PUBLIC SERVICE REFORM PROGRAMME IN ZAMBIA : AN EVALUATION OF THE IMPACT OF THE LEADERSHIP STYLES ON THE MANAGEMENT OF HUMAN RESOURCES IN THE PUBLIC SERVICE

THESIS
MPA
KAN
2009
C.1

BY

OWEN SUBULWA KANYATA

A DISSERTATION SUBMITTED IN PARTIAL FULFILLMENT OF THE REQUIREMENT FOR THE DEGREE OF MASTER OF PUBLIC ADMINISTRATION

THE UNIVERSITY OF ZAMBIA
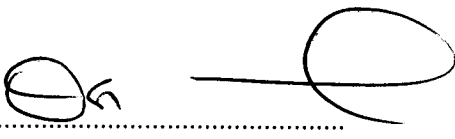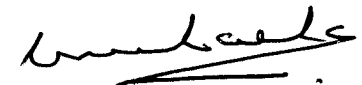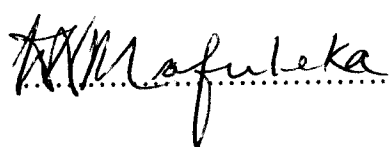
8TH MARCH 2009

Declaration

I Owen Subulwa Kanyata do hereby declare that this dissertation has been done by me and that it has not previously been submitted for any degree at this or any other University.

Signature: ....

Date: 10th July 2009

CERTIFICATE OF APPROVAL FORM

This dissertation of Owen Subulwa Kanyata is approved as partially fulfilling the requirements for the award of the degree of Master of Public Administration by the University of Zambia

Examiners	Date	Signature
Internal Examiner	10/07/09	
Internal Examiner	10/7/09	
Supervisor	10/07/09	KM Mafuleka

Certificate of Approval

This dissertation of Owen Subulwa Kanyata has been approved as partial fulfilment of the requirements for the award of the degree of Master of Public Administration by the University of Zambia.

Name   Signature   Date

MAFULEKA WESENDR   17/07/09.

Supervisor

....

Internal Examiner

....

Dissertation Chairperson

Dedication2

I dedicate this Dissertation to my wife, Grace, our children Mwiza, Simwinji and Tinozye, and to my father and late mother, and my brothers and sisters.

Abstract

In order to improve service delivery, the Zambian Government embarked on a programme to reform its public service in 1993. The implementation of the reforms has been going on for the last thirteen years. It is therefore expected that the implementation of the public service reforms has resulted in enhanced efficiency, effectiveness and professionalism in the delivery of public services.

The purpose of this study was to investigate the extent to which democratic leadership styles are applied in Zambia and the effect that this has had on the performance of the state bureaucracy. This was necessary in order to determine the extent to which the question of leadership styles was a factor in achieving the objectives of the reforms in particular and the goal of the public sector in general.

The research constituted desk and field work. Desk work largely involved reviewing of literature and analysing secondary data. Field work concentrated on collecting primary data from respondents in the public service.

The study revealead that the following styles were used by leaders in the public service although their were variances in the manner of application and with varying results:

Lasser Faire; in this style the leader exhibits passive indifference about tasks and subordinates.

Directive; this style involved leaders letting subordinates know what they were expected to do; giving specific guidance, asking subordinates to follow rules and procedures, coordinating and scheduling tasks.

Supportive; this style involved leaders considering the needs of followers; displaying concern for their needs, creating a friendly work environment for each worker.

Participative; in this style the leader consulted and took the concerns of followers into account; providing advice rather than direction; establishing a friendly and creative work environment for teams.

Delegative; this style involved allowing surbodinates' relative freedom for decision making and from daily monitoring and short term review.

Achievement-Oriented; this style invoved the leader setting challenging task goals; seeking task improvements; emphasising excellence in follower performance; showing confidence that

followers will perform well.

Inspirational; this style involved the leader using intellectual stimulation (for new ideas or processes); inspirational motivation for group goals also reffered to as charisma.

External; this style involved the leader focussing attention on organizational matters and environmental context.

Combined; this involves the use of two or more styles smulteneously in a single fused fashion; for example being supportive and directive.

