practical studies that have shown that these attributes had an influence on the individual performance of a manager or a leader in an organisation.

5.2.1 Level of education and professional background

Research often includes socio-demographic variables such as *level of education*, *professional background* and *experience* in the list of study variables. These variables are easy to measure and are expected to provide the leader or the manager with tools that make his job easier. Though education and to a certain extent experience are also relevant criteria for the selection and appointment of the executive director, it could very well be that there is a variation in the way this attribute is perceived as a relevant attribute. Ng & Feldman (2009) found in their study about the contribution of education on job performance that the level of education of the employees determined the task performance. In this survey, it is also assumed the professional background may be helpful for the well-functioning of the executive director since it might help if the executive director has a background that gives him specific knowledge about the functioning of intergovernmental relations (planning) and/or the functioning of an organisation (HRM).

When measuring the variables, the level of education was aligned with the education system in Tanzania: diploma, advanced diploma, bachelor's degree, master's degree and doctoral degree. The possible relevant level of education to this position may be college and university graduates. The professional background was measured along the division of departments in the LGAs: economics and planning, human resources, finance, local government finance, law, public administration and local government administration. These departments are prescribed in law and give an overview of the tasks and responsibilities of the LGA.

5.2.2 Work (past) experience

One might expect that work experience is relevant for the performance of employees in their current job. Experience enhances the knowledge and skills of the individual, and that knowledge may improve performance. Bettin & Kennedy (1990) and Quinones et al. (1995) found evidence that there is a relation between experience and performance. According to Dokko et al. (2009) and Uppal et al. (2014), there is a direct causal relation between these two variables. It is therefore relevant to see whether or not key informants also think that experience is a relevant attribute for the executive director. Past work experience is taken to involve both time in employment and the type of organisation in which an individual has worked. These are two relevant criteria for appointment. As stated before: the Standing Order gives priority to those working in the public sector and though officially seniority is not a criterion, the fact that it is explicitly mentioned does indicate that there is a tendency to take the years working in a function into account. To measure the relevance of this attribute the respondents were asked to give an opinion on whether a past working experience in the public sector or the private sector is helpful to fulfil the job as an executive director.

5.2.3 Competences

The competences that might be relevant for the executive director are knowledge, skills, ability and behaviour that the employee acquires in the course of fulfilling the job. These are general competences for job performance (Spendlove 2007). Some studies looked at the different competencies for managerial work (Brophy & Kiely 2002). Qiao & Wang (2009) found in their study on the managerial competencies for managers that team building, communication, coordination, execution and continuous learning were important competences. The Standing Order of Public Service stipulates these competences more implicitly when referring to the OPRAS form; within this system, it is quite likely that these competences play an important role. The items measuring competence were drawn from the studies and OPRAS. These items are considered crucial in describing the performance.

5.2.4 Personality traits

The items for measuring personality traits were adopted from the Five Factor model of personality (Judge et al. 2002). According to this model, an individual may possess or display five personality traits like openness to experience. These are curious individuals that seek new experiences. An individual may also be extravert, social and cheerful. Likewise, an individual may be agreeable, may show compassion, and be warm and kind. Whereas a conscientious individual is organised, disciplined and driven by the desire for achievement. Also, some individuals are emotionally stable and handle changes.

The model has been widely studied and used in the study of personality and proved to be a useful model. In this survey, the five attributes have been used to measure the personality perceived as helpful.

5.2.5 Social support

The success of the leader is thought to be influenced by the support derived from individuals and organisations surrounding the leader. The connections and relationships that the leader has with different stakeholders are important. These networks provide resources and support that the leader needs to enhance his influence and impact on the organisation (Hoppe & Reinelt 2010). For the executive director, it might be needed to have support from his subordinates, and the employees within the LGA. However, given the strong ties with the central government, support from the Ministry for Regional Administration and Local Government and the regional administration might be relevant as well. And though the LGA is not the appointing authority, the council does play an important role in the annual appraisal, so support from the councillors might be relevant as well. Finally, one could expect that support from the community or NGOs plays an important role in an executive director's ability to perform his task.

5.3 Findings from the study

This study deployed key informants selected from among the postgraduate students pursuing their studies at Mzumbe University. The main criteria for selection into the sample were knowledge and experience in a local government setting. A total of 120 respondents participated by filling out the questionnaire. Among this number, the majority were male (55%). With regards to education, the majority had a bachelor's degree, followed by a few with a master's. The education background of most of the respondents was public administration, followed by human resources and local government. In terms of work experience, the majority had experience or were presently working in local government (see Table 4b in the annex).

5.3.1 Level of education

One of the factors that were considered important by key informants in the appointment of the executive director was the level of education. Table 5.1 shows the mean scores of each level of education. The mean ranking of education level showed that possession of a university degree was more helpful to executive directors. Specifically, possession of a master's degree was indicated to be more helpful. The findings also showed that college diploma and advanced diploma were considered less helpful for the executive director.

Table 5.1: Level of perceived helpfulness of the level of education for performing the job of executive director by key informants

	Mean	SD
University Master degree	4,61	0,71
University bachelor degree	3,94	1,10
University doctorate	3,84	1,14
College Advanced Diploma	3,08	1,23
College diploma	2,56	1,30

Sample size=120. Rating based on a scale of 1 (minimum) to 5 (maximum).
SD = standard deviation

From this table, one could conclude that a high level of education (Master's degree) is seen as an important attribute for performing the job of executive director in the LGA. It is expected that this educational degree will help the executive director in executing his job. A lower education (college diploma) has a less positive impact on the success of an executive director's job performance. This expectation aligns with the official requirement for the post of executive director in the service scheme as described in the Standing Orders of the Public Service (see chapter 2).

5.3.2 Professional background

The respondents were asked to give an opinion on the question of whether or not a specific professional background is helpful to the director. Table 5.2 indicates the rating by respondents. The rating is ranked from high to low. It shows that a background in human resources and local government administration had the highest mean scores. These two fields were followed by a background in public administration. The other fields, namely background in finance and background in law had the lowest scores. This means that a background in human resources or local government administration is seen as a better attribute than a background in law. Though the differences are rather small, it is clear that the mean is above average on the scale.

Table 5.2: The level of perceived helpfulness of professional background for performing the job of executive director by key informants

	Mean	SD
Human resources	4,25	0,66
Local government administration	4,25	0,82
Public administration	4,18	0,90
Local government finance	4,10	0,81
Economics and planning	4,03	0,93
Finance	3,98	0,84
Law	3,87	0,99

Sample size=120. Rating based on a scale of 1 (minimum) to 5 (maximum).
SD = standard deviation

The professional background of the executive director does not play a formal role in the official appointment procedure. After all, the Standing Order does not refer to the professional background of the candidate. However, the key informants seem to think that it is relevant to at least pay attention to the professional background of the candidate since it does help the executive director to do the job.

5.3.3 Work experience

In this study, work experience referred to the nature of the organisation the candidate had worked in before being appointed executive director. The following organisations were identified; central government, local government, private organisations and NGOs. Respondents were asked to rate five statements on a scale of 1 to 5, to what extent they agreed or disagreed that working in a particular kind of organisation was helpful to the executive director. The means of the scores on these statements were ranked from high to low. Table 5.3 indicates that having worked in local government authority as a head of department or as an employee was more helpful for the executive director. It is less helpful if the executive director has work experience in the private sector or a non-governmental organisation (NGO).

Table 5.3: The level of perceived helpfulness of past work experience for performing the job of executive director by key informants

	Mean	SD
Worked in LGA as head of department	4,03	0,97
Worked in local authority as normal employee	3,74	0,93
Worked in central government	3,47	1,04
Worked in private organization	3,17	1,18
Worked in non-governmental organizations (NGOs)	3,03	1,17

Sample size=120. Rating based on a scale of 1 (minimum) to 5 (maximum).
SD = standard deviation

Given this finding, the Standing Orders align with the expectations of the key informants in that they suggest that only those working in the public sector are eligible to be appointed as an executive director. After all: the key informants find this type of working experiences a relevant attribute for executive directors.

5.3.4 Competences

The survey contained 7 statements describing different competences that might be helpful to the executive director. Table 5.4 presented the rating, whereby most of the skills have scored above average. The scores have been ranked from high to low. It is then interesting to notice that ‘understanding changes within the organisations’ is seen as more helpful for the executive director than other skills, such as ‘knowledge of political conflicts’. Especially, the latter is interesting since the executive director functions in a political environment. Apparently, this political environment does not demand too much of his competences compared to more practical competences, such as writing in English and Swahili.

Table 5.4: The level of perceived helpfulness of competences for performing the job of executive director by key informants

	Mean	SD
Understanding of changes within the organisation	4,41	0,76
Write in both English and Swahili	4,33	0,95
Define role and assign people tasks	4,26	0,80
Formulation of one’s clear and achievable goal	4,23	0,75
Negotiation skills and good convincing power	4,23	0,65
Knowledge of political conflicts and coalition	3,88	0,93
Concentrate on implementation without being taken away	3,68	1,02

Sample size=120. Rating based on a scale of 1 (minimum) to 5 (maximum).
SD = standard deviation

5.3.5 Personality traits

Personality traits have always been linked with individual leadership effectiveness. In this study, we wanted to find out which personality traits are considered helpful for executive directors. The survey contains six statements referring to six different personality traits. From table 5.5, five personality traits

were rated high, scoring above average. Openness and willingness to seek new ideas and experience were rated the highest among the list of traits. This was followed by the ability to bring new ways of doing things and ambition and desire for higher achievement. From this, a picture emerges of a manager who is thinking outside the existing routines. That is rather interesting given the position of the executive director, who is mainly responsible for the implementation of decisions that were made elsewhere.

Table 5.5: The level of perceived helpfulness of personality traits for performing the job of executive director by key informants

	Mean	SD
Openness and willingness to seek new ideas and experience from other people	4,43	0,71
Ability to bring new ways of doing things	4,37	0,85
Ambitious and desire for higher achievement	4,28	0,81
Trusting fellow employees and caring for them	4,08	0,76
Outgoing and participating with others in social events or activities	4,03	0,79
Ability to work under pressure	3,65	1,25

Sample size=120. Rating based on a scale of 1 (minimum) to 5 (maximum).

SD = standard deviation

5.3.6 Social network

In this study, we wanted to find out the kind of support, either from people or organisations, that was thought to be of help to the executive director. Respondents were given a list of 6 statements describing different kinds of individuals and organisations that are likely to support the director. These actors form the environment of the executive director.

Table 5.6 presents the rating on to what extent respondents thought certain support was helpful to the director. The overall rating is high for all statements whereby the mean score ranges between 3.93 and 4.27. It is no surprise that support from employees in the LGA is seen as the most important element in the social network that contributes to the ability to perform the job. Interestingly, the support of councillors scores rather low compared to the other actors in the social network. This is also remarkable given the fact that support from the community is seen as being even more important compared to support from the councillors. Councillors are representatives of the community, but apparently, the direct support of the community is seen as really important for the executive director. That might also explain the fact that the executive director is supposed to function as a contact for citizens who can address their complaints and remarks directly to the executive director.

Table 5.6: The level of perceived helpfulness of support for performing the job of executive director by key informants

	Mean	SD
Support from employees within the LGA	4,27	0,63
Support from the Ministry responsible for LGAs	4,23	0,77
Support from community	4,22	0,70
Support from regional administration	4,18	0,67
Support from councillors	4,04	0,79
Support from NGOs is helpful for the director	3,93	0,78

Sample size=120. Rating based on a scale of 1 (minimum) to 5 (maximum).

SD = standard deviation

In chapter 2 we identified the formal requirements for the appointment of executive director. The requirements were aspects such as level of education, work experience and a good record of work performance in the past.

If we compare the formal requirements and the findings from the survey, it can be concluded that key informants indeed find the level of education very important. That is possession of a master's degree for an executive director is important. Likewise, key informants find prior work experience in local government as important, just as in the formal requirements. Although the formal requirement does not explicitly recognize the social network, key informants find social support from a network of employees, peers and central government as important.

5.4 Leadership behaviour

The previous sections describe the perceived relevant attributes of the executive director. In our theoretical framework (see chapter 3), this is the left side box that can explain or influence managerial roles or leadership behaviour. In our survey with the key informants, we also asked the respondents about their perception of effective leadership styles. Which leadership styles are considered more effective compared to other leadership styles? The scores are shown in table 5.7. The average scores of the statements were above average, meaning that the key informants find every leadership style relevant to the effectiveness of the organisation. However, there are remarkable differences regarding the different leadership styles. Giving a positive reward and motivation is seen as a useful style, whereas leaving things as they are is less useful as a style for the executive director. Interestingly also is a relatively high score for relying on rules and regulations to make decisions. At first sight, that conflicts with the picture mentioned earlier regarding personality traits. The key informants think a personality that is open to new ideas and searches for new routines is relevant, but when it comes to leadership, relying on rules and regulations is also very important. Perhaps the respondents find slightly increased rule-oriented behaviour more relevant when it comes to leadership since this affects directly other persons, namely the subordinates.

Table 5.7: The level of perceived helpfulness of leadership behaviour for performing the job of executive director by key informants

	Mean	SD
Giving positive rewards and motivation	4,50	0,65
Relying on rules and regulations to make all decisions	3,96	1,02
Living by examples	3,83	1,05
Giving punishment or take strong measures	3,52	1,17
Putting employees a first priority before job	3,46	1,11
Putting council job a first priority before employees	3,31	1,12
Leaving things to sort out by themselves	2,60	1,37

Sample size=120. Rating based on a scale of 1 (minimum) to 5 (maximum).

SD = standard deviation

In chapter 3 we identified leadership styles: transformational, transactional and Ubuntu as aspects that may describe the ways the executive directors operate and behave in the LGAs. Although the executive director may use different leadership styles, the key informants prefer a transactional leadership style in the sense of the executive director gives a reward and relies on rules and regulations to guide decisions.

5.5 Conclusion

The purpose of this chapter was to describe the attributes that are considered useful by experts for the executive director in performing activities in the LGA. According to the theoretical framework, attributes may play a big role in the way the executive director performs his/her managerial roles and the leadership behaviour the executive director uses in LGA.

The general picture is that *competence* and *social support* stand out as the attributes considered useful for the executive director. The executive director who is competent in aspects such as understanding the dynamics of organisation, communication, defining and assigning tasks, formulation of achievable goals, negotiation and dealing with political conflicts is thought more likely to perform well on his/her tasks. Also, the availability and use of social support are considered useful, more particularly the support from employees, the ministry and central government agencies, the community and councillors.

The second most highly ranked helpful attribute is *personality*. Aspects such as openness and willingness to seek new ideas and experiences are found to be useful to executive directors.

Although a high level of education is considered to be important, the professional background is thought to be more significant. Thus, aspects like background in local government and human resources are more highly rated than having a degree. Experience is also considered useful, although on the lower side compared to the other attributes.

Although the leadership styles of the executive director were not part of this particular enquiry within the study, it can be conjectured also that the leadership style preferred by key informants is transactional leadership. Interestingly, the key informants seem to have a preference for the executive director

who gives positive rewards and relies on rules and regulations in making decisions. These features to a large extent are pointing towards transactional leadership as opposed to other leadership styles. On the contrary, however, passiveness like leaving things to sort out for themselves and putting the LGA position before that of the employees is seen as less productive.

Self-reported managerial roles of the executive directors

6.1 Introduction

In chapter 2 the formal tasks and responsibilities of executive directors in the LGAs were described. The current chapter, making use of the conceptual framework outlined in chapter 3, is about the work that these officials actually do. Two questions are addressed: 1) what tasks are actually performed by the executive directors in the course of their daily work? And 2) to what degree are those task performances related to situational factors or factors associated with the executive director's background?

To answer the first question, the line of reasoning in this chapter follows the model of six categories of managerial roles of executive officers as these were identified by Glick (2011a). In chapter 3.2 details of the model were given. The question to be answered in the present chapter is: to what extent do the executive directors perform the roles that form part of the model's categories?

To answer the second question, situational and/or personal background factors have been selected as factors that may be related to the extent to which the managerial roles are performed (see chapter 3.5). The question to be answered in the present chapter is to what degree the latter is the case.

The data used in this chapter were collected through a questionnaire in a survey conducted in 2013 among 83 executive directors in LGAs. It was a self-reporting questionnaire for measuring the extent to which the executive directors consider the managerial roles as parts of their job, and the extent to which they perceive the situational and personal background factors to be existent in their work situation (for details of the set-up of the questionnaire see chapter 4.4).

The following section presents the outcomes of analyses related to the first research question. It is followed by a section that presents the outcomes of analyses related to the second research question. Thereafter, in a final section, conclusions are drawn as to both research questions.

6.2 Managerial roles of the executive directors

The six managerial role categories that were distinguished by Glick (2011a, b) comprise, successively, interpersonal roles, informational roles, decisional roles, operational roles, strategic roles and diplomacy roles. As regards each of

the roles, in each category, the respondents in the questionnaire study had to indicate to what degree they viewed it as a part of their job. More precisely, they had to rate to what degree they agreed with the statement that it forms part of their job. As was expounded in chapter 4.4, the rating options constituted a 5-point scale with 1 (strongly disagree), 2, (disagree), 3 (neither agree nor disagree), 4 (agree) and 5 (strongly agree).

Table 6.1 presents descriptive statistics based on the data that were collected using the questionnaire in the sample of 83 executive directors.

Table 6.1: Descriptive statistics: role performance variables as measured by the executive directors' questionnaire

Category	Role*	N	mean	SD	Not (S)A	(S)A
Informational 1 roles	Monitor	83	4.42	0.52	1,2%	98,8%
	Disseminator	83	4.46	0.53	1,2%	98,8%
	Commander	83	3.23	1.13	53,0%	47,0%
Interpersonal roles	Spokesperson	83	4.45	0.63	4,8%	95,2%
	Leader	83	4.59	0.52	1,2%	98,8%
	Motivator	83	4.23	0.75	14,5%	85,5%
Decisional roles	Director	83	3.88	1.06	22,9%	77,1%
	Entrepreneur	83	4.27	0.75	13,3%	86,7%
	Disturbance Handler	82	4.37	0.68	9,8%	90,2%
	Conflict Handler	83	3.58	1.14	32,5%	67,5%
	Resource Allocator	82	3.69	1.08	43,9%	56,1%
	Task Master	83	4.02	1.28	22,9%	77,1%
	Staffer	82	4.11	0.88	19,5%	80,5%
Operational roles	Negotiator	83	3.96	0.80	19,3%	80,7%
	Problem Solver	83	3.63	1.03	43,4%	56,6%
	Organizer	83	4.16	0.89	14,5%	85,5%
	Analyzer	83	4.54	0.59	4,8%	95,2%
	Controller	83	4.49	0.59	4,8%	95,2%
	Operator	83	4.49	0.53	1,2%	98,8%
	Technical expert	82	3.81	1.08	30,5%	69,5%
Strategic roles	Consultant	83	4.48	0.63	7,2%	92,8%
	Coordinator	83	4.59	0.52	1,2%	98,8%
	Planner	83	4.42	0.78	8,4%	91,6%
	Vision setter	81	4.24	0.73	9,9%	90,1%
	Strategist	83	4.10	0.74	13,3%	86,7%
Diplomacy roles	Transformer	83	3.93	0.82	22,9%	77,1%
	Creator/Maintainer of culture	83	4.19	0.71	12,0%	88,0%
	Link	83	4.10	0.82	16,9%	83,1%
	Figurehead	83	4.39	0.73	7,2%	92,8%
	Liaison	83	3.87	1.06	25,3%	74,7%

N = number of respondents; SD = standard deviation; (S)A = (strongly) agree (rating options in the questionnaire); ratings ranged from 1 (strongly disagree) to 4 (agree) and 5 (strongly agree)

*Role labels as used by Glick (2011a), some of them for clarification reasons extended

The means of the ratings on the 5-point scale are presented together with the percentages of the respondents that made use of the last two and the first three rating options. The latter figures, together adding up to 100%, indicate the percentages of respondents that say that the involved role does/does not form a part of their job. This way of presenting outcomes mirrors the way it was done by Glick (2011a).

All in all, the table shows that the vast majority of the respondents consider near to all roles in each of the role-categories as a part of their job. This is reflected in the rating means that, except for one role, are all above 3.5. It is likewise reflected in the response percentages ‘(strongly) agree’, except for a couple of roles, are all well above 70%. There are, however, differences, both between respondents (as reflected in the displayed standard deviations), and between roles. The latter is a pattern that is found within each of the role-categories.

In the category ‘informational roles’ one role stands out as – relatively – unrecognized by the respondents (not viewed as a part of their job by 53% of the respondents). It is the ‘Commander’ role. Shortly said, the respondents appear to view themselves as doing a lot of communication, both within and outside the organisation, except for the communication of orders to their employees.

In the category ‘Interpersonal roles’ the role of the ‘Director’ is the least recognized one, with 22,9% of the respondents not clearly viewing it as a part of their job. Apparently, the respondents view themselves as highly active in their contacts with employees, but least so in the sense of providing work instructions.

In the category ‘Decisional roles’ four roles, ‘Conflict handler’, ‘Resource allocator’, ‘Task master’ and ‘Problem solver’, are viewed by a substantial minority of the respondents as not explicitly forming a part of their job (corresponding figures: 32,5%, 43,9%, 22,9% and 43,4%). A common denominator of these roles (shared by other roles in the category but not all of them) is that the role incumbent personally interferes in ongoing processes, rather than just guiding those processes.

In the category ‘Operational roles’ one of the roles, ‘Technical expert’, is viewed by a substantial minority (30,5%) of the respondents as something outside their job. A difference between this role and the other ones in the category is that the role incumbent operates as a content specialist, rather than as a generalist.

In the category ‘Strategic roles’ the role of ‘Transformer’ is the least recognized one, with 22,9% of the respondents not clearly viewing it as a part of their job. The uniqueness of this role, compared to the other ones in the category, is that it is focused on organisational change in response to the change in the surrounding world (the other ones are more or less explicitly inside-focused).

In the category ‘Diplomacy roles’ one of the three roles in it is not clearly recognized by a substantial minority (25,3%) of the respondents. It is the role labelled ‘Liaison with outside actors’. It entails person-to-person diplomacy of the role incumbent with individuals outside the organisation.

The meaning of this conglomerate of findings will be discussed in the final section of this chapter. First, in the next section, findings related to the second research question (about factors related to the executives’ role performance) will be presented.

6.3 Factors related to the executive director's role performance

As was expounded in sections 3.5 and 3.6 of chapter 3, twelve attributes have been singled out as factors that might be related to the role performance of executive directors in LGAs. These are four demographic factors; the director's age, his/her level of education and the length of his/her experience, the latter split up into experience as LGA-director and experience as an official in his/her current LGA. Furthermore, five personality traits: extraversion, conscientiousness, openness to experience, emotional stability and agreeableness. And, finally, three types of social capital: support from peers, i.e. colleagues in other LGAs, support from councillors and support from others, i.e. officials and other people outside the LGA.

Each of the twelve attributes has been measured through the executive directors' questionnaire (see chapter 4.4) along with the items for measuring the executives' role performance. In this section, outcomes of analyses pertaining to the relationship of the attributes with role performance are presented.

In the questionnaire, several variables were included for sample description reasons (see chapter 4.4.2). Among these are two personal background variables (the director's gender and his/her education background: Finance/Accounting, Human Resources, Public Administration and others) and the type of the director's LGA (town, district, municipality, city). These three variables have been dealt with in the same way as the twelve attributes inherent in the study's setup. This thus adds up to fifteen factors that have been analysed as regards their relations with the directors' role performance.

All performed analyses pertain to relationships of involved factors with the variable 'overall-managerial-role-enactment'. This single variable denotes the common denominator in the whole of managerial roles and managerial role categories. It could be constructed for respondents who had flawlessly (no 'missing data') filled out the whole set of role items. This was the case with 77 of the 83 respondents. The way the variable was constructed and the reason to make use of it, rather than making use of separate variables associated with the role categories, was explained in the Methodology chapter 4 (see section 4.1). In the sample of 77 respondents, a mean value of 4.15 was obtained.

As for the personality traits and the social capital factors, correlations have been calculated to exhibit relationships with overall-managerial-role-enactment. As to the other factors, a one-way ANOVA or a T-test was used to investigate the relationship with overall-managerial-role-enactment.

The figures pertaining to the personality traits are displayed in Table 6.2. These figures show that one of them, agreeableness, correlates negatively (significantly) with overall-managerial-role-enactment. Simultaneously, this trait, together with three other ones, extraversion, emotional stability and openness to experience, appear to be inter-correlated. The fifth one, conscientiousness, does not fit into this pattern. It neither correlates with overall-managerial-role-enactment, nor with the other personality traits.

The figures pertaining to the social capital factors are also displayed in Table 6a in the annex.⁷ These figures show that (only) one of them, peer support, correlates positively (significantly) with overall-managerial-role-enactment. Simultaneously, this factor appears to be inter-correlated with the other two social capital factors (councillor and other support).

The figures about all other factors under study are displayed in Table 6b in the annex. As can be seen in the column 'range of group means' of that table, the mean value of the variable overall-managerial-role-enactment appeared without any exception to be close around the sample value of 4.15, whatever sample subdivisions were made. The data thus do not disclose clear-cut differences between respondent categories. Only two factors appear to be (some-what) significantly related to the overall-managerial-role-enactment variable: the executive director's age and his/her gender. Younger directors, compared to their older colleagues, view themselves as somewhat more prone to the enactment of managerial roles and the same holds for male directors, compared to their female colleagues.

The meaning of this conglomerate of findings will be discussed in the concluding section of this chapter together with the findings about the executives' role performance that were presented in the preceding section.

6.4 Conclusion

Two research questions underlie the research presented in this chapter. The first one reads, in full: to what extent do the executive directors of LGAs perform the roles that form part of the role categories that were identified by Glick (2011a, b)? The categories at issue are those consisting of, respectively, interpersonal roles, informational roles, decisional roles, operational roles, strategic roles and diplomacy roles. The second research question reads, in full: to what degree is the role performance of executive directors in LGAs related to a set of twelve attributes? The attributes at issue are the executive director's age, his/her education level, the length of his/her experience as executive director, the length of his/her experience as an official in his/her current LGA, his/her gender, his/her educational background, the type of LGA he/she is presiding, his/her personality (five personality traits) and the social capital he/she disposes of (three social capital types). In this section, answers to these questions, as far as they are derivable from the research findings, are outlined. To begin with, eight conclusions can be drawn straightforwardly.

First, the collected data disclose that the job of the executive directors, as depicted by themselves, covers the whole range of Glick's management categories. Glick's research showed that those categories together represent the whole job contents of CEOs in USA firms. The job of executive directors in Tanzanian LGAs thus appears to be equally broad as the average USA CEO-job. In

7. For aesthetic reasons the larger tables with regression analysis are included in the annexes.

a sense, it can even be said to be broader than that because, in one of the categories, one of the operational roles, the CEOs in Glick's research turned out to be only moderately active, whereas nothing like that appeared to be the case as to the LGA executive directors' job.

Second, the fact that the executive director's job entails a broad spectrum of role categories does not mean that it also entails every role within each category. On the contrary, within each category, one or a couple of the roles in it appeared to be less recognized by the respondent directors as forming a part of their job. These roles are the ones labelled as 'Commander', 'Director', 'Conflict handler', 'Resource allocator', 'Task master', 'Problem solver', 'Technical expert', 'Transformer' and 'Liaison with outside actors'. It seems to be the case, thus, that compared to the other roles, the executive directors do not have reasons to intensively perform those roles and/or that they cannot do so. A common denominator of those roles is that the role incumbent personally and autonomously initiates courses of action, rather than guiding courses of action that have been initiated otherwise. Possibly, this reflects a characteristic of the position of the LGA executive director, which means that he/she is expected and enabled to guard, rather than to shape processes in and around his/her organisation.

Third, the pattern of outcomes described above fits in with patterns found in other studies of management roles in public organisations (Allan, 1981, Anderson, Murray & Olivarez, 2002, Dargie, 1998). There too, high-level managers appeared to be active in a broad range of role categories, and, there too, certain specific roles appeared to be less prominent. A difference between the studies, including the present one, relates to those less prominent roles. A difference between the current study and each of the three other studies is, for instance, that the role of the figurehead, which appeared to be a prominent one in the present study, was not found in the other studies. Possibly this reflects a specific characteristic of the job of the executive director (fitting well with the more general characteristic referred to above): serving as the formal representative of the LGA to the outside world.