The study has also looked at the concept of cultural consequences, in order to determine the value system under which the public service leadership was operating and the likely effects of these values on the styles of leadership applied. These cultural factors included among others the following:

- Masculinity vs. feminism, in this regard the study found the Zambian Public Service was still inclined towards masculinity. It was generally accepted that males could be expected to make tough decisions as compared to females and it was generally expected that males should be given top jobs.

- Power distance; on this score the study found that power-distance was high in the Zambian public service. Due to high power distance in the Zambian public service it was rare for subordinates to question decisions made by their superiors. In addition Subordinates tended to look for guidance from the top all the time and this had the tendency to discourage initiative and innovation.

- Risk avoidance; the study found mixed results on risk avoidance in the Zambian public service.

- Individualism vs. Collectivism; the study found that there was more leaning towards collectivism than individualism in the Zambian public service. In this regard the study found that subordinates expected their superiors to be overly supportive even at the expense of meeting performance targets.

- Long term vs. short term orientation the study found that leaders in the public service had short-term as opposed to long term orientation. In this regard the study found that it was very unlikely that public service leaders would apply the supportive style,

especially in those situations that did not bring immediate benefits to their organizations.

ACKNOWLEDGEMENT

First and foremost, I wish to thank my supervisor, Dr. W. Mafuleka, whose guidance I shall always cherish. I also wish to thank the other Lecturers in the Department of Political and Administrative Studies; especially those who taught me during part one of my Masters Programme.

Secondly, I wish to thank my wife, Grace, and our children for the moral and spiritual support that they gave to me for the whole duration of my Masters Programme. I know they could not get all the attention you needed from me as I had to share my time between my studies and them.

I also wish to thank all my colleagues and course mates with whom I shared and exchanged ideas and experiences. Finally, I would like to thank all my sources of information both direct and indirect whose cooperation and contribution made this work possible, including my employers both current, Cabinet Office, and past, Judiciary,for supporting me financially and morally.

O.S. Kanyata

Table of Contents

LIST OF TABLES

LIST OF FIGURES

LIST OF ABBREVIATIONS

APAS   Annual Performance Appraisal System

ASIP   Agriculture Sector Investment Programme

FILMUP   Financial and Legal Upgrading Project

HCIU   Health Care Innovation Unit

HIPC   Highly Indebted Poor Countries

IDA   International Development Agency

LGAZ   Local Government Association of Zambia

MDD   Management Development Division

NCBPGG   National Capacity Building Programme for Good Governance

NHS   National Health Service

NIPA   National Institute for Public Administration

PMEC   Payroll Management and Establishment Control

PMS   performance Management System

PSCAP   Public Service Capacity Building Project

PSMD   Public Service Management Division

PSRP   Public Service Reform Programme

RDA   Roads Development Agency

ZAWA   Zambia Wildlife Authority

1.0 INTRODUCTION

The government has a duty to provide public goods and services to its citizens. The Public Service is the vehicle it uses to deliver the goods and services. The performance of the Public Sector, therefore, has a bearing on the quality and efficiency with which these goods and services are delivered to the people. As a social organization, the Public service is composed of people. There are two distinct groups of people in the Public Service and these are the leadership group on one hand, and the rest of the employees on the other. The leaders who are the representatives of the employer comprise the Secretary to the Cabinet, the Deputy Secretary to the Cabinet, the Permanent Secretaries, Directors and Heads of Statutory Bodies, while the rest of the employees form the bulk of Human Resource in the Public Service.

The study was conducted to determine the impact of leadership styles on the management of human resources in the public service. This was done in partial fulfilment of the requirement for the award of the Master of Public Administration Degree by the University of Zambia. The findings of the study are contained in this Dissertation.

1.1 Background to the Public Service Reforms

In order to improve service delivery, the Zambian Government embarked on a programme to reform its public service in 1993. The reform programme which was called the Public Service Reform Programme (PSRP) was intended to develop a Public Service that was lean, cost-effective, highly motivated, and productive and to decentralize authority to the Provincial, District and Local Authorities levels. The implementation of the reforms has been going on for the last sixteen years. It is therefore expected that the implementation of the public service reforms has resulted in enhanced efficiency, effectiveness and professionalism in the delivery of public services.

To be successful, the reform process must have addressed the issue of leadership in the public service. The Leadership of the Public Service plays a very important role towards the achievement of the goal of government. When leaders are effective, the influence they exert on others helps the public service to achieve its performance goals. On the other hand when leaders are ineffective, their influence does not contribute to the attainment of the goals of the

public service and often detracts others from achieving them.