Fourth, there is some variation among executive directors as regards their overall-managerial-role-enactment (the extent to which they tend to enact the broad spectrum of roles that together shape their job). In no way do the research findings indicate that this variation is related to the different types of LGAs that exist, or to the executive directors' education, or their professional experience. Relationships were found, however, between overall-managerial-role-enactment and other factors including personality, social capital, age and gender.

Fifth, the executive directors' overall-managerial-role-enactment appeared to be negatively related to the personality trait of agreeableness. Agreeableness appeared to be strongly related to three other ones, extraversion, emotional stability and openness to experience, thus forming a sort of cluster together. This

finding can be summarized best by saying that there is a negative relation between that cluster and overall-managerial-role-enactment. We did not find a relation between other personality traits, like, conscientiousness, and overall-managerial-role-enactment. These findings, taken together, are puzzling due to discrepancies with outcomes of other research (cf. Barrick & Mount, 1991). First, rather than agreeableness, conscientiousness, when considered together with extraversion, is commonly found to predict managers' performance quality. Second, relationships found between the big five personality traits and job performance tend to be positive, rather than negative. The variable in the present study, overall-managerial-role-enactment, is - strictly speaking - not the same as job performance quality, but that cannot explain the discrepancies. As a consequence, the findings do not fully support the theory. They do not contradict the theoretical assumptions either. Therefore, we see no reason to reject the assumptions as such, despite the observed negative correlation between agreeableness and overall-managerial-role-enactment.

Sixth, the overall-managerial-role-enactment of the executive directors appeared to be positively related to one social capital attribute: the support they enjoyed from their peers (executive directors of other LGAs). Being active as a manager apparently goes hand in hand with the maintenance of good relations with those actors. At least partially, this may explain the variation among executive directors as regards their overall-managerial-role-enactment.

Seventh, there is a difference between younger and older executive directors as regards the degree to which they consider overall-managerial-role-enactment to be characteristic of their job. On average, the executive directors view overall-managerial-role-enactment to be highly characteristic of their job. Younger executive directors do so somewhat more than older executive directors.

Eighth, there is a difference between male and female executive directors as regards the degree to which they consider overall-managerial-role-enactment to be characteristic of their job. On average, the executive directors view overall-managerial-role-enactment to be highly characteristic of their job. Male executive directors do so somewhat more than female executive directors.

In reviewing the above observations, one should take into account the self-descriptive nature of the collected data as described in chapter 4. Generally speaking, self-descriptive answers can be contaminated by respondents' tendencies to provide socially desirable (and thus biased) answers. However, the consequences of this phenomenon have no impact on the qualification of the findings as elaborated in chapter 4.4.3.

Therefore, the overall conclusion from this study about the role performance of executive directors in LGAs is as follows: First, the work of executive directors in LGA covers the whole spectrum of managerial role types. The typi-

cal executive director of the LGA thus can be called a generalist-manager. Second, in the whole spectrum of role elements in the job of executive directors, the aspect of autonomously initiating courses of action is less emphasized than the aspect of guiding courses of action that have been initiated by other agents. The executive director is merely the implementer of decisions, rather than the initiator of decisions. Third, there may be differences between executive directors as regards the extent to which they engage in the whole of their managerial tasks, but those differences are neither substantially related to the type of LGA they preside, nor to features of their background. Fourth, the more an executive director is 'rich' in terms of social capital (enjoying the support of important actors around his/her job) the more he/she engages in the whole of his/her managerial tasks.

The conclusions in this chapter align with the perceptions of the experts as reported in the preceding chapter. The multiple case study (see chapter 11) will enable us to develop a more grounded understanding of the dynamics in the organisation of the LGA and the factors that contribute to certain managerial roles.

Self-reported leadership behaviour of the executive directors

7.1 Introduction

In chapter 6 the formal and actual managerial roles of the executive directors in the LGAs were described. This chapter uses the theoretical framework introduced in chapter 3 to describe the leadership behaviour of executive directors. Leadership behaviour is seen as the type of behaviour of the leader (i.e. the executive director) that might influence subordinates (in this case: the heads of department). Two questions are addressed in this chapter. First, what kinds of leadership behaviour do the executive director in the LGA display? Second, to what extent are the different kinds of leadership behaviour related to situational factors and to factors associated with the executive director's background?

To answer the first research question, the leadership behaviour of the executive director is described in terms of leadership styles: based on the transformational and transactional leadership styles as propounded by Bass (1985) combined with Ubuntu leadership styles as elaborated by Poovan et al. (2010). These leadership styles are introduced in detail in chapter 3 of this thesis. For each of these styles, there are observed leadership behaviours. The question to be answered from each of these leadership behaviours is: to what extent does the executive director behave in a way identified in these leadership behaviours?

As for the second question, situational and/or personal background factors have been selected as factors that may explain the extent to which different leadership behaviours are used (see chapter 3.5). For each of these factors, the question to be answered is: to what extent does that factor relate to the leadership styles?

The data used to answer these questions were collected through a self-reporting questionnaire in a survey conducted in 2013 among 83 executive directors. The questionnaire addressed the extent to which the executive directors think that leadership behaviours form part of their behaviour and interaction with subordinates, and the extent to which they perceive the situational and personal background factors to be existent in their work situation (for details of the setup of the questionnaire see chapter 4.4).

The following section presents the outcomes of the analysis related to the first research question. The third section of this chapter presents the outcomes

of the analysis of the factors that relate to leadership behaviour. The final section concludes both research questions.

7.2 Leadership behaviour of the executive directors in the LGAs

Seven of the ten leadership behaviours that were selected are based on the work of Bass (1985). There are three leadership behaviours (charismatic, individual consideration and intellectual stimulation) from the transformational leadership style. Then there are four leadership behaviours (contingent reward, active management by exception, passive management by exception and *laissez-faire*) from the transactional leadership style. We added four leadership behaviours based on the work of Poovan et al. (2010), referred to as Ubuntu: compassion, solidarity, survival and respect/dignity (for details see chapter 2). For each of these leadership behaviours, respondents were asked to indicate by rating the extent to which they thought the leadership behaviour reflected their leadership behaviour. As described in chapter 4.4, the rating was based on a 5-point scale with the options constituting 1 (strongly disagree), 2 (disagree), 3 (neither agree nor disagree), 4 (agree) and 5 (strongly agree).

Table 7.1 presents descriptive statistics based on the data that were collected using questionnaires in a sample of 83 executive directors. After checking for missing values, only 77 respondents had completely and correctly filled in the questionnaire. This sample was used for the computations and analysis. To investigate whether a collection of sets of items, represented one leadership behaviour, Cronbach's alpha was calculated. Most of the alpha values are within the acceptable range (i.e. above 0.7) for use in the analysis.

The table shows that the respondents consider themselves as being transformational and Ubuntu in their leadership style. This is shown by the rather high scores (above 3 on a 5-point scale) on different leadership behaviours that constitute these leadership styles. The figures also show that respondents consider themselves as using less transactional leadership behaviours. This is shown by rather low-rated (below 3 on a 5-point scale) leadership behaviours that constitute a transactional leadership style.

From the transformational leadership style, 'individual consideration' stands out as the most highly rated leadership behaviour whereas 'intellectual stimulation' is a relatively low-rated leadership behaviour among the three leadership behaviours. This entails that respondents see themselves as paying more attention to the demands and needs of their subordinates, and relatively paying less attention is encouraging subordinates to be more innovative.

Table 7.1: Leadership styles displayed in LGAs as scored by executive directors

Style	Behaviour	Number of items	Alpha reliability	Mean	SD
Transformational (Mean = 4.13; SD = 0.46)	Charisma	17	0,91	4,13	0,46
	Individual consideration	7	0,81	4,17	0,53
	Intellectual Stimulation	3	0,68	4,03	0,58
Transactional (Mean = 2.52; SD = 0.37)	Contingent Reward	7	0,76	3,21	0,64
	Active MBE	3	0,43	3,22	0,62
	Passive MBE	4	0,70	1,64	0,52
	Laissez faire	4	0,73	1,61	0,57
Ubuntu (Mean = 3.72; SD = 0.34)	Compassion	10	0,77	3,96	0,46
	Solidarity	7	0,74	3,94	0,50
	Survival	7	0,70	3,95	0,48
	Respect/dignity	11	0,75	3,90	0,46

N=number of respondents: 77; SD = Standard deviation; Rating ranged from 1 (strongly disagree) to 5 (strongly agree); MBE = management by exception. Style= styles labels as used by Bass (1985) and Poovan et al. (2010)

As for the transactional leadership style, both ‘laissez-faire’ and ‘passive management by exception’ stand out as low-rated leadership behaviour, whereas ‘active management by exception’ is rated relatively high. This entails that respondents think of themselves as leaders who keep close follow-up of what their subordinates are doing rather than leaving subordinates to work for themselves.

With regards to the Ubuntu leadership style, the respondents have rated all four leadership behaviours equally, on the higher side of the scale (above 3 on a 5-point scale). But, comparatively, ‘compassion’ is rated higher than others whereas ‘respect/dignity’ is rated relatively low.

The figures in table 7a in the annex show the results of the paired t-test. The test was performed to verify whether or not the leadership behaviours as perceived by the executive directors differ from each other. The results show that most of the leadership behaviours were significantly different from each other. What this shows is that the ranking from the most to the least frequently used leadership behaviour reflects real existing differences between most of the ranked behaviours as perceived by the executive director.

The figures in table 7b in the annex show the results of the inter-correlations analysis performed to ascertain the relationship between the leadership behaviours. The general picture is that there is a positive (significant) correlation between the leadership behaviours (charismatic, individual consideration and intellectual stimulation) that constitute transformational leadership style. A similar relationship is also seen between leadership behaviours that constitute the Ubuntu leadership style. The figures show a positive and significant correlation between compassion, solidarity, survival and respect/dignity. As for the transactional leadership style, the figures show a positive and statistically significant correlation between contingent reward and active manage-

ment by exception (MBE) and also a positive and significant correlation between passive MBE and laissez-faire, but a negative (significant) correlation between active MBE and passive MBE.

Looking at the relationship between leadership behaviours from different leadership styles, the figures in table 7b in the annex show that there is a positive (significant) correlation between the leadership behaviours that constitute the transformational leadership style (charismatic, individual consideration, intellectual stimulation) and those leadership behaviours that constitute the Ubuntu leadership style (compassion, solidarity, survival and respect/dignity).

With regards to transformational and transactional leadership behaviours, the figures show a positive (significant) correlation between transformational leadership behaviours (charismatic, individual consideration and intellectual stimulation) and contingent reward and active MBE. Also, the figures show a negative (significant) correlation between transformational leadership behaviours (charismatic, individual consideration and intellectual stimulation) and passive MBE, and laissez-faire leadership behaviours.

The figures also show that there is a positive (significant) correlation between contingent reward and three of the Ubuntu leadership behaviours (compassion, solidarity, and survival). There is a negative (significant) correlation between the passive MBE and laissez-faire transactional leadership behaviours and the Ubuntu leadership behaviours.

7.3 Factors related to leadership behaviour

As was described in sections 3.5 and 3.6, we identified fifteen factors that might be related to leadership behaviour. Four are demographic factors (the executive director's age, his/her level of education and the length of his/her experience, the latter split up into experience as LGA-executive director and experience as an official in his/her current LGA), five factors are personality traits (extraversion, conscientiousness, openness to experience, emotional stability and agreeableness) and three factors refer to the social capital (support from peers, i.e. colleagues in other LGA's, support from councillors and support from others, i.e. officials and other people outside the LGA). We added three other situational factors that are used to describe the sample (gender, educational background and the type of the director's LGA).

We calculated the correlation between these factors and leadership styles. The figures pertaining to the correlation between personality traits and leadership behaviours are displayed in table 7c and 7d of the annex. The overall observation is that there are no significant relationships between leadership styles and demographic factors (age, education, experience).

There are some positive correlations between personality traits and transformational leadership behaviours. More specifically, the figures show that there are positive (significant) correlations between four personality traits (extraversion, agreeableness, emotional stability and openness) and charismatic and individual consideration leadership behaviours. Also, the figures show a

positive (significant) correlation between agreeableness and emotional stability personality traits and intellectual stimulation leadership behaviour.

For the figures about the correlation between personality traits and transactional leadership behaviours, the general picture is that there are some negative correlations between personality traits and transactional leadership behaviour. The figures in table 7c show that all five personality traits (extraversion, agreeableness, conscientiousness, emotional stability and openness) have a negative (significant) correlation with laissez-faire leadership behaviour. Also, agreeableness and emotional stability personality traits have a negative (significant) correlation with passive MBE.

For the correlation between personality traits and Ubuntu leadership behaviours, the general picture is that there are some positive correlations between personality traits and Ubuntu leadership behaviour. The figures show a positive (significant) correlation between the extraversion personality trait and respect and dignity leadership behaviour. Also, there are positive (significant) correlations between agreeableness and three leadership behaviours (compassion, solidarity and respect and dignity). Furthermore, the figures show that emotional stability has a positive and significant correlation with compassion and respect and dignity leadership behaviours. The figures also show positive (significant) correlation between openness and solidarity, and respect and dignity leadership behaviours. Also, the figures show that one trait (conscientiousness) did not have a significant correlation with any of the three leadership styles.

The figures on the social capital factors are also displayed in table 7c. The general picture is that there are positive correlations between social capital and transformational leadership behaviours. These show that peer support has a positive (significant) correlation with charismatic, individual consideration and intellectual stimulation leadership behaviours. Whereas, councillor support has a positive significant correlation with intellectual stimulation.

With regards to transactional leadership behaviours, there are positive significant correlations between councillor and other support with contingent reward leadership behaviour. Also, peer support has a positive significant correlation with active MBE, but a negative significant correlation with passive MBE.

For the correlations between social capital and Ubuntu leadership behaviours, the figures also show a positive (significant) correlation between peer support and compassion, survival and respect and dignity leadership behaviours. Also, there is a positive and significant correlation between councillor support and compassion and respect and dignity leadership behaviours.

7.4 Conclusion

This chapter looked into the leadership behaviour of the executive directors in the LGAs. Two research questions underlie the research presented in this chapter. The first question is, to what extent do the executive directors of the LGAs display the leadership styles identified by Bass (1985) and Poovan et al. (2010)

in the course of working with the subordinates (heads of department)? The identified leadership behaviours, corresponding with all three leadership styles, are charismatic, individual consideration, intellectual stimulation, contingent reward, active management by exception, passive management by exception, laissez-faire, compassion, solidarity, survival, and respect and dignity. The second research question is to what extent the leadership styles used by the executive directors in the LGAs relate to the twelve attributes of the executive directors. The twelve attributes are the executive director's age, his/her education level, the length of his/her experience as LGA director, the length of his/her experience as an official in his/her current LGA, his/her gender, his/her educational background, the type of LGA is presiding, his/her personality (five personality traits) and the social capital he/she disposes of (three social capital types). This section presents the answers to these questions as derived from the research findings. From the findings, the following can be drawn:

First, the executive directors of the LGAs identified themselves as being transformational and Ubuntu in their leadership styles. In other words, executive directors think that their leadership behaviour is inclined towards the transformational and Ubuntu leadership styles. Transformational leadership is built on the idea that the leader is able to appeal to the feelings and attitudes of the subordinates, and is able to motivate and empower them. We can see from the results that executive directors give themselves a high score on charismatic, individual consideration and intellectual stimulation leadership behaviours. Also, executive directors rated themselves relatively high on leadership behaviour that corresponds to Ubuntu namely: compassion, solidarity, survival and respect and dignity.

Second, executive directors of the LGAs reported themselves as behaving somewhat transactional in their leadership, but much less so than either transformational or Ubuntu. The findings show that executive directors scored themselves low in leadership behaviours that constitute transactional leadership style. The transactional leadership style is based on the exchange relationship between the leader and subordinate. It entails that executive directors are not very much engaged in the exchange relationship with their subordinates in the course of working in the LGAs.

Third, despite the fact that executive directors consider themselves less transactional, it does not mean that there are no instances where the executive director uses a transactional approach. The collected data shows that to some degree, executive directors use contingent rewards and active management by exception to influence their subordinates.

Fourth, the findings corroborate with the previous findings by Trottier, Wart & Wang (2008) who examined the use of transactional and transformational leadership in the government and found that transformational leadership was

seen as slightly more important than transactional leadership in terms of perceived leadership effectiveness and follower satisfaction. Wright & Panday (2009) also report that transformational leadership is prevalent in the public sector.

Fifth, the findings show that transformational and Ubuntu leadership styles overlap to some degree. This can be seen from the high rating on both styles and the strong correlations between leadership behaviours embodying these styles. Because of the strong correlations among the three transformational leadership styles and four Ubuntu leadership styles, it would have been an option to add a factor analysis to combine leadership styles. We decided, however, to maintain the separate categories and treat the styles separately since this would enable us to try to identify the different styles in the qualitative analysis.

Sixth, the overall picture is that factors related to the personal background of the executive director i.e. demographic variables such as age are not related to the perceived leadership styles. As such, our findings differ from the findings in other studies on leadership behaviour (Gilbert, Collins & Brenner 1990; Zacher, Rosing & Frese 2011). It reflects the fact that in the official appointment procedure of the executive directors, demographic factors do not play a role (see chapter 2).

Seventh, in our study we could not observe a correlation between leadership styles and factors such as gender and education. So far, we could not confirm the findings of Brandt & Laiho (2013) who, in their study, looked at whether there are differences in leadership due to gender and did indeed find a difference in leadership related to the gender of the leader.

Eight, the personality traits, however, do have an impact on the self-reported leadership style. The degree to which the director sees himself as extravert and as being open to new experiences appears to correlate with transformational leadership styles (charismatic, individual consideration, intellectual stimulation). These findings support previous findings on the impact of personality on leadership (Judge & Bono 2000). In their study, Judge & Bono (2000) studied the relationship between personality traits and transformational leadership. They found that personality traits predicted transformational leadership. Unlike in our study, Judge & Bono (2000) found that extraversion and agreeableness correlate with transformational leadership. In our study, openness to experience could be said to impact transformational leadership.

The overall conclusion regarding the personality of the director is that extraversion as a personality trait promotes a proclivity for Ubuntu leadership while agreeableness tends to come with a penchant for transactional leadership. It should be noted, however, that these findings originate from the same source: the self-perception of the executive director. This might result in a certain self-

bias where the respondent finds it necessary to justify a certain preference for leadership behaviour with certain personality traits.

Social support has also had consequences for the leadership style. Support from peers and support from councillors have a significant influence on the kind of leadership displayed by the executive directors. This situation can be attributed to the legal framework which recognizes the councillors as the policymakers in the LGA. That makes it rather likely that the director can only function if the councillors give him the support that he needs.

In this study, the three types of leadership styles were distinguished: transformational, transactional and Ubuntu. So far, theoretically, transformational leadership is different from transactional leadership (Bass 1985). It entails that a leader who displayed a transformational leadership style shows a different behaviour from the one who displays transactional leadership style. So, theoretically, it is possible to identify a transformational leader from a transactional leader. Our study confirms this distinction: transactional leadership behaviour is indeed different from transformational leadership behaviour. The addition of Ubuntu leadership behaviour in our theoretical framework does not change this demarcation between the two larger leadership styles because Ubuntu and transformational leadership styles coincide to a large extent. In other words, the leadership behaviours that describe transformational and Ubuntu styles as they are experienced by the executive directors tend to go hand in hand with each other.

Self-reported influence of leadership behaviour on subordinates

8.1 Introduction

The essence of leadership is the influence that a leader has on subordinates. In chapter 7, the leadership behaviour of the executive directors in the LGAs was described. This chapter uses the theoretical framework described in chapter 3 to examine the influence of the leadership behaviour of executive directors on subordinates. Two questions are addressed: first, what are the responses of subordinates in the LGAs? Second, to what extent are subordinates' responses related/associated to the leadership behaviour of the executive directors?

To answer the first question, this chapter follows the model of subordinate compliance as elaborated by Rahim & Buntzman (1988) and Emans et al. (2003). The model categorises subordinate responses into two categories: attitudinal and behavioural compliance. The details of the two categories were described in chapter 3. The question to be answered in this chapter is to what extent are subordinates' responses fit the identified model of subordinate compliance?

To answer the second question, this chapter uses the model of leadership behaviours as identified by Bass (1985) and Poovan et al. (2010). The details of the model of leadership behaviours were described in chapter 3 of this thesis. The question to be answered in this chapter is to what extent subordinates think that their responses to executive directors' leadership behaviour correspond to the identified model of subordinate compliance.

The data used in this chapter were collected through a questionnaire in a survey conducted among 81 heads of department in the eight selected LGAs. The questionnaire was both self-reporting and superior-rating. It measured the extent to which the heads of department think about the leadership behaviour of their executive directors and the perception of heads of department on their responses (compliance) to the directives and wishes of their executive directors. For a detailed set-up of the questionnaire see chapter 4.

The following section presents the outcomes of analyses related to the first research question. It is followed by a section that presents the outcomes of analyses related to the second question. The final section presents the conclusions drawn from both research questions.

8.2 Heads of department's compliance

Subordinate compliance as elaborated by Rahim & Buntzman (1988) and Emans et al. (2003) comprises two categories: attitudinal and behavioural. It entails the extent to which the head of department listens to what the executive director tells him/her to do, and whether they proceed to do it. With attitudinal compliance, the compliance is a result of choice. It reveals itself when the head of department prefers to follow the directives of the executive director after being convinced that the decision to follow the order is a correct decision. Behavioural compliance does *not* include a choice of whether or not to follow the order. The head of department just does what he/she has been directed because the executive director says so.

For each: attitudinal and behavioural compliance, respondents in the questionnaire study were asked to indicate by rating the extent to which they thought the two categories of compliance reflected their responses. Also indicated by rating was the extent they thought the identified leadership behaviour reflects the leadership behaviour of their executive directors. As described in chapter 4, the rating was based on a 5-point scale with the options constituting 1 (strongly disagree), 2 (disagree), 3 (neither agree nor disagree), 4 (agree) and 5 (strongly agree).

Table 8.1 presents descriptive statistics based on the data that were collected using questionnaires in a sample of 81 heads of department. The general picture is that both attitudinal and behavioural compliance reflect their actual responses to their executive directors. This is shown by the high rating scores (above 3 on a 5-point scale) on both attitudinal and behavioural compliance. The table shows that respondents consider themselves as being more inclined to behavioural than attitudinal compliance. This is shown by the higher mean score of behavioural compliance than the mean score of attitudinal compliance. The difference between the means of the two forms of compliance is significant ($t(80) = -3,950, p < 0,001$).

Table 8.1: Subordinate compliance: descriptive statistics and correlation

	N	No of items	Alfa reliability	Mean	SD	Correlation
Attitudinal	81	5	0,70	3,81	0,59	1
Behavioural	81	5	0,74	4,04	0,50	0,542**

** . Correlation is significant at the 0.01 level (2-tailed). Sample size 81, rating based on 1 (minimum) to 5 (maximum). SD =Standard deviation).

The figures about the inter-correlation between attitudinal and behavioural compliance are also indicated in table 8.1. The figures show that there is a significant (positive) correlation between attitudinal compliance and behavioural compliance.

From this section, it can be concluded that there are differences in the perception of the heads of department concerning their response towards their executive directors' directives and wishes. The responses of the heads of department are predominantly behavioural compliance and less attitudinal

compliance. These findings will be discussed in the final section of this chapter. However, in the next section, these findings are used to investigate and analyse findings related to the second research question (about the relationship between leadership behaviour and subordinate compliance).

8.3 The influence of leadership styles on subordinate compliance

As was described in chapter 3 and chapter 7.2, eleven leadership styles were identified as leadership behaviour of executive directors. In this section, these leadership styles are identified as factors which might be related to subordinate compliance. These styles include three transformational leadership styles (charismatic, individual consideration and intellectual stimulation), four transactional leadership styles (contingent reward, active management by exception, passive management by exception and laissez-faire based on Bass (1985)), and four leadership styles based on the work of Poovan et al. (2010) referred to as Ubuntu (compassion, solidarity, survival and respect/dignity).

Each of the eleven styles has been measured using the questionnaire for heads of department (see chapter 4.4) along with the items for measuring subordinate compliance. For each of these leadership styles, the respondents in the questionnaire study had to indicate by rating the extent to which they thought the styles reflected the leadership behaviour of their executive directors. As described in chapter 4, the rating was based on a 5-point scale with the options constituting 1 (strongly disagree), 2 (disagree), 3 (neither agree nor disagree), 4 (agree) and 5 (strongly agree).

In this section, outcomes of analyses pertaining to the relationship between leadership styles and subordinate compliance are presented. Correlation analysis has been applied to the data matrix as a whole, the latter being considered as a single-level matrix. Strictly speaking, the matrix is a two-level one, the first level being the LGAs of the head of departments, and the second being the heads of department themselves. The reason for nonetheless applying a single-level approach is a theoretical rather than a methodological one. Theoretical in the sense of disregarding the first level and thus not setting aside relations between LGA characteristics and average compliance levels of Heads of Department. As far as there are differences between LGAs as regards the average compliance of the Heads of Departments involved, those differences may be assumed to be due to varying leadership behaviours of the LGA executives, rather than to other LGA characteristics. Stated otherwise, those differences would reflect a part of the leadership-compliance relation under study. Setting aside that very part (by applying two-level analyses) would only reduce the meaningfulness of analysis outcomes. For that reason, a single-level approach was considered to be the more adequate one. As to the data about behavioural compliance the single-level approach is reasonable, furthermore, because in those data LGA-compliance relations appeared to be non-existent. This can be seen in table 8.2: standard deviations between compliance data are entirely due to standard deviations within LGAs, the latter even surpassing the

standard deviation between LGAs. The within-LGA standard deviations are furthermore considerable, ranging from 0.41 to 0.71 on the 5-point scales used. In the attitudinal compliance data, a significant LGA factor was found (see table 8.3: $F = 2.44$, $p = 0.03$) but there, too, considerable within-LGA standard deviations surfaced (range from 0.25 to 0.70).

Table 8.2: One-way ANOVA of attitudinal and behavioural compliance

	N	Attitudinal compliance			Behavioural compliance				
		Mean	SD	F	Sig	Mean	Sig	F	Sig
LGA 1	10	3,30	0,71			3,85	0,70		
LGA 2	10	3,83	0,55			4,08	0,46		
LGA 3	10	3,90	0,45			4,03	0,25		
LGA 4	10	3,80	0,59	2,44	0,03	3,95	0,54	0,79	0,60
LGA 5	11	4,27	0,53			4,32	0,42		
LGA 6	10	3,73	0,41			3,98	0,34		
LGA 7	10	3,87	0,59			4,08	0,49		
LGA 8	10	3,70	0,55			4,00	0,66		

Note: Rating done on a scale of 1 (strongly disagree) to 5 (strongly agree); $N = 81$

Table 8.3 presents the correlation between leadership behaviour and subordinate compliance. The general observation is that there is no significant relationship between transformational leadership behaviour (i.e. charisma, individual consideration and intellectual stimulation) and subordinate compliance. Likewise, there is no significant relationship between transactional leadership behaviour (i.e. contingent reward, active MBE, and passive MBE) and subordinate compliance. However, the figures show a positive (significant) correlation between attitudinal compliance and laissez-faire leadership behaviour.

As for Ubuntu, the figures in table 8.3 show some significant correlations between leadership behaviour and subordinate compliance. More specifically, the figures show that there are significant (positive) relationships between Ubuntu leadership behaviour (i.e. compassion, and respect/dignity) and attitudinal compliance. Also, the figures show that compassion, solidarity, and respect/dignity have significant (positive) relationships with behavioural compliance.

Table 8.2: Subordinate compliance: Correlation between compliance and leadership behaviour

Leadership behaviour	Attitudinal	Behavioural
Charismatic	-0,07	0,02
Individual consideration	-0,12	0,08
Individual stimulation	-0,11	-0,02
Contingent reward	0,00	0,11
Active MBE	0,19	0,21
Passive MBE	0,22	0,08
Laissez-faire	0,23*	0,07
Compassion	0,26*	0,30**
Solidarity	0,19	0,40**
Survival	0,18	0,14
Respect/Dignity	0,30**	0,30**

Sample size=81, **, Correlation is significant at the 0.01 level (2-tailed).

*. Correlation is significant at the 0.05 level (2-tailed). MBE=Management by exception.

8.4 Conclusion

This chapter examined the relationship between the leadership styles of the executive director and subordinate response (i.e. compliance). Two research questions underlie the findings presented in this chapter. The first question reads: what is the response of subordinates in the LGAs? The subordinate response was conceptualised to comprise two categories: attitudinal compliance that occurs when the heads of department choose to follow the directives and wishes of the executive director after being convinced that the decision to follow the order is a correct decision. Behavioural compliance occurs when the heads of department simply follow the instruction as directed because the executive director says so, i.e. the heads of department have no choice. The second question reads: to what extent are subordinates' responses associated with the leadership behaviour of the executive directors? The leadership behaviour was based on the work of Bass (1985) and Poovan et al. (2010) and identified leadership styles into categories of transformational, transactional and Ubuntu. These are charismatic, individual consideration, intellectual stimulation, contingent reward, active management by exception, passive management by exception, laissez-faire, compassion, solidarity, survival, and respect and dignity. This section presents the answers to these questions as derived from the research findings. From the findings, the following can be drawn:

First, both attitudinal and behavioural compliance prevail among the heads of department in the LGAs. It entails the responses of heads of department to the directives and wishes of the executive directors and fits the model of attitudinal and behavioural compliance. However, there are variations in the use of either attitudinal or behavioural compliance.

Second, this study has shown that behavioural compliance seemed to prevail more than attitudinal compliance in the LGAs. This can be seen from the high rating of behavioural compliance. The presence of behavioural compliance

may be due to the influence of the leadership behaviour of the executive director.

Third, concerning the influence of leadership on compliance, results show there is a close relationship between leadership style and compliance. More specifically, there is a significant relationship between Ubuntu leadership and behavioural compliance. The study has shown that the executive director who is perceived to display 'compassion' 'solidarity' and 'respect/dignity' had a significant influence on the behavioural compliance of subordinates. In other words, the more the heads of department experienced compassion, solidarity and respect/dignity, the more they were inclined to follow the directors' instructions.

Fourth, the study has also shown that there are significant relationships between Ubuntu leadership and attitudinal compliance. The results have shown a significant relationship between 'compassion' and 'respect/dignity' and attitudinal compliance.

Fifth, this model of compliance is complicated in the context of LGAs. After all: the decisions in an LGA are often prescribed by rules, regulations and procedures. This has two possible consequences. On the one hand, the executive director may order and seek compliance from the head of department by referring to the rules and regulations. In this case, the decision to comply might not be the result of the leadership behaviour of the executive director but is mainly attributed to the external source of authority: the external rule or the regulation. On the other hand, the executive director may also give orders that seem to deviate from the rule, or he/she might even be unaware that the order deviates from the rule. That causes interesting complications resulting in a situation of conflict of loyalty between the leader and the prescribed decision in the rules.

Drawing from these results it can be concluded that the leadership behaviour of the executive director has an influence on the subordinate response. The responses of the subordinates tend to vary. So far, the executive director who employs more use of Ubuntu leadership behaviour stands a better chance of influencing subordinate responses.

Self-reported influence of administrative behaviour on the LGA performance

9.1 Introduction

In Chapters 6 and 7, the managerial roles and leadership behaviour of the executive directors in the LGAs were described. This chapter uses the theoretical framework introduced in chapter 3 to investigate the influence of the managerial roles and leadership behaviour of the executive director on the performance of the LGA. The assumption is that the tasks that the executive director performs and the leadership style he/she uses have an impact on the performance of the LGA. Three questions are addressed in this chapter: 1) what is the LGA performance? 2) To what extent is the LGA performance related to the managerial roles performed by the executive director? And 3) to what extent is the LGA performance related to the leadership behaviour of the executive director?

To answer the first question, there are two lines of reasoning about LGA performance. First, the LGA performance is derived from the audit report of the LGA. The details of these reports, as well as the content analysis that has been applied to them, are described in chapter 2.5.3. The details of the content analysis are presented in chapter 4.6. Second, the LGA performance is derived from the perception of the executive directors of the LGAs. To measure this, the survey for the executive directors contained questions regarding their perception of the performance of their LGA. See chapter 4.4 for more details.

To answer the second question, we related this performance to the managerial roles based on the work of Glick (2011) as described in chapter 6 of this thesis. Furthermore, to answer the third question we related the performance with the leadership behaviour of the executive director as conceptualised in terms of the leadership styles by Bass (1985) and Poovan et al. (2010). See chapter 7 of this thesis.

The following section presents the outcomes of the analyses related to the first research question. It is followed by a section that presents the outcomes of analyses related to the second question. The final section presents the conclusions drawn from the research questions.

9.2 The performance of the LGAs

In this study, the LGA performance is a dependent variable. This variable is measured in two ways: based on audit reports and based on the perception of the executive directors. In this section, we will first present the performance of the LGA based on the audit report. In the second, we will present the self-perceived LGA performance as derived from the survey under executive directors.

9.2.1 The audit report of the LGAs

The audit reports can be seen as an independent assessment of the performance of the LGA. The audit report contains a financial report with an assessment on fourteen items. This report is accompanied by a management letter with the overall opinion of the auditor. To establish the performance of the LGA with these audit reports, a list of fifteen items was prepared (see chapter 4.6). The list was used to examine and rate a sample of management letters of LGA in the study.

The sample consisted of 77 management letters. These were the management letters from the LGAs in which the executive directors filled out the survey about their perception of the LGA's performance. This enables us to compare the self-perception of the executive director with the opinion of the performance of the auditor.

Table 9.1 presents the mean scores on the fourteen items and the overall opinion of the auditor. The means are calculated from the scores given by the two researchers who conducted the content analysis. We added a separate overall assessment by the researchers. The general picture is that the means are on the high side of the scale on a scale from 1 to 5. This suggests that the overall performance of the LGAs is rather good. Two items deviate: the adequate number of staff and maintaining records of Human Resources. However, this might be due to the fact that not every management letter or audit report contains information about these items. This suggests that the auditor only reports on these items if there is something wrong and does not report on these indicators if he is of the opinion that the administration of human resources is adequate.

To verify if these items present a coherent picture of the LGA performance, we calculated the intercorrelation of these items. We also calculated the intercorrelation between the opinion of the auditor and the overall assessment by the researchers. Table 9a in the annex presents the outcomes.

The figures show that there is a positive (significant) correlation between the opinion of the auditor and the assessment by the researchers. It showed that the two assessments produced the same or similar outcomes. Since the opinion of the auditor is based on a more in-depth analysis of the LGA, we will use this figure as an indicator of LGA performance based on audit reports in the forthcoming computations.

Also, the figures in the table show that some items such as ‘banked all revenues’, ‘complied with all requirements of procurement’, ‘documented all transactions’, ‘documents available not missing’, and ‘prevented cheating and forgery’ have a positive (significant) correlation with the opinion of the auditor. Other items such as ‘collected all planned revenues’, ‘implemented all planned projects’, ‘used funds on planned and budgeted activities’ do not correlate with the opinion of the auditor. This shows that the auditor bases his assessment mainly on items that are easier to verify. After all, whether or not a project is implemented is more difficult to assess than for example verifying whether or not the documents are available.

Table 9.1: The LGA audit report-mean and standard deviation for the rated study variables

Variable	N	Mean	SD
Collect revenues			
Collected all planned revenues	77	3,61	0,62
Banked all revenues	77	3,90	0,34
Expenditures			
Complied with all requirements of procurement	77	3,28	0,89
Documented all transactions	77	3,20	0,89
Documents available not missing	77	3,55	0,78
Project implementation			
Implemented all planned projects	77	3,65	0,57
Used funds only on planned and budgeted activities	77	3,73	0,66
Prevented cheating and forgery	77	3,61	0,54
Not involved in legal suits	77	3,57	0,80
Transferred funds to lower levels	77	3,58	0,80
Funds not spent	77	3,95	0,27
Spent more funds than planned and budgeted	77	3,69	0,70
Governance			
Maintained the correct records of HR	20	2,18	0,55
Maintained adequate number of staff	14	2,20	0,62
Overall assessment			
The opinion of the auditor	77	3,67	0,72
Assessment by the researchers	77	3,70	0,69

Sample size=77. Rating based on a scale of 1 (very poor performance) to 5 (very good performance). SD = standard deviation

9.2.2 The perceptions of executive directors on LGA performance

The second source of data for establishing the LGA performance was the perception of the executive directors collected using surveys. As indicated before, the opinion of the auditor can be compared with the perception of the executive directors. The executive directors were presented with five questions that described the LGA performance in different aspects. These questions were placed on a scale of 1 (never effective) to 5 (extremely effective) and asked respondents to indicate to what extent they agreed or disagreed that these statements described the performance of their LGA. Cronbach’s alpha was calculated to ascertain the reliability of the measurement tool. The result of Cronbach’s alpha reliability of the five items was 0.79. It indicated that the items sufficiently measured the same aspect. Therefore, the five items were combined into one

indicator for the self-perceived LGA performance. This indicator is the calculated mean of the five separate items.

Table 9.2 presents the descriptive statistics based on the data that were collected using questionnaires in a sample of 77 executive directors. The figures from the table show the executive directors rated the performance of their LGAs on the high side of the scales used.

Table 9.2: LGA performance: mean and standard deviation of items for self-perceived performance

Items	N	Mean	SD
The overall work effectiveness of the council can be classified as	77	3,48	0,60
Compared to all other councils, how do you rate your council's effectiveness	77	3,60	0,63
How effective is the council in meeting its goals	77	3,45	0,66
How effective is the council in collecting and mobilizing revenues	77	3,68	0,64
How effective is the council in managing its resources	77	3,70	0,63

Sample size=77. Rating is done on a scale of 1 (minimum-never effective) to 5 (maximum-extremely effective). SD = standard deviation

We calculated the correlation between the individual items that were used to measure the perceived LGA performance and the correlation between these items and the opinion of auditors. The results of the inter-correlations are presented in Table 9.3.

Table 9.3: LGA performance-Correlation between perceived LGA performance by executive directors and LGA performance based on opinion of auditor

Items	1	2	3	4	5	6
1 The overall work effectiveness of the council can be classified as	1					
2 Compared to all other councils, how do you rate your council's effectiveness	0,38**	1				
3 How effective is the council in meeting its goals	0,34**	0,54**	1			
4 How effective is the council in collecting and mobilizing revenues	0,31**	0,42**	0,51**	1		
5 How effective is the council in managing its resources	0,49**	0,45**	0,46**	0,38**	1	
6 LGA Performance	0,67**	0,76**	0,78**	0,72**	0,75**	1
7 The opinion of the auditor	-0,03	-0,07	0,01	-0,16	-0,12	-0,10

** . Correlation is significant at the 0.01 level (2-tailed). Sample size=77, Rating based on 1 (minimum) to 5 (maximum)

It is no surprise that the items used to measure self-perceived performance show a positive correlation. We, therefore, combined these items in a new variable: self-perceived performance.

The table also shows that there is no correlation between the self-perceived performance and the performance as assessed by the auditor. This is interesting

since it shows that the executive directors apparently have a different perspective on what the performance of the LGA entails. Given this difference, we will use both measures to analyse the impact of managerial roles and leadership behaviour on the performance of the LGA.

9.3 The influence of managerial roles on the LGA performance

The next step is to investigate to what extent the LGA performance relates to the managerial roles performed by the executive director. To answer this question, the correlation between the overall- managerial- role enacted (see chapter 6) and the LGA performance was calculated. We calculated the correlation between the two variables, both in terms of the opinion of the auditor and in terms of self-perceived LGA performance.

Table 9.4 presents the figures for the outcomes of the correlations between managerial roles and LGA performance. The table shows that there is no significant correlation between the opinion of the auditor and the overall managerial role enacted. There is, however, a significant correlation between the overall managerial role enacted and the self-perceived LGA performance. It entails that the activities perceived as performed by the executive director have an effect on his perception of the LGA performance. In other words: the more active the executive director thinks he is, the better he thinks that the LGA is performing. This finding must be treated with caution since the measurement of the two variables stems from the same source: the self-perception of the executive director. The executive directors might lack objectivity and therefore might paint a too positive picture of both their managerial roles and the LGA performance.

Table 9.4: Correlation between overall managerial role enacted and LGA performance

	LGA performance based on the opinion of auditor	Self-perceived LGA performance
Overall managerial role enacted	-0,12	0,23*

*. Correlation is significant at the 0.05 level (2-tailed). Sample size =77. Rating based on 1 (minimum) to 5 (maximum)

9.4 The influence of leadership behaviour on the LGA performance

This section looks at the relationship between the leadership behaviour of the executive director and the performance of LGA. The leadership behaviour of the executive director was described in chapter 7. Table 9.5 presents the outcome of the correlation analysis between leadership behaviour and LGA performance.

Table 9.5: Correlation between Leadership behaviour and LGA performance

Leadership style	LGA performance based on the opinion of auditor	Self-perceived LGA performance
Transformational		
Charisma	-0,13	0,30**
Individual consideration	-0,13	0,37**
Individual stimulation	-0,19	0,16
Transactional		
Contingent reward	-0,28**	-0,09
Active MBE	-0,12	0,08
Passive MBE	0,05	-0,22
Laissez-faire	-0,10	-0,17
Ubuntu		
Compassion	-0,11	0,19
Solidarity	-0,09	0,25*
Survival	-0,06	0,26*
Respect and Dignity	0,06	0,26*

*. Correlation is significant at the 0.05 level (2-tailed); **. Correlation is significant at the 0.01 level (2-tailed). Sample Size 77

The findings indicate that there is almost no significant correlation between leadership behaviour and the opinion of the auditor. There is only one significant negative correlation: the contingent reward - one of the transactional leadership behaviours - correlates negatively with the opinion of the auditor. That means that the lower the contingent reward, the better the opinion of the auditor, and, the more the executive director shows behaviour that is considered a contingent reward, the lower the opinion of the auditor.

As for the data collected from the perception of the executive directors, the figures show more significant correlations. First, there is a significant positive correlation between charismatic leadership behaviour and self-perceived LGA performance. The same goes for individual consideration and self-perceived LGA performance. Both leadership behaviours are considered transformational leadership styles. Second, there is a significant positive correlation between leadership behaviour that is considered the Ubuntu leadership style, such as solidarity, survival and respect and dignity with self-perceived LGA performance.

The figures show that there are no correlations between the leadership behaviour that constitutes transactional leadership style. In other words, the perception of the performance of the LGA of the executive director is unrelated to their perceived transactional leadership style.

9.5 Concluding remarks

This chapter looked at the last part of the conceptual model: the relationship between the activities of the executive director labelled as managerial roles; the leadership behaviour and the performance of the LGA. Three research questions underlie the research presented in this chapter. The first question reads, what is the LGA performance? Two lines of reasoning were used: the LGA performance as described by the audit report; and the LGA performance based on the perception and rating of the executive directors. The second question reads: to what extent is the LGA performance related to managerial roles as they were performed by the executive directors? The third question is to what extent is the LGA performance related to the leadership behaviour of the executive directors? To answer these questions, the proceeding four conclusions can be drawn.

First, the collected data from this study shows that the overall performance of LGAs, whether it is measured using the audit report or the perception of the executive directors, is rated on the high side (i.e. above 3.00) on a scale of 1 to 5. For two items in the auditor's reports, the picture is somewhat different. That regards maintaining correct records of Human Resources and an adequate number of staff members. The overall picture is, though, that the performance of the LGA is not that bad; both the auditor's reports and the self-assessment point in that direction.

Second, the more the directors consider themselves active managers, the higher they rate the performance of the LGA. This relationship nevertheless disappears when the performance of the auditor is taken into account. The latter is the more objective, but perhaps also the least informative indicator of the performance of the LGA. The conclusion is therefore that as yet, the data do not point to any relationship between the managerial activities of the director on the one hand and the performance of the LGA on the other.

Third, there is a relationship between the leadership behaviour of the executive director and the LGA performance. The findings from this study show a positive correlation between elements of transformational leadership and Ubuntu leadership and self-perceived LGA performance. Solidarity, survival and respect/dignity have a positive correlation with self-perceived LGA performance. The same goes for charisma, individual consideration and individual stimulation. This relation nevertheless is also only observed between the self-perceived leadership styles and the self-perceived LGA performance. There is no relationship between these leadership styles and performance based on the auditor's reports.

Fourth, the study also shows that there is no significant relationship between transactional leadership and LGA performance. The only exception is the neg-

ative correlation between one specific behaviour that is considered transactional - contingent reward - and the opinion of the auditor. Other transactional leadership behaviour does not correlate with the LGA performance.

All in all, the findings in this study mainly point out that differences between the directors in terms of managerial roles and leadership behaviour are not reflected in differences in LGA performance as observed by the auditor. Administrative behaviour does not seem to matter, or, other factors are more important for the performance of the LGA.

Case description

10.1 Introduction

Chapters 6 to 9 presented the findings from the quantitative data, based on surveys with executive directors and heads of department. In the following chapters, we will present the qualitative data. The qualitative data is based on a case study with eight cases. The purpose of using cases is to get insight and the actual dynamics of what takes place in the LGA. The case study enables us to explore the relationship between the numerous variables in our theoretical model and add substance to the quantitative analysis in the previous chapters.

Multiple sources have been used for the case study. The first source is an interview with the executive director. In each case, a semi-structured one-to-one in-depth interview with an executive director was conducted. The interview aimed at gaining insight and idea of the daily schedule of the executive director, the activities he/she performs; the vision of leadership and the perception of the LGA performance.

The second source is an observation of meetings with heads of department. These meetings are often regarded as ‘morning prayers’ in which executive directors meet with their subordinates. This was meant to perceive and identify the interactions between the executive director and the subordinates.

The third source is the interviews with the heads of department. In each case, six heads of department were interviewed. Three heads of department were purposefully selected for the interview, including heads of the departments of finance, HRM and planning. The other three heads of department were selected at random (see chapter 4 for more details).

Besides these qualitative sources, the cases have also been studied using quantitative sources. More precisely, the executive directors were asked to fill out a survey to indicate their leadership styles, and the heads of department were asked to do the same for their perception of the leadership style of their executive director. These surveys enable us to validate the information from the interviews with the executive director and the heads of department, and, it enables triangulation.

In this chapter, we will introduce the eight cases, or more precisely, we will introduce the executive director of each case and the context in which he or she functions.

10.2 Case profiles

Case 1

The executive director who is described in this case is female, between the age of 50 and 60 years old. She has a background in commerce, specializing in marketing and studied tourism at a master's level. She has a work experience as executive director of over ten years in LGAs. She started her working career in the central government before joining the local government. In the local government, she was first employed as the head of the department of trade. After several years, she was appointed as an executive director. After being appointed, she worked in two LGAs (one in urban and one in rural) as executive director before being transferred to this LGA.

The LGA she currently works for is an urban LGA (i.e. a municipal) and one of the seven LGAs in the region of southern highlands. It has a total area of 331.4 square kilometres. According to the Population and Housing Census of 2012, the LGA has a population of about 151,345 people of which 71,932 are male and 79,413 are female. Administratively, the LGA has been divided into 16 wards. This municipality is also the regional headquarters, meaning that central power is not far away. The two main economic activities are tourism, due to the game reserve nearby, and the trade of agricultural products that are grown nearby. One of the biggest factories is a dairy factory that produces for the entire country. This LGA has the facilities to deliver public services for the region as required by law and its status (i.e. municipal). The services include a regional hospital, health centres and dispensaries, public primary and secondary schools and private universities. The big challenges of this LGA are waste collection and revenue collection.

Case 2

Our second case regards a male executive director aged between 40 and 50 years old. He is a graduate with a master's degree in community development and economics. After he graduated, he worked in the field of community development. Throughout his career, he worked in both central government and various LGAs. The LGA at which he started his career was at the ward level where he worked as a community development officer. After this work at the ward level, he was appointed to the post of head of a department at another LGA. By the time of the interview, the executive director had had four years of experience as the executive director in yet another LGA.

The LGA is one of the seven LGAs in the region. This region is the same as case number 1. The LGA is a rural district, located near the headquarters. It is not a very big one: the LGA has an area of 3,597 square kilometres and a total population of about 228,003 people of whom 107,922 are male and 120,081 are female (Census 2012). Administratively, the LGA comprises six divisions with 28 wards. The majority of inhabitants of the district are engaged in agricultural activities, mainly small-scale farming. The main social services

are located in the nearby urban area. The challenges that remain though are related to water supply and road maintenance.

Case 3

The executive director in this LGA is male, between 51 and 60 years old. His background is in economic planning and has a master's degree in corporate management. He has work experience of over ten years working as executive director in the LGA. He started his career as a planning officer in a district (i.e. a rural) LGA. He was then appointed to the position of the head of the department of planning in the same district. He was later appointed as executive director and transferred to another district. He worked in two districts as executive director before being transferred to this LGA.

The LGA, in which he currently works, is an urban local authority (a municipality) and one of the seven local government authorities in the eastern region. The municipality is also the regional headquarters. It has a total area of 531 square kilometres. According to the population and housing census of 2012, the population of the LGA was 227,921 people. Administratively, the LGA has been divided into 29 wards. The LGA has regional facilities to deliver public service as required by law for its status, such as a regional hospital, health centres and dispensaries, public schools and universities. As an urban LGA, it is mainly a commercial and industrial centre for the surrounding districts. The most important activities are the trade of agricultural products grown in the nearby areas. There are two main factories, one tobacco company that processes tobacco that is grown nearby, and a textile factory. The biggest challenges are, just like in the previous case, waste collection and revenue collection

Case 4

The executive director of this LGA is male, aged between 51 and 60 years old. He holds an advanced diploma certificate in community development and was first employed in a rural LGA as a community development officer at the ward level. During his career, he held different posts before becoming head of the department of community development. In the next phase of his career, he was appointed as an acting executive director in another rural LGA. After that post, he was confirmed as executive director. At the time of the research, the executive director had the experience of over 17 years in the position of executive director, which was distributed across eight LGAs, both urban and rural.

The LGA he is currently working for is an urban (municipal) LGA. It is one of the seven LGAs in the southern region. The LGA has a port and therefore has an important function in the transport of goods. The facilities, though, are rather old. That means that this LGA faces challenges in the maintenance of roads and other infrastructure. This LGA has an area of 163 square kilometres and the population is approximately 108,299. Administratively, the LGA is divided into 15 wards. The LGA has all the public facilities that fit its size

and status. The main challenge is the water supply. Though it is located near the ocean, this salted water is not useful for agriculture.

Case 5

The fifth case regards a male executive director aged between 51 to 60 years. He has a background in education and started working as a teacher. He was promoted to different ranks before being appointed the head of the department responsible for education in an LGA. After this post, he was transferred to another LGA and appointed as executive director. When he was appointed, the LGA was newly established. He then had to set up the entire organisation.

After this position, he was transferred to the LGA where he currently functions. His current LGA is an older one, and one of the six rural LGAs in the region. It is not a large LGA and covers only 3,597 square kilometres. Based on the 2012 census data, the LGA had a population of 228,003 people of whom 107,922 are male and 120,081 were female. Administratively, the district is divided into 6 divisions and 28 wards. The LGA is predominantly agricultural, mainly growing crops. The big challenges are again: road maintenance and water supply.

Case 6

The sixth case regards a male who is professionally an accountant. He holds a master's degree in the field of procurement. Before joining the LGA, he worked at the regional office as a Regional finance officer and member of the regional consultative committee, a team with civil servants from the central government working at the regional office to assist the LGAs to develop their planning. At the region, he was responsible for the disbursement of funds to all LGAs in the region. After joining the LGA, he worked in four different councils in various posts including that of executive director.

The LGA in which he works is one of the six rural LGAs in the eastern region. The region consists of one urban LGA that is located very near the LGA in which our executive director works. The total area of this LGA is approximately 7,325 square kilometres. According to the population and housing census of 2012, the population of the district was 312,109 people of whom 154,843 are male and 157,266 are female. Administratively the LGA has 4 divisions, 23 wards and 115 villages.

This LGA has some basic facilities but relies on the services of the adjacent urban LGA, which has all the facilities of a city, like a regional hospital, various universities and schools. Even some of the staff members of this district LGA live in the urban area of this regional centre. The LGA is predominately agricultural whereby the main activity is farming. But there is also livestock keeping by pastoralists. This results in disputes on water supply in the grazing areas and continuous debate on land use. Besides this, other challenges related to housing, availability of primary schools and elementary health services.

Case 7

The executive director described in this LGA is female, aged between 40 to 50 years old. She has worked in two rural LGAs with an experience of more than 5 years as the executive director. Before being appointed to the directorship, she worked as the head of the department of community development in the same LGA. Community development is one of the responsibilities of the LGA to support specific groups in society, like youth, women and elderly people. She has a background in economic and rural development and holds a master's degree in this area.

The LGA is one of the six rural LGAs in a southern region. The headquarters of this region is relatively remote from this rural LGA. The district has a population of about 205,492 people of whom 95,081 are male and 110,474 are female. Administratively, the LGA has 5 divisions, 22 wards and 159 villages. The LGA is predominantly agricultural in terms of economic activities. The inhabitants of this LGA are engaged in subsistence farming. As such, the profile of this LGA is similar to that of the first case. The challenges are alike: this LGA also faces water shortages, problems with road maintenance and a shortage of classrooms.

Case 8

The last case regards a female executive director aged between 40 and 50. She has a background in human resources management and holds a master's degree in public administration. Before her appointment to the post of executive director, she worked as the head of the department of human resources in different LGAs. At the time of the study, she had four years of experience in this LGA working as an executive director. As the head of the LGA, the executive director has thirteen heads of department and six heads of a section who work under her supervision.

The LGA is one of the six rural LGAs in the southern highlands region. In total, the region has seven LGAs of which one is an urban LGA. This urban LGA is the headquarters of the region. The LGA in our case study is therefore quite remote from the central power as represented in the regional headquarters.

This LGA has an area of 2,532 square kilometres and a population of about 222,921 persons. Out of this population, 108,024 are male and 114,897 are female (NBS 2014). Administratively, the LGA is divided into four divisions and 18 wards. In terms of economic activities, the LGA is predominantly agricultural. The majority of the inhabitants are engaged in farming, which to a large extent is subsistence. The LGA provides some social services such as education, health, and water. The big challenges in this LGA are water supply and road maintenance. The LGA also suffers from a shortage of classrooms and health facilities.

10.3 Presentation of findings

In the following chapter, we will describe the managerial roles, the leadership behaviour, the followers' responses and the performance of the LGA based on these eight cases. The description follows the information that we gathered using interviews and observations as described in chapter 4. The information is grouped along the concepts that we identified in chapter 3. In the next step, we will combine the qualitative and quantitative information for an overall analysis of the data based on the conceptual model.

Closer look at the managerial roles of the executive director

11.1 Introduction

The purpose of this chapter is to describe the actual activities of the executive director of the LGA. The description is based on the findings from the interviews with the executive directors in the eight cases and observations of the meetings with the executive directors and their heads of department. The objective is to describe what the executive director does during the day from the moment that he/she enters the office to the time he/she leaves the office. The order in which the activities appear does not entail the importance of the activity, but rather the relative sequence of carrying out these activities based on the executive director's routine.

11.2 Administrative activities

The first of the main activities that the executive directors perform is *administration*. Executive directors are busy with reading files, letters and other correspondence. These letters, files and correspondences come from two different sources. One is from the offices and individuals outside the LGA such as central government offices, ministries, NGOs, regional and district offices. The second is from individuals and offices inside the LGAs such as departments and sections. There is no specific number of letters, files or correspondences that the executive director receives every day. The number varies from day to day.

The letters and files come with different directives and demands. Most of the correspondences from the government provide directives and seek information such as reports on the activities performed in the LGA. The internal files and letters seek approval to use funds, report back on implementation, seek permission to travel and similar enquiries.

From the interviews, it is clear that the executive directors go through all the files, letters and correspondences received from the relevant sources. He/she scans through all the paperwork to determine what issues can be dealt with by which heads of department. Then, the executive director assigns tasks and gives directives to heads of department to provide the relevant information or action and report back to the executive director. Whenever delegating a task to a head of department, the executive director files a note of it with the correspondence. Such letters and correspondence go to the central office and are

sent to relevant heads of department. Other letters and correspondences demand a response from the executive directors themselves and the executive directors will personally deal with it.

Another general consideration is that administrative activities are often the first thing that the executive directors do when they enter their office in the morning. However, administrative activities are routine and continuous, taking place throughout the day. The executive director receives new sets of letters and correspondences each afternoon. Typically, they work till late after the formal working hours (normally 3.30 pm) to clear their desks. However, as one of the executive directors indicated, sometimes some letters and files are left unattended until the following day. This is how the executive director puts it:

'From 2 pm sometimes up to 8 pm depending on the number of things that are before me, I deal with issues that are on my desk such as reading the mailbox and files. Of course, I always give priority to those issues such as a request for funds and approvals so that other processes can go on.'

Given these general observations, there are variations between different executive directors. Thus, there are dissimilarities in the way the executive directors deal with the prioritisation of activities whenever they delegate tasks to a head of a department. Attention is given to those letters and files that require quick responses and with immediate or short deadlines. The executive directors use different techniques to monitor these delegated tasks, letters and files. Some executive directors make photocopies and put these in separate files. The file is used as an archive for ensuring follow-up and keeping track of the implementation of the directives.

Other executive directors write down the task they assign to heads of department in their personal diaries. These executive directors have diaries on their desks and use those diaries to document everything they need to make close follow up. In an interview with one of the executive directors, this executive director pointed out that she records the details of the requirements and deadlines for each letter and file in her diary. The diary enables the executive director to make follow up and keep track of the deadlines. It also helps the executive director to be in control, keeping close track of all issues in her organisation. This is how the executive director puts it:

'You see this diary; I use it to record all my directives that I give to heads of department. I write down the kind of assignment or directive and the date when it is supposed to be accomplished. So, when the head of department doesn't submit, I have the right to call and ask.'

11.3 Attending citizens

The second activity that the executive directors bring forward as one of their major tasks is *talking to citizens*. These are ordinary citizens from the community, visitors and officials from the central government or other institutions.

They come to the LGA and seek to talk to the executive directors regarding various issues or problems and wish to get solutions from the executive directors.

The overall picture is that all executive directors invite these people into their offices every day; listening and talking with them on various issues. According to the respondents, most of the executive directors start attending to citizens and visitors between 8 and 9 o'clock in the morning. While working on their administrative tasks, the executive directors make time throughout the day to meet with citizens and other visitors.

Another general observation is that most of the visitors do not make an appointment in advance to see the executive director. In the interviews, the executive directors pointed out that most of the citizens whom they talk to simply come and queue outside their office and request to see them. Visitors may have to wait for hours until the executive director has time to finally meet them. It is therefore a common phenomenon to find some citizens queuing on benches or chairs outside the office of the executive director. The secretary of the executive director controls who enters the office of the executive director, one at a time. Because the executive directors have no idea who will appear before them, they are not able beforehand to prepare the meetings and to delve into the issues that the visitors will bring up. This makes it difficult for the executive directors to make a schedule and plan for such meetings. This is how one of the executive directors puts it:

'From 9 o'clock I start receiving different people who come to my office with different problems, or issues. You don't know the issues these people bring forward unless you heard it from the head of department. So, you listen to their problems and try to solve them. Know that all these people should be content, at least, with my answers because they come to me knowing and believing that when they see the executive director they will get the answers for their problems.'

The executive directors say that they cannot schedule specific days and hours to talk to citizens and other visitors. Establishing fixed visiting hours is discouraged by the ministry responsible for LGAs. Therefore, executive directors see arrangements such as setting aside a day in a week or an hour a day for visitors or receiving visitors by appointment only as a violation of their job description. In their appointment letters and job descriptions, it is clearly stated that attending to the needs and requests of citizens is one of their main responsibilities.

Citizens who visit the office of the executive director have a wide variety of demands and problems. There are those who come with individual problems such as a conflict over a plot of land between individuals in the village, seeking a decision on the matter. Others come with demands for their villages or wards, such as a request for (additional) funding for a project.

It should be noted that most applicants who go to the executive directors have previously met with a head of department but failed to get what they demanded. So, pleading a cause with the executive director is then seeking a remedy from the higher authority. For example, in one of the LGAs, a supplier of stationery to the LGA complained that he was confronted with long delays in payments for his deliveries. He approached the executive director because the head of department had dismissed his request for timely reimbursement, citing a lack of funds that affected some payments.

'I supplied the council with stationeries, but every time I came to ask for my money, the treasurer kept telling me the council had not yet received money from the government. But I saw other people who did get paid. That is why I wanted to talk to the director. I know if he sees me he will direct the treasurer to pay me.'

One of the executive directors pointed out that there are citizens who approach the executive director directly, without first consulting a head of department or another subordinate administrator:

'There are people who are sometimes not satisfied with what they get (in reply) from the heads of department. So they decide to come to me to express their discontent. When such a situation happens, I normally call the head of department. We all sit together and resolve the issue. But, other people sometimes just like to hear from the director.'

11.4 Visiting projects

The third activity that is mentioned by the executive directors is *visiting projects*. These are projects such as the construction of classrooms, wards in a health facility, maintenance or construction of roads, water holes, houses and offices at the village or ward levels. The projects are funded by LGA and often, the LGA has to report on the progress of these projects to national government agencies.

Each of the executive directors in the case study visits projects implemented in their LGAs. The main purpose of such visits is to gather accurate information about the level of implementation of the project. Such information is used to prepare reports for the central government whenever asked and for council meetings. For example, one executive director said in an interview about information for the councillors:

'I always demand a detailed report from the heads of department. So, I sometimes ask them more, call them and ask about the issues. But I sometimes go physically and visit sites and projects...for example in our council meeting, it was decided that we should put a border buffer zone along the mountain to prohibit human activities beyond that border. So, we had to visit the project to see how it is being implemented.'

However, there are variations in this activity. Some executive directors have a planned schedule for visiting projects. One of the executive directors uses weekends, in particular Saturdays, for visiting projects. Together with a team composed of heads of department, he goes from project to project and collects information on site. This is how he explains it:

'Every Saturday, me and my team go to the field and inspect projects...to ascertain value for money and progress. We look up in the contract when the project started, and when it should be completed. We write down our observations which are then discussed in our Monday morning meeting, and the resolutions are given to the heads of department for implementation.'

Most of the executive directors, however, would go on an inspection tour whenever they had no other activities to perform at the LGA. Then again, an executive director sometimes pays what is called a 'surprise visit'. These are unplanned visits to different projects. An executive director may be prompted to carry out such a visit because of some request, (especially for funds); the executive director will then want to satisfy himself/herself of the progress of the project before approving more funds. This is how one of the executive directors puts it:

'I also do some surprise visits. For example, this week I had three visits to different projects. I was getting some requests for funds from the heads of department to approve payment for the finished jobs, but I was not sure about the job done. So, I had to visit the project to satisfy myself before I sign and approve payments.'

As mentioned earlier, some executive directors use a team of heads of department to carry out visits and gather information. But some executive directors go for visits by themselves, or occasionally take one head of department in the process. The reason for going alone or with a minimum of assistance is that the director wants to keep the inspection visit a secret to avoid distortion of information.

'My approach is that I don't tell the heads of department when we will be visiting projects. I believe that if you tell them in advance about your plans, you make them irresponsible. So, I always take them by surprise. This makes them proactive in their activities. I cannot accept that the head of the department, let's say of education, works only in the office; she has to go out and find out about the problems that heads of schools and teachers are facing. So, if I as a director can visit schools and be told all these problems, I think for a reasonable head of department, just by seeing what I do, he will leave the office and visit schools, too.'

11.5 Supervising heads of department

The fourth activity performed by executive directors is *supervising* heads of department. The executive directors perform this task in different ways.

One method is to have the heads of department sign an ‘attendance register’ at the office of the director to make sure that they are in the office. To achieve this, the executive director arrives early in the morning, before the others arrive. Whenever a head of department arrives, he or she has to meet the director and sign the register. This enables the director to control who is in and who is working during office hours. The short interactions when signing the register enable the director to keep track of the activities that the heads of department plan to do during the day.

A second often used method is the weekly, or, sometimes daily meeting with all the heads of department, often referred to as ‘the morning prayer’. These are formal meetings with the executive director and heads of department. Most of the meetings are held on Monday mornings between 8 a.m. and 9 a.m. The meeting takes no more than one hour of discussion. The executive directors use these meetings to assign tasks to the heads of department. The tasks are derived from the plans of the LGAs and directives from the full council. Also, there are tasks from the directives received from the central government and other institutions. The executive directors also use the same meeting to demand and receive weekly reports from the heads of department. These are implementation reports on the activities or tasks performed as a result of the assignment and directives given to heads of department. The heads of department also use the meeting to present the proposed tasks or activities of the department for the coming week. So, the meeting is a platform for sharing information between executive directors and heads of department.

The general picture which forms from the above is that every executive director conducts meetings such as the ‘morning prayer’. The meeting is used by the executive directors to assign activities to heads of department and to receive implementation reports and work plans from heads of department.

However, from the interviews and observation, there are variations in the planning of the meetings. Some executive directors conduct a morning gathering every day for discussing a few specific issues. An example:

‘Every morning we have a meeting; we call it the ‘morning prayer’. We normally start the meeting at 7.30 am. In this meeting every head of department presents, very briefly, what he/she did yesterday, and what he/she is going to do today. In most cases, the meeting last for one hour.’

Other executive directors conduct morning prayers only once a week. In the meetings, they discuss several issues.

11.6 Conclusion

The purpose of this chapter was to describe the activities of the executive directors in the LGAs. The descriptions of the activities were based on the interviews and observations conducted in selected LGAs. The main findings are that executive directors perform different activities. These activities are mostly administrative, dealing with files and letters, visiting projects and attending to complaints and problems from the citizens. There are similarities and differences in the ways executive directors perform these activities.

From these findings, it can be concluded that executive directors are mainly busy with the routine activities of collecting and distributing information and assigning tasks in the administrative units of the LGA. These activities fit properly with the managerial roles of the 'monitor' and the 'disseminator' as discussed in paragraph 3.2. In these roles, a manager constantly collects information that is necessary for the functioning of the organisation. The information collected is then distributed and shared among subordinates. Thus, the information, which forms an important resource in an organisation, is constantly made available to whoever needs to use it. Also, the executive director assigns tasks, an activity that fits the category of 'operational roles': the manager organises tasks, controls and supervises the implementations to ensure that deadlines are realised. In doing so, the goals and functions of the organisation are realised.

Closer look at leadership behaviour of the executive director

12.1 Introduction

The purpose of this chapter is to describe the actual leadership behaviour of the executive directors in the selected LGAs. Leadership is the property of the executive director in her or his interactions with the heads of department. In this chapter, we will focus on the activities of the executive director. These activities can be observed and qualified in terms of leadership behaviours as explained in chapter 3. Ten leadership behaviours have been distinguished: charisma, individual consideration, individual stimulation, contingent reward, active management by exception, passive management by exception, compassion, solidarity, survival, and finally respect and dignity. The analysis of the behaviour of the executive directors is based on the interviews with the executive directors in the eight cases and observations of the meetings with the executive directors and their heads of department. The objective is to ascertain what the executive directors do to influence the behaviour of the heads of department, from the moment that he/she enters the office to the time he/she leaves the office.

12.2 The leadership styles

As described in chapter 11, executive directors perform different activities, from administrative activities to visiting projects and talking to visitors. In the course of performing such activities, the executive directors interact with heads of department. In some situations, executive directors assign tasks to the heads of department, as well as situations where an executive director needs feedback or information from heads of department on the progress of activities performed. As revealed in chapter 7, the executive directors exhibit all three different leadership styles in their interactions with heads of department. In other words, the executive directors adopt different kinds of behaviour to influence the behaviour of heads of department, depending on the circumstances.

The case study confirms that executive directors use different styles in different situations. For instance, from the interviews, it becomes clear that executive directors tend to view themselves as 'role model' for their heads of department. They try to act in such a way that their subordinates will model their behaviour on that of their executive director. For instance, every day, executive directors arrive at their offices very early in the morning, earlier than the heads

of department and other staff. Also, executive directors leave their offices late, after most of the heads of department and staff have already left.

'We had agreed that all heads of department have to sign the attendance book in my office. So, I have to be here in my office early when they are signing. Before that, the heads of department used to sign attendance in their offices. You have seen our offices are scattered; not in one block, so sometimes it took 3 or 4 days to meet the head of department. Especially if they did not have any issues at the head office. This was not good; you didn't know how your head of department was doing. So, with this new arrangement, I meet them all and know that they are around.'

Another frequently exhibited type of leadership behaviour is 'active management: the executive director tends to always be on top of things. Thus, they apply close supervision, controlling what the heads of department do. Here is a quote from the interviews about an executive director demanding reports from heads of department; sometimes every day of every week.

'I make follow-ups. As a director I don't just rely only on what the heads of department tell me, especially if it is a task that has a strict deadline...you will be caught by surprise. Sometimes you ask someone how he is fairing with the task you assigned him and he tells you he has done such and such things, but in reality, nothing has been done.'

Another interesting and general observation is that executive directors show a tendency to care for subordinates. It fits the type of leadership behaviour called 'individual consideration' under the heading of transformational leadership. During the interviews, the heads of department described their executive directors as persons who are always welcoming, listen to the problems of staff and are ready to help. The interviewed executive directors said that their door is always open for individual subordinates who have any problem or issue to discuss. Subordinates thus feel at ease walking into the office of the executive director to talk about their demands or problems. It should be noted that the heads of department, in this case, refer to being able to talk to the executive director about personal or family, and not about work-related issues. An example might be a request for permission to attend to family problems. This is how one of the heads of department describes her director.

'She is very open and kind. You can just knock on her office with your problems, she will listen to you and say...let me see what I can do. She later tells you what she has done. In most cases, she will have solved your problem.'

Another important element of the leadership behaviour of the executive directors is *being part of the social group* of employees of the LGA. This type of behaviour is an element of the Ubuntu leadership style. As an employee of the

LGA, the executive directors participate with other employees and heads of department in different social activities and events. So, from the interviews, it seems to be that all executive directors participate with heads of department and other staff on social events such as weddings and funerals. This is seen as very important. The executive directors, as part of the society of employees of the LGAs, feel obliged to support and participate in such events. The executive directors give support to such events by contributing money to the weddings and funerals of employees of the LGAs, but also to employees' family members. Also, the executive directors, when they have time, participate by attending the actual event.

'I always try to participate in social activities; I just need to be informed about it. So, if there is a funeral I always attend, if there is a wedding, I contribute money and participate in some activities...I don't have any problem participating...you may find me cooking just like any other women in the community. To me, I think these interactions are helpful a lot. People get a chance to be close to you and tell you their feelings and truth about different issues.'

Apart from participating in and supporting the social events of subordinates, some executive directors organised social events for their subordinates. For example, one of the executive directors organised sports events for all staff of the LGA. So, the executive director, heads of department and other staff and their families come together, participate and enjoy the events together. The executive director considers participation in social events as a way to improve his social relationship with heads of department and staff in general. The executive director describes himself as the father of the employees in the LGA whom others should feel free to talk to:

'It is very important to have a good personal relationship with the heads of department. If you have a poor relationship you will fail in what you want to accomplish. So, we sometimes organise a family day whereby staff and their families come together and play. I am just like their father; they are free to tell me many things, sometimes even family matters, for example, if the husband is misbehaving.' Executive director

Also, some executive directors themselves organise social events such as dinners and invite staff, especially heads of department. The executive director eats and drinks with heads of department and will informally talk about how some of the tasks and directives have been received and understood by heads of department. For instance, one of the female executive directors pointed out the following:

'I like cooking, so sometimes I cook and invite my heads of department for dinner. I do it at least once every two months on the weekends. This is because I am also busy with office work. So, we eat and take one or two drinks

and talk about work and life in general. I have noticed that when you go back to work the next morning, people are happy and full of energy.'

Both executive directors and heads of department indicate that they consider themselves to be part of a social group. Participation in different social events helps the executive director and his/her subordinates to come closer and thus reduce the social gap between leader and followers. It is an investment in social relationships which supposedly pays off in terms of the functioning of the LGA. This is how one of the executive directors explains it:

'These social activities are very important. When you participate, your subordinate gives you credit...they see that you value them and pay attention to them. In such a situation you will never assign them responsibilities and find that it is not done.'

Another leadership behaviour that is displayed by executive directors is *showing respect and trust* in subordinates. Respect and trust are two important aspects of the Ubuntu leadership style. The executive directors often perform their different activities in the LGA with or through heads of department. The heads of department are professionals in their respective areas such as human resources, education, health, finance, etc. It generally appears that executive directors respect the advice they get from heads of department. They allow (stimulate) their heads of department to use their professional expertise to perform the tasks and directives delegated to them. Also, an executive director relies on the heads of department for professional advice. The heads of department are considered as the arms of the executive director, meaning that they rely on them for assistance. This is how one executive director puts it:

'You have to trust your heads of department because they know better than you. Of course, as a director, I know what each department is responsible for in the council. But, the heads of department know much more than me because that is their profession. So, I listen to what they tell me and trust what they say. But I can also verify the information by asking for guidelines and even seeking information from other directors.' Executive director

'I depend on my heads of department; they are my hands on various issues in the department and council. They tell me what is happening in their departments and I give them the support they need. For example, if they need financial support to accomplish a certain task, I can ask the municipal treasurer to give them money. Sometimes if it requires seeking support from the ministry I can go and make a follow-up.' Executive director

Heads of department also confirm their position in the LGAs i.e., as advisers to executive directors. They further recognize that the executive director has

the ultimate authority in the administration of the LGA. This is how one of the heads of department describes it:

'My position as the head of the department of finance is to advise the executive director on issues that require my technical expertise in performing his duties. Also, I help him with the implementation of decisions made by the council and directives from the ministry. But he is the accounting officer, he makes the final decision on what to implement. For instance, he has to approve the list of activities that need some funds each day. So, he may say we fund this activity and not this one.'

However, there are some executive directors who, to a certain extent, *interfere* with their heads of department. This is the opposite of the type of leadership behaviour named 'intellectual stimulation', which entails the executive director encouraging subordinates to think and make innovative decisions in their activities. With interference, the executive director dictates how the subordinate should go about doing the job, and sometimes performs a task instead of the head of department. A quote from one of the executive directors who interferes:

'As an accountant and an accounting officer, I think I have some added advantage over other executive directors. I know risky areas as far as finance is concerned. I know where I can go wrong with council money, so I try to manage those issues. For example, here I have requested the bank manager to give me my balances. I will soon get them in my email, once I have that I will be able to compare to see any variations with the approvals I have done. I am thinking of introducing internet banking so that I can track all my finances as they occur. But all in all, I know what the cash balance is and what effect it has on my council. Money is a very sensitive thing...I am happy that we now have executive directors who are accountants.'

For the executive director, interference ensures control over the subordinate. This supposedly contributes to realising the pursued outcomes. In the case quoted above for instance, the executive director ensures he has good control of funds, and the ability to influence the head of department to adhere to his directives. However, for the head of department interference implies a lack of confidence and trust towards the subordinate. Moreover, this example shows how the professional background of executive directors may influence their leadership behaviour. As described by heads of department, sometimes the executive director fails to show deference to their hierarchy as directors and heads of department, especially when the executive director was a head of department previously.

'Directorship is all about administration, but sometimes you find that once a person has been appointed director, he/she takes with him his previous

profession; for example, an accountant. He then starts using his position as a director to interfere with the duties of the head of department. I think the director should forget his previous job and trust his heads of department and let them do their jobs.’ Head of department

What is not seen in the cases is that the executive directors give *individual rewards*. Giving rewards is a form of leadership behaviour under the transactional leadership style. It involves the leader giving contingent rewards to subordinates in exchange for the agreed performance. From the interviews, it turns out that the executive directors have limited ability to hand out rewards and incentives. The interviewed executive directors described that they cannot promise or offer contingent rewards to heads of department for the task performed, even if they wanted to do so. This is due to the constraints found in the regulations and policies. However, they can support the heads of department to enable them to fulfil their tasks by giving them some resources. This might explain the difference in the observed use of contingent reward as a leadership style.

Another overarching theme of leadership behaviour is that executive directors are actively and closely supervising heads of department. This observation can be explained by the way the executive directors supervise their subordinates. The executive director actively follows up on the directives and tasks assigned to heads of department and demands daily progress reports. The executive directors use meetings i.e., morning prayers to assign tasks, and heads of department to submit implementation reports and plans. Sometimes, executive directors are cautious about whether or not to trust the heads of department. That necessitates a close follow-up. This is how an executive director describes it:

‘I make follow-ups. As a director I don’t just rely only on what the heads of department tell me, especially if it is a task that has a strict deadline...you will be caught by surprise. Sometimes you ask someone how he is fairing with the task you assigned him and he tells you he has done such and such things, but in reality, nothing has been done.’

‘Down here people don’t work; if you ask a person what he/she did in a week...they don’t know...People go to work somewhere in the field, but they don’t give feedback on what they found out ...they get stuck somewhere but they don’t say it...so you have to make them work and report back on what they have been doing.’

For heads of department, morning prayers form an avenue to submit implementation reports and work plans for their departments. Yet, morning prayers can also serve as an avenue to everyone’s report, and offer support for better performance and improvements. This is as one head of department describes:

'Every Monday we have a meeting of all the heads of department and the director where we submit and discuss what we did in our departments and the plan of activities for the whole of this week. So, every head of department has to show something.'

12.3 Conclusion

This chapter is about the leadership behaviour of executive directors. It intends to describe the leadership behaviour of the executive directors in the LGA. The leadership behaviour is derived from the observed behaviour of the executive directors in LGAs, especially when interacting with their subordinates i.e. heads of department. It has been shown that executive directors display different leadership behaviours. The observed behaviours are role model, collective decision-making, social identification, active supervision and follow-ups, and leniency or laissez-faire.

Therefore, it can be concluded that the executive directors mostly use transformational and Ubuntu leadership styles in LGAs, and some aspects of transactional leadership styles. This observation concurs with the findings from the survey found in chapter 7 of this study. As observed in the cases, posing like a role model, collective decision-making, and caring for subordinates translates into transformational leadership styles, which, to a large extent rely on the ways the leader appeals to subordinates. Also, the desire for social identity, respect and trust entails the Ubuntu leadership style. The Ubuntu leadership style is built on the need to show compassion, solidarity and respect and dignity, which are to a large extent reflected in the observed behaviour: social identification. Also, the executive directors adopt and show variations in leadership behaviour. We have observed that in situations where there is strong urgency for results and meeting deadlines, the executive director becomes strict, will shout, and attempt to stay on top of everything. However, in situations where there is less tension, the executive director adopts more passive and lenient behaviour.

Closer look at the influence of leadership behaviour on subordinates

13.1 Introduction

In chapter 8, the relationship between leadership styles and subordinate compliance was described. There were more significant relationships between Ubuntu leadership styles and compliance, and there were no significant relationships found between transformational and transactional leadership styles with compliance. The purpose of this chapter is to describe the actual relationship between and dynamics of the leadership behaviour of the executive director on subordinates' responses. As described in chapter 12, the executive director uses different leadership styles in performing their activities, but also in their day-to-day interactions with subordinates. Subordinate response entails the actual behaviour or actions of subordinates resulting from the behaviour or actions of the executive directors. The response of subordinates is described in terms of compliance or non-compliance.

Two types of compliance have been distinguished: behavioural and attitudinal compliance. This chapter intends to describe how subordinates' responses, in the form of compliance, are related to the leadership styles of executive directors. The description is based on the findings from the interviews and observations with the executive directors and heads of departments from the eight cases.

13.2 Subordinate response

As we see in the cases, overall, the heads of department comply with the instructions and decisions made by the executive director. The question then is, if the compliance is behavioural or attitudinal. As discussed in chapter 3, attitudinal compliance refers to compliance that results from the fact that the subordinate shares the vision and ambitions of the executive director. The subordinate is strongly convinced that what the executive director wants to be done is appropriate, and is the right course of action. Behavioural compliance, on the other hand, is the type of compliance that results from accepting the leader as the boss who is entitled to give instructions that the subordinate merely has to obey. In brief: compliance stems from conviction versus compliance stemming from obedience.

The cases show that in general, the heads of department follow the instructions of the executive director in a manner which indicates behavioural compliance. Only rarely do heads of department challenge an instruction issued by the executive director. A few of the heads of department stated during interviews that if they doubted the correctness of a decision made by the executive director, they would enter into a discussion with the executive director, and search for the relevant policies and instructions from the central government to convince them that the instruction should be amended. The heads of department of two of the LGAs in the case study explicitly shared experiences to this effect.

The first case dealt with the transferring of funds to benefit one specific ward. In the administrative system of Tanzania, each ward in an LGA is entitled to a specific amount of money each year. In this case, the executive director wished to reallocate some of the funds and make them available to one particular ward, since in that ward, the opposition party had gained support in the elections. He tried to implement this decision through his heads of department, but the head of department for planning convinced him that this was not according to the rules that accompany the transfer of money within the government. The outcome was a reversal of the executive director's initial decision.

One of the other cases dealt with the transfer of an employee from the central office of the LGA to an office in a ward, due to a disciplinary measure. The head of department of Human Resource Management convinced the executive director that this decision was against internal procedures:

'We sometimes differ with the director when she gives out a directive... For there was this staff member whom she wanted to be transferred from the head office to the ward office as a punishment. Of course, the director wanted the decision to be taken as soon as possible. In my interpretation of the relevant rules, I found this kind of transfer was going against the regulations. According to the rules, a first-time offender should be given a written warning for this kind of misconduct. So, I advised the director about this. She wanted proof before she could accept.' Head of department

These were the only two examples mentioned in the interviews wherein compliance with an executive order was questioned. It should be noted that they were both relatively safe challenges: the instructions that were called into question were clearly and demonstrably in violation of the pertinent regulations. In general, the heads of department find it difficult to discuss the reasonableness of decisions made by the executive director. Often, they refer to this as 'insubordination': a severe offence in the civil service.

13.3 Subordinate response and leadership behaviour

The question remains how this compliance relates to the leadership behaviour of the executive director. As we have seen in chapter 8, there is an inclination

to both attitudinal and behavioural compliance when the executive director uses the Ubuntu leadership style. In these cases, we could observe the mechanisms that drive this compliance.

An important observation is that the heads of department view the position of the executive director as an authority that can issue orders and directives within the LGA. The heads of department are compelled to follow these orders and directives. Failure to follow orders and directives is seen as mutiny or may be interpreted as questioning the position and authority of the executive director. As pointed out by the head of department:

'I cannot challenge the directives of my director, she is the boss. Sometimes she has received directives from the ministry, so when she tells me to do it, I cannot refuse.'

The very fact that the decisions of the executive director are usually based on decisions made elsewhere, by the central government or by the full council, does not make it easier to call executive decisions into question. The majority of the decisions are therefore manifestations of the implementation of policy made elsewhere. The two examples mentioned earlier were no exceptions. The executive director was not aware that his/her decision was violating the rules governing the case. The interesting question now is: would it often happen that the executive director takes a decision or gives an instruction that runs contrary to the regulations? And if so, would the head of department be aware of that and not say anything?

Normally, heads of department are supporting the executive directors with technical advice only. They consider the executive director as being the authority with the ultimate decision-making power of whether or not to accept the advice of the heads of department. This is how one of the heads of department described the situation:

'My position as the head of the department of finance is to advise the executive director on issues that require my technical expertise in performing his duties. Also, I help him with the implementation of some decisions from the council and other directives from the ministry. But he is the accounting officer, he makes the final decision on what to implement. For instance, he has to approve the list of activities that need some funds each day. So he may say we fund this activity and not this one.'

As a consequence, the heads of department are less inclined to be non-compliant or even to question decisions made. The result is behavioural compliance. So far, it does not make a difference what kind of leadership behaviour the executive director is using. Transactional leadership, transformational leadership and Ubuntu leadership all have a similar outcome, that is heads of department that are inclined to follow the instructions that they receive from the director.

There is nevertheless a difference when it comes to attitudinal compliance. This compliance is mainly observed when the director acts as a role model, applies collective decision-making or is an active member of the social group. In these situations, the heads of the department were more convinced of the intentions of the executive director and wanted to imitate how the executive behaves and organises his work.

When behaving as a role model, the executive director is perceived as an example, making correct judgements. His decisions are therefore seen as the correct decisions. The heads of department that see their leader as a role model adopt his style of working. For example the heads of department notice that the executive director is always in the office early in the morning and leaves late in the evening. The heads of department then copy that work ethic out of conviction and share the values of the executive director.

The application of collective decision-making procedures leads to attitudinal compliance since the heads of department are part of the decision-making as such. They are convinced since they invested in the procedure and the decision. In the LGA where the executive director organised daily meetings to enhance the revenue collection, he asked all the heads of department to report on their contribution to solving this issue. As a result, the heads of department were not only well-informed about what happened in the LGA but also offered mutual assistance to each other to find ways to solve the issue and to raise the revenue collection of the LGA.

Finally follows the situation in which the executive director acts as a member of the social group. In the LGAs where the leader is an active member in social activities, he is accepted as a person, rather than as a hierarchical superior. That means if this executive director gives an instruction, it is seen as coming from someone that can be trusted, as 'one of us'. The result is attitudinal compliance, where the decisions as such are not questioned and are seen as the right decisions.

The case also shows that the executive director mixes leadership styles. Sometimes, transactional leadership behaviour (shouting to the subordinates) is mixed with transformational behaviour (organizing the work via a diary, being on time in the office). Furthermore, all leaders show Ubuntu leadership behaviour to some degree. Therefore, it is difficult to attribute followers' responses to specific leadership behaviour. Compliance is often the result, and, indications of non-compliance (in the sense of calling into question the decisions of the director) can also exist if the executive director is seen as a role model. As an example of the latter: the case of the transfer of the employee took place in an LGA where the executive director used collective decision mechanisms, and therefore relied on transactional leadership behaviour. In this specific case, the decision to transfer the employee was an autonomous decision of the executive director without involving others. It shows that especially with collective decision-making, the discussions and demands from subordinates to give their views and speak their minds before the final decision is the most important factor to enhance attitudinal compliance. Whereas, in the situation where the executive director is seen as a role model or as a member of

the social group, the most important factor is the personality of the executive director.

13.4 Concluding remarks

The essence of leadership is its influence on the behaviour of subordinates. The use of different leadership styles is intended to change the ways subordinates respond to their leaders. This chapter intended to show the influence that the leadership behaviour of the executive director has on heads of department in the LGAs. The main question is, whether or not the leadership behaviour of the executive directors has an influence on how the heads of department behave, i.e. respond.

This chapter concludes that yes; the leadership behaviour of the executive directors has an influence on the behaviour of heads of department. Heads of department comply with the directives of the executive directors. The compliance is mainly behavioural. This observation mirrors the findings from chapter 8. Behavioural compliance is exhibited because, in the administrative system of Tanzania, the executive director is an authority whom you cannot contradict in the peril of losing your job. Only when the executive director practices collective decision-making, or when he acts informally in the social group with subordinates, the environment appears safe enough for a subordinate to occasionally challenge the executive director's decision. Although there are some elements of attitudinal compliance, whenever there is disagreement, the reference to rules and policy always prevails. All in all, executive directors change their leadership styles according to the circumstances. The way the executive directors act and behave can have an impact on the response of subordinates and performance of LGA.

Closer look at the influence of administrative behaviour on LGA performance

14.1 Introduction

In chapter 9, we analysed the effect of the work and leadership behaviour of the executive directors on the LGA performance with quantitative methods. In this chapter, we will show the relation between these factors in qualitative terms. The chapter builds on the conclusions from chapters 11 and 12 that describe the managerial roles and the leadership behaviour of the executive directors. From these chapters, it was concluded that executive directors perform different activities in the LGA. Also, it was observed that executive directors use different leadership styles in the LGAs. The purpose of this chapter is to describe how the work or activities and leadership behaviour of the executive directors relate to or influence the performance of LGAs.

The description of the influence of work and leadership behaviour is drawn from the survey and interviews with the executive directors and the heads of department in the eight cases. Findings from the documents such as audit reports of LGAs are also included. The objective is to describe how the executive directors and heads of department relate the performance of the LGA with the work performed, by considering managerial roles and leadership behaviour of the executive director.

To describe the performance of the LGA, two aspects are used: first is the performance of the LGA as derived from the published audit report of the LGA. Second, the performance of LGA is considered, as derived from the survey and interviews with heads of department and executive directors of the LGAs.

14.2 The performance of the LGA

According to the published audit reports, the general understanding which can be drawn from the findings is that the performance of all the LGAs in the case study is good. That is, the LGAs have performed well according to outside auditors. The findings from the audit reports showed that all the LGAs have received a 'clean report' from the auditor general. A clean report refers to the 'unqualified' opinion from the auditor general. This opinion is the highest indicator of good performance that the LGA can get for the best financial performance. Following the auditing of the LGA, the auditors have four ways to

present and describe the observed performance of the LGA. These are unqualified; qualified, disclaimer, and adverse opinions. Of the four descriptions (opinions), unqualified opinion is inclined towards best performance, whereas disclaimer is inclined towards lower/poor performance.

According to the auditing standards, an unqualified opinion is issued to the LGA after the auditor has been satisfied that the financial statements of the LGA have been prepared following the applicable financial reporting framework and that all materials and information have been adequately disclosed. More specifically, the auditor examines whether or not the LGA has received and spent approved funds by the approved budget. This includes that they have collected and accounted for all the revenues as planned, implemented and realised the desired or intended goals and results, and complied with regulations and rules governing the procurement and performance of various functions in the LGA.

Also, from the interviews, the general picture is that the performance of LGAs is good. The respondents based their assessment of the LGA performance on the audit reports. Since the audit reports were 'clean', the LGA performance was also seen as 'good'. The clean audit report shows that the LGA is able to implement its projects. This is how one head of department puts it:

'In the council, everyone looks at the projects. Everyone strives to ensure that projects are implemented. When projects are implemented, you will not get audit queries. Even the members of parliament (MPs) when they visit the council, the first thing they are interested in is what projects have been implemented.'

The above response is similar to the comments by the executive director who also insisted that implementation of projects and close follow-up of expenditure of funds are important and contribute to the LGA getting a clean report.

'We have received a clean audit report this year and also in the last year. This is something good for the LGA because we can look further for more support from the government. But also for the director, you are not going to be questioned by the Parliamentary Committee responsible for local government for the poor performance of the LGA.'

The successful implementation of projects is seen as an indicator of the LGA performance. Many respondents were proud of the projects that they were able to implement. The audit report is then merely evidence of this performance.

Another general aspect that warrants a clean report is the quality of the revenue collection and expenditure in the LGA. In the views of the executive director and heads of department, effective and efficient collection of revenues from internal sources and central government is necessary for a good report. This is how the executive director formulates it:

'We have a clean audit report. You don't get that if you have not performed well in collecting revenue and used the funds appropriately. But also I sit with heads of department and address all the issues raised by the Auditor General in our LGA. We provide answers to the queries raised in the management letter.'

A third indicator of LGA performance is the way funds are spent in the LGA. As implementers of decisions and directives in the LGA, the heads of department often point out that following up on how the funds have been spent on different projects is crucial for the assessment of LGA performance. One of the heads of department described:

'The LGA receives and collects funds from the government and our own sources. We put these funds into use in different projects. To avoid questions from the government and auditors you must keep good track of how the funds are being used and show the projects that have been implemented.'

Between the eight cases, there was no real variation in the self-assessment of the LGA performance. Though in one of the LGAs, the respondents mentioned the difficulties of collecting revenues. Although this LGA also received a clean audit report, the heads of department and the executive director realised that this lack of revenue collection was a problem, and as such, the LGA's performance was a bit lower.

The question is, therefore, to which extent managerial roles and leadership impact the LGA performance. The answer to this question is explored in the following sections.

14.3 The effects of managerial behaviour on LGA performance

In section 11.2, stock was taken of the managerial behaviour of the directors: the activities of the executive director were described and categorised in terms of 'managerial roles'. In this section, we attempt to answer the question of whether or not the performance of the LGA is related to the managerial behaviour of the executive director. The evidence is drawn from observations and interviews conducted with both executive directors and heads of department.

Overall, the activities performed by the executive directors have an effect on the performance of the LGA. Executive directors perform various administrative activities, attend to citizens, visit projects and supervise heads of department. These activities have an impact on the LGA performance in the context of this research since they contribute to the 'clean audit report'. After all: the clean audit report is the result of the observation by the auditor that the LGA has implemented the projects within the constraints of the budget and the plans that were approved. The work of the executive director, who tries to seek information on the implementation of the projects (via reports, site visits or information from citizens) and then compiles progress reports or verifies the

progress reports he receives from his subordinates, as such, does contribute to the LGA performance.

As an example: the fact that the executive director visits projects add to his information position. This enables him to give the correct information to the auditor, but also enables him to ask for follow-up internally, within the LGA, or verify the information he receives from the heads of department about the status of the project.

'Inspections have helped us to identify potential problems in implementation before they actually occur, and so we avoid unnecessary queries from the auditors.'

'Every Saturday, me and my team go to the field and inspect projects...to ascertain value for money and progress. We look at the contract on when the project started, and when it should be completed. We write down our observations which are then discussed in our Monday morning meeting, and the resolutions are given to the heads of departments for implementation.'

'Every time we visit projects that are implemented in the villages we want to know how the funds have been used and the stage of implementation that has been reached. It is important to know that because it will reduce a lot of complaints and questions that might come up from the people and even from the government.'

This visiting of projects, especially if the executive director uses 'surprise' visits, alerts the heads of department. They are then inclined to show the real information in their progress reports, knowing that what they report will be verified after all.

In the same vein, attending to citizens adds to the position of the executive director. In these meetings, he might also hear relevant information. Such relevant information can include, for instance, complaints from citizens about issues of classrooms, health facilities, land use, and heads of department or staff signals of dissatisfaction with the performance of LGA. This adds to the tasks that the executive director would like to verify, and hence improve the performance of LGA. Yet, the most direct impact on the LGA performance is the task of 'supervising heads of department', for example, using the 'morning prayer', or individual talks when a head of department registers their attendance in the office of the executive director.

In general, the way the executive director performs his managerial tasks aligns with the challenges of the LGA. That means: if there are big issues at hand, the executive director tends to be more active in gathering information and supervising his heads of department. Still, according to some heads of department,

excessive pressure on the part of the executive director tends to backfire. They cite situations in which the fact that revenue collection was lagging behind caused the executive director to badger the heads of department into working harder to get the money in, without much effect. It shows that pushing subordinates to get one's way is not necessarily occasioning a better performance of the LGA. The attitude of the subordinates towards the task at hand can be decisive. Whether or not they feel inclined to work on a shared goal, such as in this instance the revenue collection, can be a determining factor. It goes to say that it is not just the way the executive director acts out of the managerial role that impacts the LGA performance, but also the leadership behaviour and the subordinates' response to that behaviour.

14.4 The effects of leadership behaviour on LGA performance

Though the general picture, as presented in chapters 12 and 13, is that the executive directors show similar leadership behaviour, the analysis of the data collected in the case study made clear that there are variations in leadership behaviour and that these variations do have an effect in the way the subordinates respond. As a consequence, this also affects – to a certain extent – the LGA performance.

In chapter 12 we concluded that generally, five types of leadership behaviour are common among executive directors: acting as a role model, being an active member of the social group with the subordinates, keeping close supervision, investing in collective decision-making, and leniency or laissez-faire. In this section, we will describe how these types of leadership behaviour impact LGA performance.

First, a description will be made of the executive directors who act as role model for their subordinates. These are the executive directors who do their work in a fashion that is contributing to the performance of the organisation as a whole. This is exemplified by being in the office early in the morning and explicitly adhering to the directives and deadlines. The heads of department notice this behaviour and are inclined to copy it. Hence, we see heads of department also coming early to the office, making for longer days to perform their different directives and tasks.

'We had agreed that all heads of department have to sign the attendance book in my office. So, I have to be here in my office early when they are signing. Before that, the heads of department used to sign attendance in their offices. You have seen our offices are scattered; not in one block, so sometimes three or four days could go by without meeting the head of department. Especially if they did not have any business at the head office. This was not good; you didn't know how your head of department was doing. So with this new arrangement, I meet them all every day and know that they are around.'

Secondly, executive directors identify themselves with the larger social group of employees of the LGA. Executive directors engage and participate in social activities and events organised for the LGA employees. Thus, the heads of department and staff look at the executive director as part of their group, minimising the social gap that might be caused by the differences in work positions. The subordinates then feel safe to share information on – for example – potential risks or flaws. This is described by one of the executive directors:

'People get a chance to be close to you and tell you their feelings and truth about different issues.'

'These social activities are very important. When you participate, your subordinate gives you credit...they see that you value them and pay attention to them. In such a situation you will never assign them responsibilities and find that it is not done.'

The executive director and the subordinates being part of the same social group helps to ease tensions. Heads of department can feel accepted and free to share their concerns with the executive director. This in turn may have a positive effect on the LGA performance. This is because executive directors are assured of the implementation of their directives from heads of department, with whom they have a collegial relationship. Heads of department are likely to consider the executive director as 'one of us' and therefore tend to respond positively to the tasks and directives issued by the executive director, and implement them accordingly.

'The director likes to mingle with all the staff in every social activity. If an employee has an activity or social function (employee getting married) she contributes and attends, unless she is outside the district. Sometimes when you don't tell her and she hears about it, she will ask...why you have not told me about the function/activity. I think mingling is good, there is a gap between the director and heads of department...so when the director does not mingle this gap keeps widening, so that even if you have a problem how can you face the director...it becomes harder. But when she mingles, she will understand us and we will understand her so it becomes easier for me to face her (that I have this issue to talk to you) and for her it becomes easier to tell us that my colleagues. I have noticed the following issues. If she keeps her distance it will be difficult to get information from us and for us to understand what she wants/likes.'

The third variation is active supervision. This leadership behaviour has another effect on the performance of the LGA. The main characteristic of this behaviour is that the executive director gathers information that is needed to instruct the heads of department, and closely follows their activities. Supervision involves regular reporting on activities performed. The executive director tends

to believe that close monitoring is important for self-assurance about what the heads of department say or do. This is how one executive director puts it:

'I make follow-ups. As a director I don't just rely only on what the heads of department tell me, especially if it is a task that has a strict deadline...you will be caught by surprise. Sometimes you ask someone how he is fairing with the task you assigned him and he tells you he has done such and such things, but in reality, nothing has been done.'

'As an executive director, you must follow up, you just don't rely on the head of department that he will perform the task assigned, especially if the task has a specific deadline, you may not get what you want in time.'

In general, active supervision offers assurance to an executive director about the actual performance, in that the executive director is assured that the directives and tasks are implemented and are reported on. As indicated earlier, the implementation of directives and tasks can be considered to impact LGA performance.

There is some variation in the way the executive directors approach the heads of department. Some demanded strict compliance with instructions and even shouted at the heads of department. One of these executive directors explained that shouting to heads of department signalled seriousness and desire and insistence for output. Yet, for heads of department, shouting signalled a lack of respect and the intention to install fear. The heads of department then end up performing their tasks because they are afraid of the executive director and not because they share a common purpose or sense of duty with the executive director. But even then, the tasks of the LGA were properly executed and that contributed to the overall good report for the LGA. This is how the director puts it:

'They say I am too strict, too fast and things like that. They once complained to the Mayor that I am too strict and I shout at them. But what can you do? If you tell someone to do something and he/she doesn't do it. Actually, the mayor told them that they (the councillors) think the director is too soft and doesn't take strict measures. The strictness they talk about is because I push them to work. But if you are not strict you will not succeed in local government.'

The subordinates see that strictness sometimes is an effect dependent on the mood of the executive director. In a way, they do accept this, since it is related to her responsibility.

'She is serious; you know it is just like a father in the house, who cannot just laugh all the time while things are going wrong. So the director cannot just be happy and laugh while things are not going well, she has to talk in different moods/tones.'

The subordinates even say that a bad mood of the executive director is effective since it focuses the subordinates and encourages them to work harder towards realising the goals of the organisation.

To summarise: this kind of leadership behaviour puts the heads of department into action because they fear the consequences, not because they are convinced or because they feel the need to act according to their hearts. In theoretical terms: the heads of department show mainly behavioural compliance instead of attitudinal compliance. The outcome for the LGA performance might very well be similar to that of the other types of leadership behaviour (role model or active member of the group) but is different to the logic or the rationale of those factors that contribute to the performance of the LGA.

The fourth type of leadership behaviour that is relevant to discuss here is 'investing in collective decision-making'. The executive director then attempts to involve those in the decision-making who will have to implement the results of that decision-making. The executive director for instance sits down with heads of department to reach an agreement on the relevant issues in the LGA. Although collective leadership is commonly seen during daily and weekly meetings, there appears to be a variation in the way the executive director and the heads of department envisage these meetings. In one LGA, the executive director actually created a separate group with heads of department and gave them the responsibility to assess the implementation of the projects. The executive director, therefore, delegated a part of his responsibility to a group of heads of department to make them responsible and to involve them in the decisions that had to be made. The report from this team was then used for discussion and assigning tasks to respective heads of department. In doing so, the executive director made the heads of department owners of the policy issues at hand. This approach stimulated the heads of department to perform better, which, in turn, contributed to a better performance of the LGA.

'We support each other in many ways. First, as a management committee, once we have agreed on a certain issue presented by the head of department so that it is going to be submitted to the council, it becomes our issue. We stand together and support each other until the end. Sometimes people organise wedding ceremonies for their children or even other relatives. So they go around collecting money and I contribute, it is a way of supporting each other.'

Apart from this general observation, some executive directors went a bit further to use teams on other activities in the LGA. One example is the executive director who used a team of a few heads of department for visiting and gathering information on all projects implemented in the LGA.

The last type of leadership behaviour that is worth mentioning in this context is the 'laissez-faire approach'. The prime example of this is the executive director who was seen as lenient and had a laid-back attitude towards his subordinates. He considered himself primarily as a 'father figure'. As such, there are some similarities between the 'role model' and the leader who is a part of the social group. The consequence was that he was not seen as a very strict or active leader who is on top of the LGA administration. This did not fit the challenges of this LGA, which was faced with problems in revenue collection. The heads of department suggested a more strict system of supervision.

'One thing is that the director needs to make decisions; he cannot run away from making decisions. Now you see we are in the 3rd quarter but revenue collection is lagging behind and the director doesn't take it seriously. ...In the LGAs the director is assessed based on the revenue collection, so you have to be serious ...task your heads of department...you don't just leave it to them to decide and do whatever they think is right.'

In this LGA, the organisation was not able to solve the issues of revenue collection. The Heads of department partly blamed the leadership behaviour – or lack thereof – of the executive director. Although in quantitative terms this did not end up in an unclean audit report, it is clear that the LGA performance is not what it should have been. This was partly the result of the leadership behaviour of the executive director.

14.5 Conclusion

In this chapter, we presented some insights into the relationship between the work and behaviour of the executive director, and the performance of the LGA. As an extension of the conclusions of chapter 9, we showed the dynamics of the interactions in the LGA and how different types of managerial activities and leadership behaviour of the executive director impact the performance of the LGA. From the analysis of the eight cases along these lines, we can draw two main conclusions.

The first conclusion is that the managerial activities of the executive directors have an effect on the performance of LGA. We have seen that the functions performed in the LGA are mostly based on the directives given by the executive directors. These directives primarily originate from higher authorities such as central government agencies, and the plans and budgets are approved by the full council. So, how the executive director conveys these directives and supervises subordinates on the implementation of the directives, plans and budgets account to a large extent for the performance of the LGA. After all: this does contribute to the clean audit report.

The second conclusion is that the leadership behaviour of the executive directors also has an effect on the behaviour of subordinates and ultimately on the

performance of the LGA. The executive directors to a large extent depend on their direct subordinates (heads of department) for an adequate administration of the LGA. The ways the executive directors interact with subordinates, their means of communicating directives, involving subordinates in collective decision making and being part of the social group with heads of department all affected the behaviour of subordinates and hence the performance of the LGA. The executive director who is lenient and keeps a 'laissez-faire' attitude is likely to face an organisation that is not capable of meeting the challenges that the LGA face. Though this lack of performance is not shown in the audit reports, there is still a variation in the performance of the LGAs. These variations are, at least to a certain extent, related to the leadership behaviour and the way the subordinates respond to the executive director.

Analysis

15.1 Introduction

The previous chapters presented the results of the enquiry into the administrative behaviour of the executive officers of the Tanzanian LGAs. Chapters 5 – 9 contain the findings based on surveys and other quantitative data. Chapters 10 - 14 deal with the same questions, but the investigations are founded on qualitative data from the case study. The purpose of the present chapter is to integrate the findings from these two different sources and in doing so, create a more grounded and well-rounded representation of the way the executive directors discharge their duties and of the impact they have on their subordinates and on the performance of the LGA. This analysis starts, in the next section, with a reconstruction of the management activities of the executive director. The third section examines the executive director's leadership behaviour. The fourth and fifth sections discuss the influence of the executive director on subordinates and on the performance of the LGA, respectively. In section six we will turn back to the theoretical framework as introduced in chapter 3: to which extent do our findings corroborate the ideas underlying this theoretical framework?

15.2 Managerial roles

Our first perspective on the administrative behaviour of the executive director deals with management. In order to systematically describe and analyse the way the executive directors run their office, use was made of an inventory of so-called 'managerial roles' derived from the relevant literature (Glick 2011a; 2011b). The executive director, as the head of the LGA, is the manager of the local government administration. The managerial roles framework makes it possible to classify all the daily activities that such management entails. The frame encompasses six categories of managerial roles: 'interpersonal', 'informational', 'decisional', 'diplomacy', 'strategic' and 'operational', with each category covering three or more concrete managerial activities (see table 3.1). Using both quantitative and qualitative data gathered and applying this framework, the study sought to answer the question: *What managerial roles do the executive directors (actually) perform in the LGAs?*

Chapters 5 and 11 contain quantitative and qualitative analyses of the activities of executive directors in terms of managerial roles. The quantitative

data show that the activities of the executive directors fit all six categories of managerial roles. Yet, some categories stand out in terms of importance within the managers' daily schedule. The remarkable category is the set of informational roles: the executive director spends a lot of time receiving and collecting information (the role of *monitor*); distributing information inside the organisation (the role of *disseminator*); informing stakeholders outside the organisation (*spokesperson*) and instructing subordinates (*commander*). The case study revealed the reality of the behaviour behind these roles. On a daily basis, the executive director receives a large amount of information in the form of submitted files, letters and other correspondence, from outside and inside the LGA. The better part of their day is dedicated to reading these files and letters; assessing issues that need the manager's authorisation; responding to letters and files that require such action; extracting relevant information from different sources and channelling that information to the respective heads of department for action. The executive director will usually require progress reports from the heads of department on how they have accomplished their task, thus enabling the monitoring of developments in the LGA.

Another form of acquiring information takes place when attending to citizens enquiries and requests. The executive director welcomes citizens and visitors to the office and listens and talks to them on various issues, responding and giving information concerning different issues raised by citizens and visitors. This function of attending to citizens falls into the role of *spokesperson* and is very common. Citizens and visitors regard the executive director as the person with the authority to talk and represent the entire organisation. These observations in the case study concur with findings from the surveys. In one of the surveys with the executive directors, the executive directors rated themselves high on the different roles that make up the category of 'informational role'. Thus, it is reasonable to conclude that the informational role is the most important role in the daily routine of executive directors.

A second category that requires special attention is the set of 'interpersonal' roles. This category is concerned with the interaction between leaders and subordinates. It comprises management activities such as ensuring that the right people are in the right place and time (*director*), giving directions (*leader*) and displaying a sense of excitement (*motivator*). The executive directors' self-rating in the survey indicated that the set of 'interpersonal roles' was the second most frequently displayed role in the LGA. The case study revealed a pattern according to which the executive director involves the heads of department in the process of problem-solving, letting them collectively come up with solutions. Some executive directors explicitly stated that they were striving to motivate their heads of department, to make them take their job seriously and arrive on time, and to think of solutions themselves. Still, the executive director is not really in the position of a 'director' as indicated by Glick. The executive director's power to discipline subordinates is limited. The hiring and firing of heads of the department go past the authority of the executive director. Beyond that, the LGA is a formal organisation in which heads of department have a

formal job description and responsibility that the executive director cannot ignore or overrule.

A third category is a set of ‘operational roles’. This category comprises six roles: ensuring that deadlines are met (*organiser*); focusing on efficient management of internal operations of the organisation (*analyser*); ensuring that projects are completed on time (*controller*); ensuring that the day-to-day operations are completed well (*operator*); applying expertise for the betterment of the products and services provided by the organisation (*technical expert*) and advising interested parties about issues that arise in the organisation (*consultant*). The survey shows that the executive directors consider themselves to perform most operational roles frequently. The roles of organiser, analyser, controller, operator and consultant all received high ratings and only the role of technical expert scored relatively low.

These findings were corroborated in the case study. The main responsibility of the executive director is to oversee the implementation and progress of different tasks in the LGA and make sure that deadlines are met by the heads of department, and the LGA in general. An important tool to this effect is the progress reports that the executive director demands from the heads of department, often on a weekly, and sometimes daily basis. Another activity that fits the category of operational roles is the visiting and inspection of projects implemented by the LGA to ascertain the implementation progress. Furthermore, the observed cases show that the executive director supervises the heads of department to ensure efficient management of the day-to-day operations of the LGA. He/she checks the attendance of the heads of department and staff of the LGA. Also, the executive director, through the weekly or daily staff meetings, receives the planning of the heads of department on the routine and non-routine activities that will be performed throughout the week.

As for the role of ‘technical expert’, the executive director is not seen as an expert in all the areas and services of the LGA. In general, the executive director is not really interfering on a technical level with what the heads of department are doing. Both the survey and the case study show that almost all executive directors acted as a head of department with a professional background in a particular discipline before they were appointed executive directors. Thus, the executive director is usually an expert in only one specific discipline. Even for that specific area, however, the executive director will usually refrain from interfering with the execution of tasks of the head of department. Rather, their main routine is to delegate tasks and rely on the heads of department. The main role of the director concerns the process (deadlines are to be met) and not the content (the exact choices that have to be made for the execution of a task or project).

It should be noted that the managerial roles discussed so far do not exactly match with separate managerial activities in reality. Often, the executive director discusses information from outside the LGA with a head of department, and if this regards an assignment or a report demanded by the central government, we see that the behaviour of the executive director reflects all three roles at the same time. After all: the executive director disperses information from the central government (informational), interacts with the subordinate (interpersonal) and makes sure that deadlines are met (operational).

The category of managerial roles least found in the management activities of the executive directors is the set of *strategic* roles. This category consists of six roles: coordinating efforts towards goals and strategic plan of the organisation (*coordinator*); guiding organisation into new cycles of innovation (*innovator*); doing both short and long-term planning for the organisation (*planner*); creating a sense of identity and mission for the organisation (*vision setter*); transforming the organisation markets and external environment (*transformer*) and establishing and ensuring the organisation culture is consistent with its strategic focus and plan (*creator and maintainer of culture*). In the survey, the strategic roles were rated lowest among the six categories of managerial roles performed by executive directors.

The findings from the survey concur with the findings from the interviews and observations. In the observed cases, no activities were found that correspond with developing a vision for the organisation or any other of the strategic roles. To a large extent, the daily activities of the executive director show routines in which strategic roles are not featured. The executive director is mainly involved in the implementation of decisions made elsewhere. These decisions are made by the full council or regard ordinances from other agencies, such as the central government. The executive director is not in a position to change these decisions. Yet, when the decision comes from the full council, the executive director does play a role. He provides information to the full council and acts as the secretariat of the full council. However, in this role, he is still subordinated, and not acting in a decision-making or vision-setting capacity. It follows that neither the executive director nor the heads of department have the impression that the executive director is a figurehead who is in the position to solely decide and develop a strategy.

Another set of roles that is seldom reflected in the administrative behaviour of the executive directors is the category of decisional roles. In Glick (2011)'s framework, the category of decisional roles involves eight roles: initiating changes within the organisation (*entrepreneur*); taking charge of the organisation when it is threatened (*disturbance handler*); handling conflicts that arise between individuals and outside organisations (*conflict handler*); deciding where the organisation will expend efforts and resources (*resource allocator*); having a strong focus on results or getting the job done (*taskmaster*); making sure the right people are hired for the right position (*staffer*); entering negotia-

tions on behalf of the organisation (*negotiator*) and serves to solve the organisation's problems (*problem solver*). From the quantitative data, it appears that the executive directors consider the roles 'entrepreneur', 'disturbance handler', 'staffer' and 'negotiator' as part of their daily activities - as indicated by high scores. Decision-making roles like conflict 'handler', 'resource allocator', 'task master' and 'problem solver' on the other hand are relatively lacking. Yet, the overall rating shows that the decisional role is low among the executive directors. To a large extent, the findings from the survey concur with the formal position of the executive director and with the qualitative data from the cases. In the formal structure of the LGA, the executive director has only limited decisional powers. Indeed, the observed executive directors do not make the substantive decisions of the council but are involved in the day-to-day decisions that are related to running an organisation. These decisions are, for example, associated with the allocation of resources. For instance, one of the executive directors was involved in the organisation of transport for heads of department to visit projects. All the executive directors approved the use of resources from the heads of department and, as noted earlier, the executive director focuses on getting the tasks accomplished. Most of the other items of the decisional role category appear to be of little significance in the daily operations of the executive director.

Diplomacy is the last category of managerial roles in the Glick (2011) framework. This role is almost absent in the survey and the cases. In Glick's terms, diplomacy is made up of three roles: linking the external world to the world inside the organisation (*link/statesperson*); representing the organisation in all formal matters (*figurehead*) and interacting with peers and others outside the organisation to gain favours and information (*liaison*). Diplomacy is often related to external actors that come with problems that need to be solved. It is often hidden and embedded in informal meetings either within the organisation or with external stakeholders.

The study looked at factors that may or may not explain variations between executive directors in the roles reportedly performed. The factors that were considered were situational and personal background factors of the executive director. The general observation from the survey is that situational factors do not affect the managerial behaviour of executive directors. Thus, factors such as the size or nature of the LGA have no impact on the managerial roles that the executive directors profess to perform. Although it might be expected that the size of the LGA or urbanisation (municipal vs district) has consequences for the type of problems that the LGA has to cope with, the findings do not support such a hypothesis: the managerial roles as performed by the executive director are similar regardless the category of the LGA.

With regards to personal factors, the findings from the survey show that personal factors do have an impact on the reported managerial behaviour. The findings show a (statistically significant) difference between male and female executive directors concerning the self-reported application of informational

and strategic roles. Female executive directors tend to use more informational and less strategic roles than their male counterparts. The age of the executive director also matters. Older executive directors would apply for informational roles more often than their younger colleagues.

Furthermore, the executive directors attach importance to support from their peers: they seek and share information and resources among themselves. This is reflected in the managerial roles they report to perform. The findings from the case study point in the same direction: the executive directors did indeed share information and experiences on all kinds of issues and called each other to ask, for instance, how one has dealt with a directive received from a central government ministry.

15.3 Leadership behaviour

The second perspective on the work of the executive director is that of leadership behaviour. In chapters 7 and 12 respectively, quantitative and qualitative data for the leadership behaviour of the executive directors in the LGA were presented. Leadership behaviour is concerned with the ability of the executive director to influence the behaviour of the heads of the department so that they do what the executive director wants them to do. So, the topic of leadership behaviour has two aspects: the first aspect is the leadership behaviour of the executive director and the second aspect is the subordinate response. In the LGAs, leadership behaviour is about the interaction between the executive director and the subordinates (i.e. heads of department).

In this study, leadership behaviour was conceptualised into three leadership styles (transformational, transactional and Ubuntu), comprising ten leadership behaviours (charismatic, individual consideration, intellectual stimulation, contingent rewarding, active management by exception, passive management by exception, compassion, solidarity, survival and respect/dignity). The way the executive director interacts with subordinates is analysed in terms of leadership behaviour. This study sought to answer the empirical question: *What leadership behaviour does the executive director display in LGAs?*

The findings from the survey showed that transformational and Ubuntu leadership styles dominate in the leadership behaviour as reported by the executive directors themselves. Transformational leadership is built on the idea that the leader is able to appeal to the feelings and attitudes of the subordinates, and is able to motivate and empower them. In the survey, the executive directors gave themselves a high score on charismatic leadership behaviours, especially individual consideration and individual stimulation. The same goes for the leadership behaviours that correspond with the Ubuntu style, i.e. compassion, solidarity, survival, respect and dignity. The relatively high scores on these leadership behaviours align with the previous findings on the prevalence of transformational leadership practices in the public sector (Wright & Pandey 2009).

In contrast, the findings also show that the executive directors recorded low scores on transactional leadership behaviours. Transactional leadership is based on an exchange relationship between the leader and subordinate. This study revealed that the administrative behaviour of the executive directors exhibits little of the leadership behaviours belonging to transactional leadership. These outcomes reflect earlier findings by Trottier, Wart & Wang (2008) who examined the importance of transactional and transformational leadership in the US federal government. They found that transformational leadership was more important than transactional leadership in terms of perceived leadership effectiveness and follower satisfaction.

The findings from the survey concur with the findings from the case study (interviews and observations). For instance, one observation is that the executive directors strictly supervise the implementation of the tasks and directives they give to heads of department. This can be qualified as active management by exception, the leadership behaviour whereby the performance of subordinates is closely monitored and corrective measures are taken to ensure that agreed performance standards are realised. The executive directors use at least two ways to ensure performance. First, the executive director relies on the progress reports prepared and presented by heads of department. Secondly, the executive director relies on visiting projects, i.e. he/she visits projects implemented within the LGA. The executive directors display active management by exception whenever they use the information from the reports and visits to identify potential problems and interfere before these problems actually occur.

It was also learned from the case study that many executive directors try to present themselves as an example or role model, especially when it comes to working attitudes, like being on time and being available in the office. Many executive directors arrive early at their offices, before the heads of department and other staff. Being early was seen as an example of something that the heads of department could learn, and were expected to adopt as a good work attitude. Furthermore, most executive directors in the case study had the rule that the head of department has to sign an attendance register at their office. This was intended to tell the heads of department to be early in offices and to be present throughout the day. Although this kind of behaviour may seem to fit the charismatic leadership style, charismatic leadership as such was not really observed. It is plausible that the conditions under which the executive directors operate are not suitable for charismatic leadership. The cornerstone of the functioning of the executive directors is following bureaucratic procedures. Thus, the directors lack the discretion to operate strategically or to develop long-term visions. This does not mean, however, that the heads of department do not admire or appreciate the way the executive director operates. Admiration is often related to the way the executive director organises day-to-day routine: having a diary, trying to be on top of things, and setting an example in the fact that the director arrives in office the first and leaves the office as the latest public officer.

The case study shows that executive directors are keen to approach the heads of department collectively whenever the situation warrants it. This could be observed in collective meetings where all the heads of department had to report their progress and their plans. Oftentimes, such a meeting was used to involve all heads of department in solving issues and challenges that the LGA administration encountered. Heads of department had, for example, to come up with ideas to raise more money for an event.

Moreover, the executive directors in all cases were part of one social group together with the heads of the departments. The directors do not distance themselves from the heads of department and the staff of the LGA; on the contrary, they spared no effort to be involved in social activities with staff and heads of department. We have observed that executive directors participated in all social events such as funerals and weddings in person, or by contributing money. This is seen as very important by both the executive director and the heads of department.

Putting these findings in the context of the three leadership styles (transformational, transactional and Ubuntu), it can be said that the use of the leadership style depends on the situation at hand.

First, in some circumstances, the executive director is relatively lenient and seems not to monitor subordinates very closely. The daily routine of assignments and progress reports is then mainly paperwork without actual interaction between the executive director and the head of department. In these situations, one could qualify the behaviour of the executive director as passive management by exception as he only interferes with the head of department if a problem arises. However, there are also cases where the executive director is more on top of everything, shouts at heads of departments and demands results. This kind of behaviour could qualify as active management by exception; close supervision of actions is considered crucial to realising the intended goal and avoiding deviations in the expected outcomes.

A second variation can be observed in leadership behaviour that belongs to the transactional leadership style: 'contingent reward'. In general, the executive director has no opportunity to provide individual rewards for specific tasks. As such, this leadership style was not observed in the case study. There was one exception, however. In one situation, the executive director took all heads of department for an excursion to a national park to reward them for having written and won funding for a project in the LGA. This example even shows that rewarding is done collectively, with no individual reward as intended with the leadership style of contingent reward.

Third, regarding 'intellectual stimulation' there are only a few examples where the executive director challenged the reports as presented by the head of department. Most often he/she relied on these reports and did not question them. In one case, the executive director with a background in finances was more active and showed himself as an intellectual counterpart for his head of department of finances. Since this was an exception, the conclusion is warranted that intellectual stimulation is limited. The executive director is not a

technical expert in all disciplines and is therefore not able to perform this leadership behaviour.

Fourth, individual consideration is shown when the executive director has brief interactions in the morning when the head of department signs the attendance register. These interactions allow the head of department to reveal potential problems, even personal problems. For the executive director, this is an excellent opportunity to gather this soft information and act accordingly. All the executive directors stressed the fact that their door is always open, and that they were therefore available to discuss any matter that the heads of department find relevant.

Ubuntu is the last leadership style to be discussed; it has four leadership behaviours: compassion, solidarity, survival, respect and dignity. The Ubuntu leadership style is characterised by caring and community, harmony and hospitality, respect and responsiveness that individuals and groups display for one another. These aspects are very much displayed by executive directors, whom we have seen to be concerned with the needs of subordinates, and who engage in social activities such as weddings and funerals. The cases show that being part of a social group is seen as crucial for being able to lead the organisation. In the Tanzanian context, this can hardly be overestimated.

Compassion is concerned with understanding the problems of others and having the urge to provide help and support. In the description of individual consideration as part of transformational leadership, it is shown that the leaders do often display compassion towards their subordinates

Survival is observed when the staff functions as a group to achieve the organisational goals. Collective decision-making as described earlier can be seen as an indicator of survival. Another example is when the executive director stresses the fact that when one head of department fails and the LGA, therefore, faces negative consequences, this would affect the whole organisation. Both examples also show solidarity as a leadership style.

Respect and dignity can be seen in the fact that all executive directors support and participate in social events with their subordinates. These social events and activities are seen as ways of showing that the executive director is also part and parcel of the community, despite his/her hierarchical position in the LGA. Whereas many executive directors showed respect and dignity in the sense of tolerating and valuing others, only one executive director showed behaviour that was considered to be a lack of respect towards the heads of department. This was the director who shouted to her heads of department.

Given the fact that there is variation in leadership behaviour from one executive director to another, the next question is: what attributes may or may not explain the variations in the leadership behaviour displayed by the executive director? This study identified three attributes: First, the attributes that relate to the personal background of the executive director; second, the personality traits of the executive director, and third, the attributes related to the social capital or support of the executive director.

The general observations from both quantitative and qualitative findings point to the same conclusion that there are no significant correlations between attributes related to the personal background of the executive director and leadership behaviour. In other words, the leadership behaviour shown by the executive director was not influenced by his/her background.

Concerning personality traits, the findings from the survey showed that there are some (statistically significant) correlations between personality traits and leadership behaviour. Extraversion and agreeableness show a positive correlation with the three behaviours that correspond with the transformational leadership style (charisma, individual consideration, intellectual stimulation) and with two leadership behaviours that are part of the Ubuntu leadership style (compassion and respect/dignity). Emotional stability and openness to experience show a positive significant relationship with 'charisma' and 'respect and dignity'. This means that executive directors who reported using transformational and Ubuntu leadership styles also considered themselves as extraverted, agreeable, emotionally stable and open. Another observation is that conscientiousness, as a personality trait, did not correlate significantly with any of the perceived leadership behaviour shown by the executive directors.

As for the transactional leadership styles, agreeableness and extraversion correlated with passive management by exception leadership behaviour. The correlation is negative, which means that the executive director who reports being agreeable and extravert, is less inclined to show passive management by exceptional leadership behaviour. The other leadership behaviours do not correlate with any of the personality traits.

15.4 Subordinate response

It is of interest to establish and understand the influence of executive directors on subordinates. In the LGAs, the executive directors work and interact with subordinates. Executive directors perform different managerial roles and activities through their subordinates. They display a variation in leadership behaviour to ensure that their directives and wishes are followed and implemented. In other words, executive directors seek compliance from their subordinates. This study intended to find out the responses of subordinates in terms of compliance as a result of the activities and leadership behaviour of the executive directors. The study intended to answer the following research question: *To what extent and in what ways does leadership behaviour influence the subordinates?*

From the observations, the overall understanding is that subordinates comply with directives and activities assigned to them by executive directors. Both kinds of compliance i.e. attitudinal and behavioural, prevail among the heads of department in the LGAs. However, heads of department respond more in terms of behavioural compliance than in terms of attitudinal compliance. Behavioural compliance is shown when subordinates simply carry out the instructions and directives of the executive director but do not necessarily share the same level of conviction with the executive director. The heads of department

in the LGAs view the executive director as their boss, their superior, having legal authority over order subordinates. The heads of department generally feel that they, as subordinates have no room for non-compliance with the orders of their superior. This deferential attitude is also because the director is mainly implementing decisions or requests made by higher authorities. These observations correspond to the findings from the survey. In the survey, heads of department reported themselves as being more into behavioural compliance than attitudinal compliance.

With regard to the influence of leadership styles, the general picture from the observations is that close supervision by the executive director furthered subordinate compliance with the directives and wishes of the executive director. So, even though executive directors displayed most of the leadership styles in the LGA, we observed that active management by exception, which is closely related to strict supervision, had some influence in terms of behavioural compliance. The findings from the survey support the observations. We have seen that leadership styles related to Ubuntu had a positive influence on behavioural compliance.

15.5 The performance of the LGAs

The ultimate goal of this study is to establish how variations in managerial roles and the leadership behaviour of the executive director may explain the performance of LGAs. It is assumed that what the executive directors do in terms of managerial roles and leadership behaviour may have an influence on the performance of LGAs. This study intended to answer the following research question: *To what extent and in what ways do the managerial roles and leadership styles of the executive directors influence the performance of LGAs?*

In the survey, the executive directors rated the performance of their LGAs on the high side of the scale, indicating that they considered the performance as good. Likewise, the rating of the LGAs based on the audit reports also showed that the LGA performance was on the high side.

The findings from the survey are reflected in the cases observed. From the cases, the general picture is that all the LGAs reported a good performance. The main indicators of performance were the audit reports of individual LGAs and the perception of the executive directors and heads of department. The audit reports of all the studied LGAs showed that the LGAs got 'clean reports'. A clean report is an indicator of the good performance of an LGA. This indicator is, however, incomplete. After all, the case study showed that a clean audit report does not mean that the LGA does not have its challenges. The urban LGA faced problems with revenue collection and waste management. The case study also showed a variation in the way the executive director dealt with these challenges. In one case, the executive director organised daily meetings with his heads of department to be well-informed about the progress of

every department. We could not observe a result in the meaning of an improvement of the LGA performance in the context of this research, but it shows that management roles and leadership styles are related to LGA performance.

Conclusion

16.1 Introduction

In Tanzania, the local government authorities (LGAs) are an important layer of government. These LGAs are established to provide various goods and services to the people.

One of the most important actors in the LGA is the executive director. This official is the highest-ranking civil servant in the structure of LGAs. The executive director is an appointee of the central government and heads the administration of the LGA. The executive director is delegated a set of tasks and responsibilities derived from the legislation. It is a position that provides the link between the central government and the LGA. The executive director is often seen as the functionary responsible for the implementation of the policies and projects of the LGA. A common perception is that the executive director has quite some impact on the performance of the LGA and that the executive director is to blame when things go wrong. This view has resulted in incidents where the executive director was held accountable for the malfunctioning of the LGA, for example when projects in the LGA are lagging behind schedule. The question is if this is justified; is there indeed a link between the performance of the LGA and the way the executive director operates?

The ways the executive director operates can be described by recording the managerial activities performed and the leadership behaviour applied in running the administration of the LGA. As the head of an organisation, we assume that the executive director performs managerial roles just like any manager in an organisation. But also, an executive director will deploy certain leadership behaviour to influence the staff, especially the heads of department, to achieve goals.

The central question of this research is therefore: What managerial roles and leadership behaviour do executive directors display in LGAs and to what extent and in what ways do such roles and leadership behaviour explain the effectiveness (or ineffectiveness) of the LGAs? To answer this question, we used different sources of information: surveys, interviews and observations with key informants, executive directors and heads of department of LGAs. We also studied various official documents, including standing orders of public service and audit reports. Based on these sources, we could draw the following conclusions.

16.2 The executive director as a bureaucrat

The first conclusion is that the administrative behaviour of the executive director primarily qualifies as bureaucratic behaviour in a bureaucratic environment. As was shown in previous chapters, a great deal of the executive director's agenda is concerned with receiving and communicating information within the LGA organisation and between the LGA and higher levels of government. A typically bureaucratic activity of the executive director is applying general instructions from government agencies in concrete cases in the LGA. Thus, the daily schedule of the executive director is made up of routine administrative activities: gathering and interpreting directives and other communications from the central government and its agencies, as well as from the full council, and charging the subordinate heads of department with the implementation of these directives and instructions. This fits the analysis of the executive director's behaviour in terms of *managerial roles*: three categories dominate: the informational, the operational and the interpersonal.

The dominance of bureaucratic behaviour in the day-to-day activities of the executive directors is not accidental but rather by design. The intergovernmental system of Tanzania is set up in a bureaucratic way. The LGA is required to implement assignments of the central government and its agencies and is relying on funding from the central government. In return, the central government wishes to receive progress reports (Mollel 2010). This creates a continuous stream of information outside and inside the LGA organisation.

The bureaucratic functioning of the executive director is amplified by the appointment mechanism of the executive director. The executive director is appointed to the LGA by either a central government minister or by the president. The appointment is guided by public service policies and regulations. The requirements for appointment include merit and qualifications which refer to the level of education, work experience, and a good record of past performance. These requirements fit well with the Weberian bureaucratic model of organisation and administration. According to this model, the appointment of individuals into the offices is based on the merits of qualifications and a clearly defined set of individual characteristics (Rauch & Evans 2000). As such, the issue of academic qualification is crucial.

The centrally structured appointment procedure is accentuated by the appointment letter in which the executive director receives his job description. The overall job is to head the LGA organisation, which comprises issuing instructions to heads of department and staff for the day-to-day administration of the LGA. The responsibilities also include managing the human resources of the LGA and ensuring the welfare and performance of all the staff. A third important duty is the management of financial resources. The executive director is the LGA's accounting officer, and as such must ensure that the revenues are collected and spent according to the approved plans and budgets of the LGA. The fourth responsibility is assisting the full council in its role as a decision-

making body of the LGA by providing advice and acting as the secretary of the full council. As such, the executive director is charged with organising council meetings and with keeping a record of what transpires in the full council meetings.

Neither the local community nor the full council of the LGA has an official position in the appointment procedure. The full council cannot participate in the selection, much less decide on the executive director they wish to have in the LGA or provide an appointment letter with instructions for the executive director. Rather, the executive director is appointed and posted to the LGA and the full council simply has to accept the selected official. This is remarkable since social support, also from the councillors, is seen by experts as a relevant factor for the adequate performance of the executive director. It is more likely that the executive director would receive this support if the full council has a say in the appointment or can give job instructions. The involvement of the full council in the functioning of the executive is limited to disciplinary measures. The full council is warranted to submit a request for such measures to the appointing authority, i.e. the central government. Exercising this authorization is very drastic, however, and it is not likely to be used easily. Still, the centrally organised appointment procedure and job description have some positive impacts on the functioning of the executive director. The level of education and the previous experience of the executive director are, for example, two attributes that are considered in the official appointment procedure. These are also attributes that are seen by key informants as relevant traits for the functioning of the executive director.

In the appointment procedure, there is no specific attention to other factors that are considered relevant by key informants, like social support, competences and personality traits. Regarding social support, we already hinted at the relationship with the council. The other relevant factors (competences and personality traits) require a more personal assessment. As such, one could argue that the appointment procedure should pay more attention to the personality of the executive director. In the same vein, one could argue that there is a need for more specific training for executive directors to give them the tools they require to effectively fulfil their job requirements.

In summary, the executive director is intentionally embedded in a bureaucratic network that leaves little room for manoeuvring, strategic planning, taking initiatives or leading the way. Calls for the executive director to demonstrate 'leadership' therefore are moot; the position of the executive director simply lacks the discretion which would be required for a more bold, inspirational, catalytic and driving role. Rather, the director is charged with the far more limited, although the important task of inspiring subordinates, i.e. heads of department, to do a proper job. In the next sections, we will discuss how executive directors deal with this assignment.

16.3 Unity of administrative behaviour

The second conclusion of this study is that there is a lot of similarity in the way the executive directors organise their work and deal with their subordinates. This is not surprising, considering the tight institutional environment in which the executive directors operate – as discussed in the previous section. Thus, we find in the case study that all executive directors have apportioned their daily schedule into doing administrative activities of reading files and assigning tasks to respective heads of department. It is common to see the executive directors working late to clear their desks with administrative duties. All executive directors have slots in their daily schedule for talking to citizens who appeal to them. All executive directors visit projects under implementation in their jurisdiction to gather information and report back to higher authorities, but also for verification of the implementation and reports from heads of department. Last, the executive directors supervise the day-to-day activities of heads of department. They assign tasks to heads of department and demand feedback or reports on the implementation of the tasks and directives. The executive director uses meetings with heads of department as a platform for both distribution of tasks and reporting on their implementation. Put in the framework of *managerial roles*, the executive directors primarily exhibit behaviour that fits the categories of ‘informational’, ‘interpersonal’ and ‘operational’ roles.

There are also many similarities in the way the executive directors handle their heads of department. In terms of the *leadership* framework, the main picture is that executive directors show leadership behaviour that is related to the transformational and Ubuntu leadership styles, with some elements of transactional leadership. Executive directors present themselves as part of the social group and participate in social activities. This behaviour enables them to be accepted in the community. In these social activities, the formal position of the executive director is less important. Thus, a female executive director might even end up cooking for a group of subordinates if the social situation requires her to do so. As such the executive directors show behaviour that fits in the Ubuntu leadership style. Almost all executive directors also display indications of transformational leadership, more precisely ‘acting as a role model’ and ‘individual consideration’. Most executive directors realise that they are role models for the subordinates in their organisation. They show the preferred work ethics, like being on time, and organizing activities according to a work schedule. Heads of department recognise these examples. Individual consideration is also relevant. Executive directors try to be available for their heads of department to discuss the struggles that they face in their work. There is no routine of having to make an appointment first: the executive director is always available.

Traces of transactional leadership are seen in the context of close supervision. This is due to the bureaucratic context in which the executive director functions (see the previous section).

16.4 Some variation in administrative behaviour

The third conclusion is that, apart from the overall uniformity in behaviour, there are some differences, both in the way executive directors organise their work and in the way, they display leadership behaviour. As for the management of the LGA administration: some executive directors are on top of their activities. They keep a separate file or diary of all the directives and tasks delegated to their heads of department. They monitor their heads of department through their dairies. Also, some executive directors schedule daily meetings with heads of department. This is at the individual discretion of the executive director. In some LGAs, the heads of department reported every day about their work. This is mainly to inform the executive director on the progress of the implementation of the projects that are under their responsibility. The variation in the frequency of these meetings (daily or weekly) is within the discretion of the executive director. The executive directors who held frequent meetings had pressing issues in their LGA that they were eager to solve. With a daily meeting, they created a sense of urgency within their organisation and they were better informed about the activities in their LGA to realise the policy goals.

Another variation observed concerns the ways visits to projects are organised. Some executive directors would pay visits to projects with a team of heads of department. This team, headed by the executive director, does all the on-site visiting. The purpose is to put in writing the stage of the implementation of projects and the actions that the heads of department have to do as a follow-up. While most executive directors would visit projects with a team of heads of department, some executive directors visit projects alone, or occasionally with the head of the department who is responsible for the project. Another difference is between scheduled visits and surprise visits. Some executive directors prefer the scheduled visit, a planned visit that is known in advance to the heads of department. Other executive directors organise so-called 'surprise visits': they go unannounced to some projects without informing the head of department beforehand. In one LGA, the executive director had the habit of calling the responsible head of department once he was at the site of the project that he wanted to visit. These calls and these site visits were meant to verify what the executive director had read in the progress reports. Despite these differences, in all LGAs the main goal of visiting projects is to ensure that the plans in the LGA are realised and that the information that needs to be reported is correct.

There were also some variations observed in the way executive directors deal with their subordinates. Although executive directors primarily display forms of transformational leadership behaviour, there are differences in the ways they do so. An interesting variation regards the use of collective decision-making. With collective decision-making, the heads of department are made to subscribe to the decision agreed upon. Some executive directors adopted this approach in an attempt to induce compliance by making the heads of department

part and parcel of the agreed decision and therefore creating a kind of collective ownership for the issue at hand. The blame for an eventual failure to implement the decision then would rest not only on the executive director but also on the team of heads of department as well.

Another variation regards the Ubuntu leadership style. Although all executive directors display this style, some do this more pronounced than others. A few directors organise social gatherings with their subordinates themselves, whereas others merely participate in events organised by staff members. The goal and the outcome are nevertheless the same: to reduce the social gap between the executive director and his subordinates.

More striking differences were observed with regard to transactional leadership behaviour. As stated before: executive directors display transactional leadership behaviour to some extent. A transactional leader is mostly driven by the desire to accomplish goals by interfering with their implementation to ensure compliance and lack of deviations in the process, and this is what most executive directors do. The way they ensure compliance nevertheless differs. In our research, we observed an executive director who shouts at the heads of department when the expected output is delayed. Others use more soft methods to ensure that the heads of department are providing the relevant information.

Another variation is the frequency at which the executive directors ask for progress reports. Some organise daily meetings, while others have their meetings weekly.

The decision to have daily meetings was a response to the situation in which the executive director was too lenient. In this case, the executive director left everything to the heads of department. This approach did not fit the organisation: the heads of department were not able to fulfil the tasks that were assigned to them. As a consequence, the LGA was underperforming: tax collection was running short.

In summary, the answer to the question of how executive directors deal with their subordinates is that there are limited avenues for displaying leadership, but within these limits, executive directors use different leadership styles.

16.5 Compliance of the heads of department

The fourth conclusion is that the subordinates, i.e. heads of department, who receive directives issued by the executive directors, are very much inclined to compliance. Compliance is mostly behavioural, there is not much room for questioning the directives from the executive director. This has to do with the fact that the executive director has formal authority derived from his bureaucratic position and is mainly seen as the representative of central authorities and as an implementing authority for external decisions. Because of the administrative set-up of the LGAs and the position of the executive director within that set-up, the questioning of directives and assignments by heads of department is quickly viewed as insubordination. Some heads of department

consider their executive directors as role models. This is the case, especially with regard to the way the director organises his work, such as being on time in the office and working long hours.

The relation between compliance shown and the leadership behaviour exposed is not unambiguous. It is clear that Ubuntu leadership behaviour is required to function in the organisation. An executive director who would not embrace Ubuntu values such as compassion, solidarity and respect and dignity would not be perceived positively by subordinates and hence compliance from subordinates might be jeopardized. Ubuntu leadership functions in the Tanzanian LGAs as a lubricant in the bureaucratic machine. Even if an executive director adds relatively harsh elements of transactional leadership in the dealings with subordinates, like shouting to heads of department, it would not endanger compliance as long as Ubuntu is dominant. The constraint for such aspects as meeting deadlines attached to different directives and demands compels executive directors to adopt transactional leadership behaviour. Subordinates comply because they accept that the executive director has the authority to issue directives.

16.6 Consequences for the LGA performance

The question at this juncture is: do executive directors make a difference in the LGA performance? The brief answer to this question is yes; the LGAs in the study had all clean reports as an observed indicator of good performance of the LGA. Since the audit report examines the implementation of projects and the overall plans of the LGA, and implementation in the LGAs depends on the directives of the executive director; it turns out that what the executive director does has an effect on the LGA performance. Though all the LGAs in our case study have a 'clean audit report', we still observed challenges in these LGAs. The executive directors tried to solve these issues by adapting the way they organised the decision-making, such as by introducing methods such as collective decision-making. In the case study where collective decision method was used, the LGA performance was indeed enhanced.

In summary, the LGAs are responsible for providing social and economic services to the local people. The performance of an LGA is of great importance to the local people, the central government and the councillors. The overall performance of LGAs is good, as shown by the fact that most of the LGAs received a clean audit report. Although a closer look at some aspects shows variation in performance between LGAs, still the overall picture is that performance of LGA is according to standard. The performance of the LGA can be linked to the administrative behaviour of the executive director. The executive director, as the official responsible for implementation and acting as a bureaucrat, has an effect on the resources the LGA acquires as input for policy implementation and on what the LGA delivers as output to the community. But in terms of leadership, the discretion of the executive directors is too limited to be able to provide vision and strategic direction for the LGA. The leadership

behaviour of the executive director is limited to building a collective team that is capable of implementing the directives from the higher authorities.

16.7 Policy implications

The local government system in Tanzania is an implementation of the policy of decentralization by devolution. This policy officially emphasizes the autonomy of LGAs to plan and execute their own policies. The literature and empirical evidence show, however, that the implementation of the development by devolution policy in terms of the autonomy of the LGA is far from reality (Mollel, 2010). To a large extent, the central government maintains substantial control over the functioning of the LGAs, including for this matter, appointing and instructing the executive director. As described earlier: the executive director is the centre of the administrative functioning of the LGA. Given the fact that the executive director is the linking pin between central and local government, and as such, the agent of the central government in local government, the executive director is instrumental for centralized control.

To enhance the position of the executive director in the LGA as a leader rather than as a bureaucrat, it would make sense to have the full council participate in the appointment and assessment of the executive director as well as in the drafting of the job description. The appointment of executive directors by the full council will enhance the autonomy of the LGA. The full council will be more in control if it is authorized to establish the executive director's job description and to assess periodically the performance of the executive director. By extension, the full council also should have the power to initiate, if called for, a disciplinary measure such as the firing of the executive director on the grounds of poor performance as defined by different policy guidelines. As found in this study, social support, especially from councillors, is helpful for the functioning of the executive director in the LGA, and full council involvement in the appointment procedure will strengthen such social support. Also, this will enhance the autonomy of the full council to define the expectations of the LGA in terms of the performance of the executive director and the LGA. In the current set-up, the executive director operates under two superiors: the central government who is the appointing authority, and the full council for whom the executive director is expected to deliver his services. In such a setup, the executive director's accountability is divided, which may have an effect on their functioning in the LGA.

In the study, we have observed that the assessment of the performance of the LGA, as institutionalized in the annual audit report, is primarily financial by nature. Audit reports have been used also as a tool to assess the performance of the executive director. The audit reports are only a weak assessment of the actual performance of the LGA. This is especially visible in the case study, where some LGAs were facing great challenges despite a clean audit report.

Audit reports are therefore not the only source to assess the functioning of the executive director. Formally, there is the OPRAS system that is prescribed

to assess the executive director. This seems a better tool to assess the functioning of the executive director, especially if also the full council is involved in the assessment of the executive director.

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Acts and regulations

Constitution of the United Republic of Tanzania,

Local Government Act (1982)

Local Government Finance Act (1982)

Regional Administration Act No 19 (1997)

Public Service Act (2002, amended 2007)

Public Service Regulations (2003)

Non-Governmental Organisation Act (2002)

National Audit Office Act (2013)

Standing Orders for Public Service 2009

Summary

1. Introduction

In Tanzania, local government authorities (LGAs) are an important layer of government. These LGAs are established throughout the country with the main purpose of delivering goods and services to the people. Their performance in that regard is of importance to many stakeholders: the citizens, politicians and central government, NGOs and international organs.

At the core of the functioning of an LGA is the executive director. The executive director is the highest administrative office in the structure of LGAs and acts as the head of the LGA. The executive director is an appointee of the central government; a civil servant vested with powers to head the LGA. The executive director is the accounting officer, delegated with a set of tasks and responsibilities in the LGA. The position of the executive director is viewed as the most influential position in the performance of LGAs by many including the central government and its agencies, councillors and. It is a position that provides the link between the central government and the LGA. Also, it is a position responsible for the implementation of various policies and projects within the LGA. As such, there are perceptions that the executive director has a significant impact on the performance of an LGA. In other words, there is a relationship between the ways the executive director operates in the LGA and the performance of the LGA.

The question is, how and to what extent is the performance of LGAs related to the ways the executive director operates? The ways the executive director operates can be described by looking at the administrative behaviour of the executive director i.e., the activities performed and the leadership behaviour shown in the LGA. As the head of an organisation, we assume that the executive director performs managerial roles just like any manager in an organisation. But also, the executive director adopts a certain leadership behaviour to influence subordinates and realise the goals of LGA.

The purpose of this study is to explain how the performance of LGAs is related to the administrative behaviour (managerial roles and leadership behaviour) of the executive director. The main research question is: What managerial roles and leadership behaviour do executive directors display in LGAs, and to what extent and in what ways do such roles and leadership behaviour explain the effectiveness (or ineffectiveness) of the LGAs? Using the findings from the survey, interviews and observations, with executive directors and

heads of department of LGAs, the study intended to provide the answers and conclusions to the main research question.

2. Theoretical framework

The conceptual framework was developed to provide the guidelines for a systematic data collection that will enable answering the research question (see section 1.1). The first component in the framework is labelled 'Managerial role'. This conceptual framework provides the basis for describing the activities of the executive directors in the LGAs. The second is 'leadership behaviour'. It provides the basis for describing and analysing the interaction between the executive director and subordinates in the LGAs.

3. Managerial role

The first way to view the administrative behaviour of the executive director is the task and responsibilities. The executive director has several tasks and responsibilities to fulfil in the LGA. In doing these tasks and responsibilities, the executive director is confronted with constraints inherent in his institutional position, including but not limited to rules and regulations, task descriptions and directives from superiors. Although each executive director is dealing with more or less the same set of institutional constraints, the choices they make in performing their functions may vary. To capture this variation and discern possible patterns, a model is developed based on the literature pertaining to manager performance. The literature review assists in formulating a description of what the executive directors do in the LGAs.

There is some consensus in the literature that managers commonly perform specific tasks on a daily basis (Mintzberg 1971; Allan 1981; Lau et.al 1980; Kurke & Aldrich 1983; Dargie 1998; Tengblad 2006). These related day-to-day activities have been categorised into so-called 'managerial roles' (Mintzberg 1971). Since its introduction, the 'managerial role' has been a useful framework for identifying, categorising and describing what managers do in organisations. In Mintzberg's approach (1971), the manager is an individual who is in charge of an organisation. This description fits the executive director as a manager in the LGA. Based on intense observation of managers, Mintzberg describes their position as managers as being the natural consequence of performing a set of specific managerial roles. Referring to Sarbin and Allen (1968), Mintzberg defines 'role' as an organised set of behaviours belonging to an identifiable office or position. The roles of managers are then modelled around work content and work activities. Mintzberg's framework identifies a taxonomy of ten managerial roles and groups them into three broad categories: *interpersonal, informational and decisional roles*.

The relevance of managerial roles by Mintzberg in organisations has been tested over time (Kurke & Aldrich 1983, Lau & Pavett 1980; Allan 1981; Dargie 1998; Sancino & Turrini 2009; Johnson & Dobni 2016). The findings have

shown that when used as a test for the applicability of Mintzberg's framework, it proved to be a useful analytical tool.

The current test of managerial roles was done by Glick (2011). Glick identified six categories of managerial roles: *informational*, *interpersonal*, *decisional*, *operational*, *strategic and diplomacy*. Within these six categories, she identified 31 roles. In her study, she found that all ten roles identified by Mintzberg were accepted as roles of a CEO. However, the roles of *spokesperson* and *negotiator* were somewhat controversial, likely because they can be delegated to other departments or individuals. The roles of *monitor*, *disseminator*, and *entrepreneur* were recognised, although perhaps not in the same understanding attached to them by Mintzberg. Overall, 26 of the 31 roles Glick specified received strong support from participants of the survey as being the roles of a CEO.

In conclusion, it is possible to identify, categorise and describe the activities and roles of managers and CEOs, utilising Mintzberg's taxonomical managerial role framework. Even though this framework originated in a study of CEOs in the private sector, it has also been shown to apply to managers in the public sector. Therefore, in this study, the Mintzberg conceptual framework as adapted by Glick will be applied to capture the actions and deeds of executive directors of LGAs in Tanzania. Glick's framework is adopted in this study over that of Mintzberg for two reasons: first, the framework is the most recent and embraced developments in what managers do. Second, Glick's scheme has a larger number of observable activities, and additional categories of roles from Mintzberg's original framework, thus offering a broader avenue to observe the activities of executive directors. The model will be used to determine what the executive directors are doing; namely, to analyse and describe those activities in terms of the roles.

4. Leadership behaviour

Another way to view the administrative behaviour of the executive director, besides managerial roles, is leadership behaviour. In this study, leadership is seen as the interaction between the leader (the executive director) and his/her subordinates. The main assumption is that leadership behaviour shown by the leader and as perceived by the subordinates has an impact on the behaviour of the subordinates. This section describes the variation of the leadership behaviour of the leader. The leadership behaviour of the executive director is described in terms of three leadership styles: *transformational*, *transactional* and *Ubuntu*.

Transformational and transactional styles are very popular and widely researched forms of leadership styles in recent years. They have broad coverage of different dimensions of leadership behaviours (Bycio, Hackett & Allen 1995; Antonakis et al. 2003). Furthermore, the two leadership styles have been able to predict or explain the influence of leadership behaviour on the individual behaviour of the subordinates and organisation outcomes. Ubuntu is a category of leadership style that is linked with African culture and organisations. As

such, it is argued that an effective leader, in the context of African culture, embraces the Ubuntu qualities of leadership behaviour (Mangaliso 2001).

The behaviour of a leader can be more or less transformational. Transformational leadership behaviour is grounded in the ability of the leader to appeal to the inner feelings and attitudes of the subordinates. The leader convinces subordinates, empowers and builds commitment to work beyond what they would otherwise wish to offer to realise the mission, objectives and strategies of the team or organisation (Kuhnert & Lewis, 1989; Bass & Avolio, 1994; Yukl, 2002; Judge & Piccolo, 2004). The leadership behaviours that are connected to transformational leadership styles are *Charisma, individual consideration and intellectual stimulation*.

The behaviour of a leader can be considered more or less transactional. Transactional leadership behaviour is based on the exchange of rewards between a leader and subordinates (Kuhnert & Lewis, 1989; Yukl, 2002). The leader offers subordinates what they desire in return for compliance with what the leader wants. The exchange is based on discussion and agreement between the leader and subordinates on the conditions and rewards upon fulfilment of such requirements (Bass & Avolio, 1994; Burke et.al. 2006; Van Wart, 2013). The leadership behaviours that are connected with transactional leadership are *Contingent reward, active management by exception, passive management by exception and laissez-faire*.

The behaviour of a leader can be more or less inclined towards Ubuntu leadership. The essence of Ubuntu leadership is the recognition and incorporation of African values in the leadership practices of an organisation. Ubuntu is based on the pervasive spirit of caring and community, harmony and hospitality, respect and responsiveness that individuals and groups show towards one another (Mangaliso, 2001; Ncuba, 2010; Karsten & Illa, 2005). The leadership behaviours concerned with Ubuntu leadership are *Compassion, solidarity, survival and respect and dignity*.

In practice, the three leadership styles (transformational, transactional and ubuntu) may be found in the behaviour of a single leader. However, the extent to which the leader displays these leadership styles will vary depending on circumstances such as work environment, and the characteristics of the leader and subordinates. In this study, three main attributes were identified as factors that may or may not have an effect not only on the leadership behaviour of the executive director but also on the managerial roles. These attributes are *Demographic factors* (age, level of education, experience), *Personality* (extraversion, conscientiousness, agreeableness, openness to experience, emotional stability) and *social capital* (support from peers, support from councillors, support from others).

5. Subordinate compliance

The importance of leadership is seen in the impact it has on the behaviour of subordinates. In our model of leadership, the response of subordinates is an outcome variable of leadership behaviour. The response of subordinates can

be described in terms of compliance. The literature distinguishes two forms of subordinate compliance: *attitudinal and behavioural* (Rahim & Buntzman 1988; Emans et.al 2003).

Attitudinal compliance manifests itself when subordinates are inclined to follow the wishes and directives of a leader because of their internal conviction and acceptance of the leader's directives and influences (Rahim & Buntzman 1988; Emans et.al 2003). Behavioural compliance, on the other hand, does not reflect internal conviction and acceptance. It manifests itself when subordinates conform behaviourally with the wishes and directives of the leader, without necessarily sharing the same vision and level of conviction with the leader because they do not have the choice of whether or not to do so (Rahim & Buntzman 1988; Emans et.al 2003).

Empirical studies have shown that leaders' sources of power and influencing styles have an impact on subordinates' attitudinal and behavioural compliances (Rahim & Afza 1993; Emans et.al 2003). The studies showed that a leader who uses expert power had an impact on attitudinal compliance, whereas a leader who uses legitimate power had an impact on behavioural compliance (Rahim & Afza 1993). Similarly, a leader who uses forcing influencing styles had a negative effect on subordinates' compliance, whereas the non-forcing influencing styles had a positive effect on compliance.

6. LGA performance

The goal of this study was to analyse how and under what circumstances the administrative behaviour of leaders has a positive or negative effect on the organisation as a whole. The administrative behaviour entails both the activities (i.e. managerial roles) and leadership behaviour of the executive director. The impact of administrative behaviour is assessed in terms of good performance of LGA. The question at this point is: what does good performance entail?

The questions of when an LGA perform 'good' and when is the performance better are not easy to answer. The performance of commercial entities is rather easy to assess based on their profit. For non-commercial entities such as LGAs, performance is less easily measured. In general, assessing and measuring the performance of government bodies, in this case, LGAs poses a challenge due to the wide range of activities dealt with and the unique nature of each LGA (Carmeli 2002; Turley et.al 2015).

In this context, one could model the performance of LGAs in financial terms i.e. focusing on funds received by LGAs and how the funds are used (Carmeli 2002; Turley et.al 2015). LGAs in Tanzania are mostly funded by the central government. Also, they collect money from their sources such as local taxes, levies and licences (Local Government Act of 1982). At the end of each financial year, the LGAs prepare financial reports showing the funds received and collected, and how such funds were used. These reports are then audited by an independent auditor known as the Controller and Auditor General (CAG). The audit report for each LGA is prepared and published for use by the central government and the public in general.

At the end of the audit exercise, the CAG issues the LGA with a certificate. The certificate shows an assessment of the financial performance and compliance of the LGA with the requirements of the financial operations. Four types of certificates can be issued to the LGA based on the opinion of the auditor (CAG): Unqualified opinion, qualified opinion, adverse opinion and disclaimer opinion. An unqualified opinion is considered by the LGAs a clean report (NAO 2013) whereas qualified, adverse and disclaimer opinions are considered as a not clean report. Along with Certificates, LGAs are also issued with a 'management letter' identifying issues and areas of concern that need attention from the LGA.

Some studies have supported the use of financial reports to assess the quality and performance of organisations (Carmeli 2002; Turley et.al 2015). In our model, the performance of LGAs is connected to the managerial role and leadership behaviour of the executive director. The fact that the executive director is an accounting officer in the LGA justifies this relationship. This formal position is defined in the Local Government Act of 1982 (act no 9, Finance) which endows the executive director's responsibilities for the proper management of LGAs' finances. It gives authority to executive directors to influence how resources are mobilised, budgeted and spent in the LGA. In this context, assessment by the CAG is a direct qualification of the ways the executive director succeeded in managing their LGAs, i.e. a reflection of effective leadership of the executive director.

7. Methodology

The study employed both quantitative and qualitative methods to collect empirical data for the study. Four pieces of the study were involved: Three surveys and a case study. The main survey was conducted on executive directors of the LGAs. The total number of respondents involved in the survey was 83 executive directors. The purpose of this survey was to collect data for answering the main research question of the study (see section 1.1).

The main survey was preceded by a minor survey on key informants (i.e. experts) whose number of respondents was 120. The purpose of this survey was to collect data on the perceived helpfulness of identified attributes to the job of executive director. Because of their knowledge of the LGAs and the position of the executive directors, respondents were asked to indicate what attributes they thought were helpful for the proper functioning of the job of the executive director.

The third survey was conducted on heads of department from eight LGAs. The total number of respondents was 81. The purpose of this survey was to collect data on managerial roles and leadership behaviour of the executive director from subordinates' points of view. It also collected data on the influence of leadership behaviour on subordinates' compliance. The findings were meant to enrich our findings on the main survey and case study.

The main method for collecting data in the surveys was the use of a questionnaire. The questionnaires were self-reporting (for executive directors) and

subordinate rating (for heads of department). The ratings were administered on a 5-point scale ranging from 1 (minimum) to 5 (maximum). The questionnaires had the following sections: profile of respondents, managerial roles, leadership behaviour, personality traits, social capital, LGA performance, and subordinate compliance (only for heads of department). The questionnaires were distributed to the respondents in the meetings of the executive directors, training programmes and at the eight selected LGAs.

For the case study, eight LGAs were selected based on their performance. A total of eight executive directors and selected heads of departments were interviewed. The interviews and observations were mainly on the daily activities of the executive directors from the time they enter offices to the time they leave the offices and their interaction with subordinates and their influence on LGA performance.

8. Findings

The study intended to provide answers to five research questions. The findings of these research questions are as follows:

The first question was concerned with activities conducted or roles held by executive directors in the LGA. Using both quantitative and qualitative data the study sought to answer the question: *What managerial roles do the executive directors (actually) perform in the LGAs?*

The general picture is that executive directors perform all six categories of managerial roles that are identified by Glick (2011a; 2011b). There are, however, some variations. The main categories of roles of the executive director are informational, interpersonal roles, and operational. It entails that the executive director is mainly involved in receiving and collecting information (monitor); disseminating information inside the organisation (disseminator); giving information to outside organisations (spokesperson) and giving orders to employees (commander). Also included are; ensuring that deadlines are met (organiser); focusing on efficient management of internal operations of the organisation (analyzer); ensuring that projects are completed on time (controller); ensuring the day-to-day operations are completed well (operator); being an expert on the product or services provided by the organisation (technical expert) and providing advice on issues that arises in the organisation (consultant). There are fewer activities that involve the categories of decisional, strategic and diplomacy.

The second question was concerned with the leadership behaviour of the executive director: *What leadership behaviour does the executive director display in LGAs?*

Findings from both quantitative and qualitative data showed that executive directors display more leadership behaviour inclined towards transformational and Ubuntu leadership styles than transactional leadership styles. There are more instances of charismatic, individual considerations, intellectual stimulation, compassion, solidarity, survival and respect and dignity leadership behav-

our. These are also manifested in the cases in the form of the executive directors being seen as role models, collective decision-making, engaging in social activities and events with other staff, and close follow-up.

The third question was concerned with subordinate compliance: To what extent and in what ways does leadership behaviour influence the subordinates?

The findings show that subordinates comply with directives and activities assigned to them by executive directors. Both kinds of compliance, attitudinal and behavioural, prevail among the heads of department in LGAs. However, heads of department respond more in terms of behavioural compliance than in terms of attitudinal compliance.

With regards to the influence of leadership behaviour on compliance, findings show that active management by exception (which is closely related to follow-ups) had some influence on behavioural compliance. Also, leadership behaviour related to Ubuntu leadership styles had influence on behavioural compliance.

The fourth question was concerned with the influence of administrative behaviour on LGA performance. To what extent and in what ways do the managerial roles and leadership behaviour of the executive directors influence the performance of LGAs?

The finding showed that the overall managerial role enacted had a positive (significant) correlation with perceived LGA performance. There are no significant corrections between overall managerial roles enacted with LGA performance measured in terms of audit reports.

With regards to leadership behaviour and LGA performance, the findings also showed a negative (significant) correlation between contingent reward and LGA performance measured by the opinion of the auditor. The findings also showed a significant positive correlation between charismatic leadership behaviour and self-perceived LGA performance, and a significant positive correlation between leadership behaviour that is considered the Ubuntu leadership style (like solidarity, survival and respect and dignity) with self-perceived LGA performance.

9. Conclusion

The study has the following five conclusions:

The first conclusion is that the administrative behaviour of the executive director primarily qualifies as bureaucratic behaviour in a bureaucratic environment. As shown in chapters 6 and 11, a great deal of the executive director's agenda is concerned with receiving and communicating information within the LGA, and between the LGA and higher levels of government. An example of a typically bureaucratic activity of the executive director is applying general instructions from government agencies in concrete cases in the LGA. Thus, the daily schedule of the executive director is made up of routine administrative

activities: gathering and interpreting directives and other communications from the central government and its agencies as well as from the full council, and charging the subordinate heads of department with the implementation of these directives and instructions. This fits the analysis of the executive director's behaviour in terms of three dominant categories of *managerial roles*: the informational, the operational and the interpersonal role.

The dominance of bureaucratic behaviour in the day-to-day activities of the executive directors is not accidental, but rather by design. The intergovernmental system of Tanzania is set up in a bureaucratic way. The LGA is required to implement assignments of the central government and its agencies and relies on funding from the central government. In return, the central government wishes to receive progress reports (Mollel 2010). This creates a continuous stream of information outside and inside the LGA organisation.

The bureaucratic functioning of the executive director is amplified by the appointment mechanism for the position of executive director. The executive director is appointed to the LGA through the central government. The appointment is guided by public service policies and regulations. The requirements for appointment include merit and qualifications which refer to the level of education, work experience, and a good record of past performance. These requirements fit well with the Weberian bureaucratic model of organisation and administration. According to this model, the appointment of individuals into the offices is based on the merits of qualifications and a clearly defined set of individual characteristics (Rauch & Evans 2000). As such, the issue of academic qualification is crucial.

The centrally structured appointment procedure is accentuated by the appointment letter in which the executive director receives his job description. The overall job is to head the LGA organisation, which comprises issuing instructions to heads of department and staff for the day-to-day administration of the LGA. The responsibilities also include managing the human resources of the LGA and ensuring the welfare and performance of all the staff. A third important duty is the management of financial resources. The executive director is the LGA's accounting officer and has to ensure that the revenues are collected and spent according to the approved plans and budgets of the LGA. The fourth responsibility is assisting the full council in its role as the decision-making body of the LGA by providing advice and acting as the secretary. As such, the executive director is charged with organising council meetings and with keeping a record of what transpires in the full council meetings.

Neither the local community nor the full council of the LGA has an official position in the appointment procedure. The full council cannot participate in the selection, much less decide on the executive director they wish to have in the LGA or provide an appointment letter with instructions for the executive director. Rather, the executive director is appointed and posted to the LGA, and the full council must simply accept the selected official. This is remarkable since social support, also from the councillors, is seen by experts as a relevant

factor for the adequate performance of the executive director. It is more likely that the executive director would receive this support if the full council has a say in the appointment, or can give job instructions. The involvement of the full council in the functioning of the executive is limited to disciplinary measures. The full council is warranted to submit a request for such measures to the appointing authority, i.e. the central government. Exercising this authorization is very drastic, however, and it is not likely to be used easily. Still, the centrally organised appointment procedure and job description have some positive impacts on the functioning of the executive director. The level of education and the previous experience of the executive director are for example two attributes that are considered in the official appointment procedure. These are also attributes that are seen by key informants as relevant traits for the functioning of the executive director.

In the appointment procedure, there is no specific attention to other factors that are considered relevant by key informants, like social support, competences and personality traits. Regarding social support, we already hinted at the relationship with the council. The other relevant factors (competences and personality traits) require a more personal assessment. As such, one could argue that the appointment procedure should pay more attention to the personality of the executive director. In the same vein, one could argue that there is a need for more specific training for executive directors to give them the tools they require to effectively fulfil their job requirements.

In summary, the executive director is intentionally embedded in a bureaucratic network that leaves little room for manoeuvring, strategic planning, taking initiatives and or leading the way. Calls for the executive director to demonstrate 'leadership' therefore are moot; the position of the executive director simply lacks the discretion that would be required for a more bold, inspirational, catalytic and driving role. Rather, the director is charged with the far more limited, although the important task of inspiring subordinates, i.e. heads of department, to do a proper job. In the next sections, we will discuss how executive directors deal with this assignment.

The second conclusion is the uniformity of administrative behaviour. There is a lot of similarity in the way the executive directors organised their work and deal with their subordinates. This is not really surprising, considering the tight institutional environment in which the directors operate – as discussed in the previous section. Thus, we find in the case study that all executive directors have apportioned their daily schedule into doing administrative activities including reading files and assigning tasks to respective heads of department. It is common to see the executive director working late to clear their desks with administrative duties. All executive directors have slots in their daily schedule for talking to citizens who appeal to them. All executive directors visit projects under implementation in their jurisdiction to gather information and report back to higher authorities but also for verification of the implementation and reports from heads of department. Last, the executive directors supervise the

day-to-day activities of heads of department. They assign tasks to heads of department and demand feedback or reports on the implementation of the tasks and directives. The executive director uses meetings with heads of department as a platform for both distribution of tasks and reporting of the implementation. Put in the framework of *managerial roles*, the executive directors primarily exhibit behaviour that fits the ‘informational’, ‘interpersonal’ and ‘operational’ roles.

There are also many similarities in the way the executive directors handle their heads of department. In terms of the *leadership* framework, the main picture is that executive directors show leadership behaviour that is related to the transformational and Ubuntu leadership styles, with some elements of the transactional leadership style. Executive directors present themselves as part of the social group and participate in social activities. This behaviour enables them to be accepted in the community. In these social activities, the formal position of the executive director is less important. Thus, a female executive director might even end up cooking for a group of subordinates if the social situation requires her to do so. As such, the executive directors show behaviour that fits in the Ubuntu leadership style. Almost all directors also display indications of transformational leadership, more precisely ‘acting as a role model’ and ‘individual consideration’. Most executive directors realise that they are role models for the subordinates in their organisation. They show the preferred work ethics, like being on time, and organising activities according to a work schedule. Heads of the department recognize these examples. Individual consideration is also relevant. Executive directors try to be available for their heads of department to discuss the struggles that they face in their work. There is no routine of having to make an appointment first: the executive director is always available.

Traces of transactional leadership are seen in the context of close supervision and making follow-up. This is due to the bureaucratic context in which the executive director functions (see the previous section).

The third conclusion is that, apart from the overall uniformity in behaviour, there are some differences both in the way executive directors organise their work and in the way they display leadership behaviour. As for the management of the LGA administration: some executive directors are on top of their activities. They keep a separate file or diary as an archive of all the directives and tasks delegated to their heads of department. They make follow up with their heads of department through their personal dairies. The diary is used to enhance the follow-up mechanism in the LGA. Also, some executive directors schedule daily meetings with heads of department. This is at the individual discretion of the executive director. In some LGAs the heads of department reported every day about their work. This is mainly to inform the executive director on the progress of the implementation of the projects that are under their responsibility. The variation in the frequency of these meetings (daily or weekly) is within the discretion of the executive director. The executive directors who held frequent meetings had pressing issues in their LGA that they

were eager to solve. With a daily meeting, they created a sense of urgency within their organisation and were better informed about the activities in their LGA to realise policy goals.

Another difference observed concerns the ways visits to projects were organised. Some executive directors would pay visits to projects with a team of heads of department. This team, headed by the executive director, does all the on-site visiting. The purpose is to put in writing the stage of the implementation of projects and the actions that the heads of department have to do as a follow-up. While most executive directors would visit projects with a team of heads of department, some executive directors visit projects alone or occasionally with the head of the department who is responsible for the project. The executive director might visit the construction of a classroom alone or with the head of the department of education and work. Another difference is between scheduled visits and surprise visits. Some executive directors prefer the scheduled visit, a planned visit that is known in advance to the heads of department. Other executive directors organise so-called 'surprise visits': they go unannounced to some projects without informing the head of department beforehand. In one LGA the executive director had the habit of calling the responsible head of department once he was at the site of the project that he wanted to visit. These calls and site visits were meant to verify what the executive director had read in the progress reports. Despite these differences, the main goal of visiting projects is to ensure that the plans in the LGA are realised and that the information that needs to be reported is correct.

There were also some variations observed in the way executive directors deal with their subordinates. Although executive directors primarily display forms of transformational leadership behaviour, there are differences in the way they do so. An interesting variation regards the use of collective decision-making. With collective decision-making, the heads of department are made to subscribe to the decision agreed upon. Some executive directors adopted this approach in an attempt to induce compliance by making the heads of department part and parcel of the agreed decision and therefore creating a kind of collective ownership for the issue at hand. The blame for an eventual failure to implement the decision then would rest not only on the executive director but on the team of heads of department as well.

Another variation regards the Ubuntu leadership style. Although all executive directors use this style some are more active than others. Some executive directors organise social gatherings with their subordinates themselves, whereas others only participate. The goal and the outcome are nevertheless the same: to reduce the social gap between the executive director and his subordinates.

More striking differences were observed with regard to transactional leadership behaviour. As stated before: executive directors display transactional leadership behaviour to some extent. A transactional leader is mostly driven by the desire to accomplish goals by interfering with the implementation to ensure compliance and lack of deviations in the process, and this is what most executive directors do. The way they ensure compliance nevertheless differs.

In our research, we observed an executive director who shouts at the heads of department when the expected output is delayed. Others use more soft methods to ensure that the heads of department are providing the relevant information.

Another variation is the frequency with which the executive directors ask for progress reports. Some organise daily meetings, while others have their meetings weekly.

The decision to have daily meetings was a response to the situation in which the executive director was too lenient. In this case, the executive director left everything to the heads of departments. This approach did not fit the organisation: the heads of department were not able to fulfil the tasks that were assigned to them. As a consequence, the LGA was underperforming: tax collection was running short.

In summary, the answer to the question of how executive directors deal with their subordinates is that there are limited avenues for displaying leadership, but within these limits, executive directors use different leadership styles.

The fourth conclusion is that the subordinates, i.e. heads of department, who receive the directives issued by the executive directors are very much inclined to compliance. Compliance is mostly behavioural, there is not much room for questioning the directives from the executive director. This has to do with the fact that the executive director has formal authority derived from his formal position and is mainly seen as the representative of central authorities who has to implement decisions made elsewhere. Because of the administrative set-up of the LGAs and the position of the executive director in that set-up, the questioning of directives and assignments by heads of department is quickly viewed as insubordination. Some heads of department consider their executive directors as role models. This is especially the case with regard to the way the director organises his work, such as being on time in the office and working long hours.

The relation between compliance shown and the leadership behaviour exposed is not unambiguous. It is clear that Ubuntu leadership behaviour is required to function in the organisation. The executive directors who embrace Ubuntu values such as compassion, solidarity and respect and dignity gain much support from subordinates and hence are in a better position to ensure compliance from subordinates. Yet leaders who add transactional leadership behaviour, like shouting to their subordinates, reach compliance as well. The constraint for aspects such as meeting deadlines attached to different directives and demands compels executive directors to adopt transactional leadership behaviour. Subordinates then comply because they accept that the executive director has the authority to issue directives.

The fifth conclusion is that executive directors make a difference in the LGA's performance. The LGAs in the study all had clean reports as an observed indicator of good performance of the LGA. Since the audit report examines the

implementation of projects and the overall plans of the LGA, and implementation in the LGAs depends on the directives of the executive director, it turns out that what the executive director does has an effect on the LGA performance. Though all the LGAs in our case study had a 'clean audit report', we still observed challenges in these LGAs. The executive directors tried to solve these issues by adapting the way they organised the decision-making, and by introducing methods such as collective decision-making. In the case study where the collective decision method was used, the LGA performance was indeed enhanced.

In summary, the LGAs are responsible for providing social and economic services to the local people. The performance of an LGA is of great importance to the local people, the central government and the councillors. The overall performance of LGAs is good, as shown by the fact that most of the LGAs received a clean audit report. Although a closer look at some aspects shows variation in performance between LGAs, still the overall picture is that performance of LGA is according to standard. The performance of the LGA can be linked to the administrative behaviour of the executive director. The executive director, as the official responsible for implementation and acting as a bureaucrat, has an effect on the resources the LGA acquires as input for policy implementation, and on what the LGA delivers as output to the community. However, in terms of leadership, the discretion of the executive directors is too limited to be able to provide vision and strategic direction for the LGA. The leadership behaviour of the executive director is limited to building a collective team or group for the implementation of directives from the higher authorities. This is effectively achieved by being part of the social group of employees of the LGA.

10. Policy implications

The local government system in Tanzania is an implementation of the policy of decentralisation by devolution. This policy emphasized the autonomy of LGAs to plan and execute their own policies. The literature and empirical evidence show however that the implementation of the development by devolution policy in terms of the autonomy of the LGA is far from reality (Mollel, 2010). To a large extent, the central government maintains substantial control over the functioning of the LGAs, including appointing and instructing the executive director. As described earlier: the executive director is the centre of the administrative functioning of the LGA. Given the fact that the executive director is the linking pin between central and local government, and is as such the agent of the central government in local government, the executive director is instrumental for centralised control.

To enhance the position of the executive director in the LGA as a leader rather than as a bureaucrat, it would make sense to have the full council participate in the appointment and assessment of the executive director as well as in the drafting of the job description. The appointment of executive directors

by the full council will enhance the autonomy of the LGA to select the kind of executive director needed in that LGA. The full council will be more in control if it is authorised to establish the executive director's job description and to periodically assess the performance of the executive director. By extension, the full council also should have the power to initiate, if called for, disciplinary measures such as the firing of the executive director on the ground of poor performance as defined by different policy guidelines. As found in this study, social support, especially from councillors, is helpful for the functioning of the executive director in the LGA, and full council involvement in the appointment procedure will strengthen such social support. Also, this will enhance the autonomy of the full council to define the expectations of the LGA in terms of the performance of the executive director and the LGA. In the current set-up, the executive director operates under two supervisors: the central government which is the appointing authority and the full council for whom the executive director is expected to deliver his services. In such a setup, there is divided accountability from the executive director which may have an effect on the functioning of the executive director in the LGA.

In the study, we have observed that the assessment of the performance of the LGA, as institutionalised in the annual audit report, is primarily financial by nature. Audit reports have been used also as a tool to assess the performance of the executive director. The audit reports are only a weak assessment of the actual performance of the LGA. This is especially visible in the case study, where some LGAs were facing big challenges despite a clean audit report.

Audit reports are therefore not the only source to assess the functioning of the executive director. Formally there is the OPRAS system that is prescribed to assess the executive director. This seems a better tool to assess the functioning of the executive director, especially if also the full council is involved in the assessment of the executive director.

Samenvatting

Dit proefschrift gaat over de directeur (executive director) in het lokale bestuur (local government authority, of LGA) in Tanzania. De directeur is de hoogste ambtenaar in de LGA en wordt aangesteld door de centrale overheid. De directeur staat aan het hoofd van het ambtelijk apparaat van de LGA. Hij/zij heeft een aantal wettelijke taken en verantwoordelijkheden. De directeur wordt vaak gezien als de functionaris die verantwoordelijk is voor de uitvoering van het beleid en de projecten van de LGA. Als zodanig wordt de directeur gezien als degene die invloed heeft op het functioneren van de LGA. Het gevolg is dat als er dingen fout gaan, de directeur wordt aangewezen als de schuldige.

Het doel van dit onderzoek is om te verklaren op welke manier het functioneren van de directeur de prestaties van de LGA beïnvloedt. De centrale vraag van dit onderzoek is daarom: Welke managementrollen en leiderschapsgedrag vertonen de directeuren in LGAs en in welke mate en op welke manieren verklaren dergelijke rollen en leiderschapsgedrag de effectiviteit (of ineffectiviteit) van de LGAs?

De werkwijze van de directeur kan worden beschreven aan de hand van managementrollen, waarbij gebruik is gemaakt van het werk van Mintzberg en Glick. Voor het leiderschapsgedrag is een onderscheid gemaakt tussen transactionele, transformatieve en Ubuntu leiderschapsstijlen. Vervolgens is nagegaan hoe ondergeschikten reageren op het leiderschapsgedrag en welke effecten ten aanzien van het functioneren van de LGA kunnen worden waargenomen. Hiervoor zijn zowel kwantitatieve als kwalitatieve informatiebronnen gebruikt: enquêtes onder sleutelfiguren, directeuren en afdelingshoofden, interviews met directeuren en afdelingshoofden, observaties en documentenstudie, waaronder auditverslagen. Op basis van deze bronnen kunnen we de volgende vijf conclusies formuleren.

De eerste conclusie is dat de directeur zich vooral als een bureaucraat gedraagt. De dagelijkse agenda van de directeur bestaat vooral uit administratieve routineactiviteiten: het verzamelen en interpreteren van richtlijnen en andere mededelingen van de centrale overheid of van de raad (de volksvertegenwoordiging in de LGA). Deze instructies en mededelingen worden doorgegeven aan de afdelingshoofden die vervolgens moeten rapporteren aan de directeur. De directeur verzamelt deze rapportages en zendt ze weer door naar de centrale overheid of naar de raad in de LG. De directeur is doelbewust ingebed in een bureaucratisch netwerk dat weinig ruimte laat voor manoeuvreren, voor stra-

tegische planning, voor het nemen van initiatieven en of voor het geven van leiding.

De tweede conclusie is dat er veel overeenkomsten zijn in de manier waarop de directeuren hun werk organiseren en met hun ondergeschikten omgaan. Zo blijkt uit de casestudy dat alle directeuren hun dagindeling hebben ingedeeld in administratieve werkzaamheden zoals het lezen van dossiers en het toewijzen van taken aan de respectieve afdelingshoofden. Het komt vaak voor dat de directeuren tot laat aan het werk zijn om de instructies en informatie te verwerken. Alle directeuren hebben in hun dagschema ruimte voor gesprekken met burgers die een beroep op hen doen. Bovendien bezoeken directeuren projecten in de LGA om informatie te verzamelen en verslag uit te brengen aan de centrale overheid. Deze bezoeken zijn ook van belang om de uitvoering en de verslagen van de afdelingshoofden te controleren. Ten slotte houden de uitvoerende directeuren toezicht op de dagelijkse activiteiten van de afdelingshoofden. Zij dragen taken over aan de afdelingshoofden en eisen feedback of verslagen over de uitvoering van de taken en richtlijnen. De directeur gebruikt vergaderingen met afdelingshoofden als platform voor zowel de verdeling van taken als de rapportage over de uitvoering ervan. In het kader van leidinggevende rollen vertonen de uitvoerende directeuren vooral gedrag dat past in de categorieën ‘informatieve’, ‘interpersoonlijke’ en ‘operationele’ rollen.

Wat betreft leiderschapsgedrag zijn er ook veel overeenkomsten in de manier waarop de directeuren met hun afdelingshoofden omgaan. De belangrijkste bevinding is dat de directeuren leiderschapsgedrag vertonen dat verwant is aan de transformationele en Ubuntu leiderschapsstijlen, met enkele elementen van transactioneel leiderschap.

De derde conclusie is dat er, ondanks de geconstateerde overeenkomsten, toch ook verschillen bestaan in de wijze waarop directeuren hun werk organiseren en invulling geven aan de leiderschapsstijlen. Zo zijn er directeuren die bovenop hun activiteiten zitten, een eigen schaduw dossier of agenda bijhouden van alle taken die aan de afdelingshoofden zijn opgedragen. Zij controleren hun afdelingshoofden met deze persoonlijke aantekeningen. Ook zijn er directeuren die dagelijkse vergaderingen met afdelingshoofden plannen en op die manier grip proberen te houden op de activiteiten binnen de LGA. Dit wordt door de directeur individueel bepaald. De keuze voor de frequentie van deze vergaderingen (dagelijks of wekelijks) wordt gemaakt door de directeur. De directeuren die frequent vergaderden, hadden vaak dringende problemen in hun LGA die zij graag wilden oplossen. Met een dagelijkse vergadering creëerden zij een gevoel van urgentie binnen hun organisatie en waren zij beter op de hoogte van de activiteiten in hun LGA om de beleidsdoelen te realiseren. Een andere variatie betreft de wijze waarop directeuren hun afdelingshoofden betrekken bij de besluitvorming. In een aantal LGAs vindt collectieve besluitvorming plaats en wordt van de afdelingshoofden input gevraagd bij de aanpak van het probleem.

De vierde conclusie is dat de ondergeschikten, d.w.z. de afdelingshoofden, sterk geneigd zijn om de instructies van de directeur op te volgen. De naleving betreft in ieder geval het gedrag: er is geen ruimte om af te wijken van de instructie van de directeur. Dit heeft te maken met het feit dat de directeur formeel gezag heeft dat voortvloeit uit zijn bureaucratische positie. De directeur wordt daarom gezien als de vertegenwoordiger van de centrale overheid en degene die toeziet op de implementatie van de beslissingen.

De vijfde conclusie is dat directeuren inderdaad een verschil maken ten aanzien van de prestaties van de LGA. Deze prestaties zijn gemeten door gebruik te maken van het rapport van de 'auditor'. Deze geeft periodiek een rapport af waaruit blijkt hoe de LGA heeft gepresteerd. De LGAs in deze studie hadden allen een goedkeuring van de auditor ontvangen. Hoewel alle LGAs een 'schoon auditrapport' hadden, zijn er toch verschillende uitdagingen geconstateerd in de verschillende LGAs. De manier waarop de directeuren deze problemen het hoofd probeerden te bieden, bleek wel degelijk van invloed op de wijze waarop de ambtelijke organisatie functioneerde. Bijvoorbeeld door collectieve besluitvormingsmethoden toe te passen, bleken de afdelingshoofden betrokken te zijn bij de oplossing van de problemen. Hoewel dit (nog) niet werd gereflecteerd in de auditrapporten is dit toch een belangrijke aanwijzing dat de directeur wel een effect heeft op de prestaties van de LGA.

Deze studie leidt tot twee aanbevelingen. Ten eerste verdient het aanbeveling om de directeur als hoogste ambtenaar in de LGA te laten benoemen door de raad van die LGA in plaats van door de centrale overheid. Ook zou de raad betrokken kunnen worden bij de functiebeschrijving en het profiel van de ideale kandidaat. In de huidige situatie werkt de directeur onder twee superieuren: de centrale overheid, die beslissingen neemt over selectie en aanstelling en de raad, voor wie de directeur diensten verleent. In een dergelijke opzet is de verantwoordingsplicht van de directeur verdeeld, wat gevolgen kan hebben voor zijn functioneren in de LGA. Door de raad meer centraal te stellen bij werving, benoeming en beoordeling van de directeur wordt de lokale autonomie vergroot. Zoals in deze studie ook is vastgesteld, is steun van met name de raadsleden nuttig voor het functioneren van de directeur in de LGA. Door de rol van de raad te versterken wordt deze steun geïnstitutionaliseerd.

Een tweede aanbeveling betreft de beoordeling van het functioneren van de LGA. In deze studie is gebruik gemaakt van audit-rapporten. Deze blijken echter beperkte informatie te bieden over het daadwerkelijk functioneren van de raad. Dit is vooral zichtbaar in de casestudy, waar sommige LGAs voor grote uitdagingen stonden ondanks een schoon auditrapport. Het verdient daarom aanbeveling om een integraal systeem van beoordeling te ontwikkelen, opdat het functioneren van de directeur objectiever kan worden beoordeeld.

Annexes

Table 4a
The characteristics of the respondents: key informants

		F	%
Sex	Male	66	55
	Female	54	45
Age	Below 40	69	57,5
	40-50	42	35
	51-60	9	7,5
Academic qualification	Diploma	16	13,3
	Advanced Diploma	16	13,3
	Bachelor	66	55
	Master	22	18,3
Professional background	Planning	12	10
	Finance & Accounting	6	5
	Human resources	24	20
	Public administration	40	33,3
	Business administration	10	8,3
	Local government administration	17	14,2
	Other	11	9,2
Work experience	Local government administration	18	15
	Private	70	58,3
	NGOs	21	17,5
	Other	8	6,7

Sample size =120, F = frequency

Table 4b
The characteristics of the respondents: the executive directors

		F	%	M(SD)
Sex	Female	24	28,9	
	Male	59	71,1	
Age	below 40	3	3,6	
	40 – 50	34	41	
	51 – 60	46	55,5	
Academic qualification	Advanced Diploma	8	9,6	
	Bachelor degree	12	14,5	
	Master degree	63	75,9	
Professional background	Planning	26	31,3	
	Finance and Accounting	8	9,6	
	Human resources	7	8,4	
	Public administration	11	13,3	
	Business administration	2	2,4	
	Local government	3	3,6	
	Other	26	31,3	
Current LGA	Town Council	18	15	
	District Council	70	58,3	
	Municipal Council	21	17,5	
	City Council	8	6,7	
Experience	Years in the LGA			20,5(7,5)
	Years in the current LGA			2,1(1,7)
	Years as director/head of department			3,8(2,9)

Sample size = 83, F = frequency, M = mean. SD = Standard deviation

Table 4c
The characteristics of the respondents: the heads of department

		F	%	M(SD)
Sex	Female	30	37	
	Male	51	63	
Age	below 40	18	22,2	
	40 – 50	39	48,1	
	51 – 60	24	29,6	
Academic qualification	Advanced Diploma	13	16	
	Bachelor degree	27	33,3	
	Master degree	41	50,6	
Professional background	Planning	8	9,9	
	Finance and Accounting	9	11,1	
	Human resources	8	9,9	
	Public administration	9	11,1	
	Business administration	5	6,2	
Current LGA	Town Council	-	-	
	District Council	53	65,4	
	Municipal Council	28	34,6	
	City Council	-	-	
Experience	Number of years in the LGA			11,1(9)
	Number of years in the current LGA			3,2(2,3)
	Number of years as director/head of department			2,6(2,2)

Sample size = 81. F = frequency. M = mean. SD = standard deviation

Table 4d
The profiles of the executive directors

	LGA	Sex	Experience as Director	Level of Education	Professional background
Case 1	Municipal	Female	10 years	Master degree	Business-Tourism
Case 2	District	Male	4 years	Master degree	Community development
Case 3	Municipal	Male	10 years	Master degree	Planning, Business administration
Case 4	Municipal	Male	17 years	Master degree	Community development
Case 5	District	Male	3 years	Bachelor degree	Education
Case 6	District	Male	4 year	Master degree	Accounting, Finance, Business Administration
Case 7	District	Female	5 years	Master degree	Economics, Rural development
Case 8	District	Female	3 year	Master degree	Public administration

Table 6a Overall- managerial-role-enactment: descriptive statistics and correlations (Pearson r) with personality traits and social capital (support) factors

	1	2	3	4	5	6	7	8	9	mean	SD
1 Extraversion	1									3,50	,67
2 Agreeableness	,69*	1								3,59	,65
3 Conscientiousness	-,14	-,13	1							2,18	,76
4 Emotional stability	,42*	,60*	,05	1						3,54	,78
5 Openness to experience	,78*	,77*	-,16	,60*	1					3,45	,58
6 Peer support	,11	,03	-,06	,04	,02	1				3,66	,59
7 Councillor support	,10	,04	,07	,10	,05	,59*	1			3,26	,62
8 Other Support	,10	-,09	,03	-,12	-,03	,37*	,46*	1		3,17	,72
9 Overall managerial-role-enactment	-,18	-,28*	-,08	-,14	-,06	,29*	,22	-,07	1	4,15	,36

Sample size: 77. All variables range from 1 (minimum) to 5 (maximum). * $p < .05$ (2-tailed). ** $p < .01$ (2-tailed). SD = standard deviation

Table 6b

Factors related to managerial-role-enactment: one-way ANOVA (F) and T-Test (T) outcomes

Factor	Number of groups within factor	Range of group means	Test-parameter	Significance
Age	2	≤ 50 years: 4.24 > 50 years: 4.08	T = - 1,79	0,08
Education level	3	4.02 – 4.20	F = 0,68	.,51
Experience: number of years as LGA-director	5	4.11 – 4.33	F = 0,09	0,96
Experience: number of years in current LGA	4	4.12 - 4.21	F = 0,011	0,95
Gender	2	Male: 4.21 Female: 4.02	T = - 2,45	0,02
Educational background	7	4.03 – 4.20	F = 0,17	0,98
LGA type	4	4.13 – 4.42	F = 0,64	0,59

The means displayed refer to values (minimum = 1, maximum = 5) of the variable 'overall-managerial-role-enactment'. In case of T-tests two-tailed significances are given.

Table 7a
Leadership behaviour: Paired Samples Test

Pairs		Paired Differences		T	Df	Sig. (2-tailed)
		Mean	SD			
1	Charismatic – Individual Consideration	-.042	.342	-1.071	76	.288
2	Charismatic – Intellectual Stimulation	.095	.431	1.936	76	.057
3	Charismatic – Contingent Rewarding	.919	.666	12.109	76	.000
4	Charismatic – Active MBE	.901	.667	11.854	76	.000
5	Charismatic – Passive MBE	2.482	.884	24.649	76	.000
6	Charismatic – Compassion	.167	.410	3.569	76	.001
7	Charismatic – Solidarity	.183	.447	3.592	76	.001
8	Charismatic – Survival	.175	.460	3.344	76	.001
9	Charismatic – Respect dignity	.229	.482	4.169	76	.000
10	Individual Consideration – Intellectual Stimulation	.137	.484	2.475	76	.016
11	Individual Consideration – Contingent Rewarding	.961	.679	12.426	76	.000
12	Individual Consideration – Active MBE	.943	.693	11.933	76	.000
13	Individual Consideration – Passive MBE	2.524	.931	23.790	76	.000
14	Individual Consideration – Compassion	.209	.480	3.813	76	.000
15	Individual Consideration – Solidarity	.224	.477	4.126	76	.000
16	Individual Consideration – Survival	.217	.501	3.801	76	.000
17	Individual Consideration – Respect/Dignity	.271	.558	4.260	76	.000
18	Intellectual Stimulation – Contingent Rewarding	.824	.700	10.340	76	.000
19	Intellectual Stimulation – Active MBE	.806	.748	9.459	76	.000
20	Intellectual Stimulation – Passive MBE	2.387	.934	22.425	76	.000
21	Intellectual Stimulation – Compassion	.072	.561	1.124	76	.265
22	Intellectual Stimulation – Solidarity	.088	.597	1.291	76	.201
23	Intellectual Stimulation – Respect/Dignity	.134	.589	1.999	76	.049
24	Contingent Rewarding – Active MBE	-.018	.776	-.205	76	.838
25	Contingent Rewarding – Passive MBE	1.563	.808	16.970	76	.000
26	Contingent Rewarding – Compassion	-.753	.650	-10.161	76	.000
27	Contingent Rewarding – Solidarity	-.737	.719	-8.992	76	.000
28	Contingent Rewarding – Survival	-.744	.672	-9.712	76	.000
29	Contingent Rewarding – Respect/Dignity	-.690	.718	-8.437	76	.000
30	Active MBE – Passive MBE	1.581	.916	15.143	76	.000
31	Active MBE – Compassion	-.734	.753	-8.554	76	.000
32	Active MBE – Solidarity	-.718	.733	-8.606	76	.000
33	Active MBE – Survival	-.726	.735	-8.661	76	.000
34	Active MBE – Respect/Dignity	-.672	.775	-7.607	76	.000
35	Passive MBE – Compassion	-2.316	.822	-24.729	76	.000
36	Passive MBE – Solidarity	-2.300	.880	-22.943	76	.000
37	Passive MBE – Survival	-2.307	.832	-24.337	76	.000
38	Passive MBE – Respect/Dignity	-2.253	.829	-23.837	76	.000
39	Compassion – Solidarity	.016	.369	.380	76	.705
40	Compassion – Survival	.009	.403	.186	76	.853
41	Compassion – Respect/Dignity	.062	.450	1.215	76	.228
42	Solidarity – Survival	-.007	.467	-.139	76	.889
43	Solidarity – Respect/Dignity	.046	.542	.752	76	.455
44	Survival – Respect/Dignity	.054	.469	1.006	76	.318
45	Intellectual Stimulation – Survival	.080	.561	1.257	76	.213

Sample Size = 77; Rating from 1 (minimum) to 5 (maximum); MBE = Management by Exception

Table 7b
Leadership behaviour: Correlations (Pearson r) among behaviours

Leadership behaviour	1	2	3	4	5	6	7	8	9	10	11
1 Charismatic Individual	1	0,77**									
2 Consideration Intellectual	0,68**	0,62**	1								
3 Stimulation Contingent	0,31**	0,34**	0,34**	1							
4 Reward											
5 Active MBE	0,26*	0,28*	0,21	0,24*	1						
6 Passive MBE	-0,55**	-0,51**	-0,40**	0,07	-0,25*	1					
7 Laizzer faire	-0,59**	-0,59**	-0,41**	-0,05	-0,17	0,69**	1				
8 Compassion	0,61**	0,54**	0,43**	0,34**	0,04	-0,35**	-0,34**	1			
9 Solidarity	0,58**	0,58**	0,39**	0,23*	0,15	-0,42**	-0,42**	0,71**	1		
10 Survival	0,53**	0,52**	0,45**	0,31**	0,12	-0,33**	-0,30**	0,63**	0,55**	1	
11 Respect/Dignity	0,45**	0,37**	0,37**	0,18	-0,02	-0,38**	-0,36**	0,52**	0,37**	0,50**	1

Sample size=77. Rating is done on a scale of 1 (minimum) to 5 (maximum). **. Correlation is significant at the 0.01 level (2-tailed). *. Correlation is significant at the 0.05 level (2-tailed). MBE=Management by exception

Table 7c
Leadership behaviour: Correlations (Pearson r) with personality traits and social capital (support) factors

	1	2	3	4	5	6	7	8
1 Extraversion	1							
2 Agreeableness	0,69**	1						
3 Conscientiousness	-0,14	-0,13	1					
4 Emotional Stability	0,42**	0,60**	0,05	1				
5 Openness	0,78**	0,77**	-0,16	0,60**	1			
6 Peer Support	0,11	0,03	-0,06	0,04	0,02	1		
7 Councillor support	0,10	0,04	0,07	0,10	0,05	0,59**	1	
8 Other support	0,10	-0,09	0,03	-0,12	-0,03	0,37**	0,46**	1
9 Charismatic	0,35**	0,37**	-0,09	0,34**	0,42**	0,38**	0,22	0,06
10 Individual Consideration	0,24*	0,25*	-0,22	0,23*	0,27*	,43**	0,20	0,02
11 Intellectual Stimulation	0,22	0,28*	-0,05	,23*	0,20	0,37**	0,25*	0,02
12 Contingent Reward	0,18	0,12	0,05	0,02	0,09	0,18	0,36**	0,38**
13 Active MBE	-0,05	0,09	-0,15	0,04	0,05	,26*	0,07	0,05
14 Passive MBE	-0,16	-0,31**	0,18	-0,31**	-0,21	-,24*	0,11	0,17
15 Laissez-faire	-0,36**	-0,35**	0,32**	-0,32**	-0,33**	-0,21	0,06	0,10
16 Compassion	0,18	0,29*	-0,05	0,24*	0,19	0,25*	0,27*	0,01
17 Solidarity	0,16	0,29*	-0,11	0,2	0,26*	0,21	0,14	-0,15
18 Survival	0,07	0,03	-0,15	0,04	0,01	0,31**	0,27*	0,14
19 Respect/Dignity	0,38**	0,38**	-0,09	0,24*	0,25*	0,30**	0,20	0,11

Sample size=77. **. Correlation is significant at the 0.01 level (2-tailed). * Correlation is significant at the 0.05 level (2-tailed). Rating based on a scale of 1 (minimum) to 5 (maximum). MBE=Management by exception

Table 7d:
Factors related to leadership behaviours: One-way ANOVA (F) and T-test (T) outcomes

Factors	Number of groups within factor	Range of group mean	Test-Parameters	Significant
Age ¹	2	Below 50 years: 4.14 Above 50 years: 4.11	T= 0.299	0.766
Education Level	3	3.93-4.16	F= 0.936	0.397
Experience: Number of years as LGA-Director	4	4.13-4.21	F= 0.091	0.965
Experience: Number of years in current LGA	7	3.94-4.43	F= 0.397	0.878
Gender		Male:4.21 Female: 4.02	T= 0.274	0.786
Educational Background	7	3.71-4.55	F= 1.318	0.261
LGA type	4	4.08-4.38	F= 1.426	0.242

The means displayed refer to values (minimum = 1, maximum = 5) of the variable Charisma leadership behaviour. In case of T-tests two-tailed significances are given. ¹ The age categories ≤ 40 and 40-50 have been combined

Table 9a

The inter-correlations between the items of the audit report and the opinion of auditor		1	2	3	4	5	6	7	8	9	10	11	12	13	14	5	16
1	Collected all planned revenues	1															
2	Banked all revenues	0,23*	1														
3	Complied with all requirements of procurement	-0,05	0,13	1													
4	Documented all transactions	0,06	0,19	0,25*	1												
5	Documents available not missing	-0,08	0,39**	0,21	0,45**	1											
6	Implemented all planned projects	0,06	0,20	0,12	0,12	0,03	1										
7	Used funds only on planned and budgeted activities	-0,04	0,05	0,06	0,11	0,07	-0,09	1									
8	Prevented cheating and forgery	0,13	0,40**	0,48**	0,57**	0,46**	0,03	0,09	1								
9	Not involved in legal suits	0,27*	0,02	-0,05	-0,11	0,02	-0,10	0,17	0,09	1							
10	Transferred funds to lower levels	0,04	-0,06	-0,06	0,07	0,05	0,15	0,04	-0,04	0,34**	1						
11	Funds not spent	0,11	0,22*	0,16	0,14	0,01	0,37**	0,13	0,30**	0,07	0,02	1					
12	Spent more funds than planned and budgeted	-0,03	0,13	0,00	0,16	0,10	0,09	0,69**	0,13	0,04	0,00	0,11	1				
13	Maintained the correct records of HR	0,18	0,06	-0,15	0,36	-0,15	0,21	-0,19	0,25	0,15	-0,11	0,15	0,15	1			
14	Maintained adequate number of staff	0,18	0,08	-0,08	0,39	-0,19	0,19	-0,25	0,28	0,16	-0,25	0,14	1,00**	1			
15	The opinion of the auditor	0,02	0,48**	0,22*	0,50**	0,84**	0,11	0,15	0,53**	0,11	0,12	0,11	0,18	0,00	-0,02	1	
16	Overall performance of LGA	0,04	0,50**	0,22*	0,47**	0,80**	0,13	0,17	0,50**	0,14	0,14	0,12	0,21	0,00	-0,02	0,95**	1

*. Correlation is significant at the 0.05 level (2-tailed). **. Correlation is significant at the 0.01 level (2-tailed). ^c Cannot be computed because at least one of the variables is constant. Sample size 77. Rating based on 1 (minimum) to 5 (maximum)