Leadership styles differ from person to person. Some leaders are authoritarian; others are democratic and there is a category of those who adopt a genuine laissez-faire style of leadership. Democratic styles of leadership are those that are supportive, participative and inspirational. However, whatever style of leadership that a leader adopts will have an impact on the management of human resources because leadership styles shape the way managers approach the functions of management. Leadership styles have a bearing on the ability of the Public Service not only to meet its performance goal but also to manage a diverse workforce fairly and equitably. Effective leadership styles therefore result in a highly motivated, committed and high performing human resource. Ineffective leadership styles on the other hand are likely to result in a workforce that does not perform to expectation, one which is de-motivated and dissatisfied.

1.2   Statement of the Problem

The purpose of this study was to investigate the extent to which democratic leadership styles are applied in Zambia and the effect that this has had on the performance of the state bureaucracy. This was necessary in order to determine the extent to which the question of leadership styles was a factor in achieving the objectives of the reforms in particular and the goal of the public sector in general.

The overall responsibility for ensuring good performance in the public service lies with the Secretary to the Cabinet and his immediate subordinates.

According to Pollitt and Bouckaert public sector reforms involve *"deliberate changes to the structures and processes of public sector organizations with the objective of getting them to run better* (Pollitt and Bouckaert 2004). In the case of Zambia, the public sector reforms had the following objectives:

a)   To improve government capacity to analyze and implement national policies, and perform its appropriate functions;

b)   To effectively manage public expenditure to meet fiscal stabilization objectives;

c)   To make the Public Service more efficient and responsive to the needs of the country's population.

Although the Zambian Government has been implementing reforms that altered the size of the state bureaucracy, the span of control, the chain of command, including the provision of administrative equipment such as, computers, motor vehicles and office furniture, the results, (going by the findings of the Zambia National Governance Baseline Survey Report, 2004), did not solve the problem of inefficiency and ineffectiveness. There was an element of reform not touched under PSRP which is likely to explain the underperformance of the state bureaucracy. For example, it was the considered view of the proposal that there is a relationship between the organizational performance of the public service and the style of leadership adopted by those who were charged with the responsibility of implementing the reforms.

These styles include: encouraging, participation, inclusiveness, delegation, inspiring and observing time schedules for assignments.

There was need therefore to investigate, find out and understand the approach to leadership in the management of human resource in the Zambian public sector so that the human resource could effectively and efficiently contribute to the attainment of the goals. In this light the main questions that this study has to answer are:

a) To what extent have the democratic leadership styles of encouraging, consultation, delegation, inclusiveness and participation in decision making been applied in the public service? and;

b) What impact have these leadership styles had on the performance of the human resource?

1.3   Research Objectives

a) General Objective

The main objective of this study was to investigate the extent to which democratic styles of leadership had been applied in the state bureaucracy and the impact this has had on its performance.

b) Specific Objectives

The specific objectives of the study were:

1. To investigate the extent to which leadership styles of consultation, inclusiveness, delegation etc has been implemented as part of the Public Service Reform Programme.

2. To make recommendations on the basis of the findings for future improved performance of the state bureaucracy.

1.4   Rationale

The study was useful, as it added to existing knowledge. The study was carried out because no other study had been carried out on the role leadership styles play in the implementation of the public service reforms. It also provided feedback on the ongoing public service reform programme from a leadership perspective.

Previous studies, like the Zambia National Governance Baseline Survey, conducted by the Department of Political and Administrative Studies of the University of Zambia in 2004, focussed on corruption and its cost to public institutions.

There is, therefore, no information on the role leadership plays in achieving the objectives of the reform programme. This study, intended to fill up this information gap, highlights its significance. Equally important too, are the recommendations that will offer alternative policy options to improve the performance of the public service, now or in the future.

1.5   Conceptual Framework

This proposal has adopted Pollitt and Bouckaert's definition of public management reforms which is *"deliberate changes to the structures and processes of public sector organizations with the objective of getting them to run better* (Pollitt and Bouckaert 2004). In this regard stuctural changes may include may include merging government ministries/institutions to create a smaller number of ministries that would be ease to cordinate. It may also mean splitting the ministries/institutions to create smaller units that are more focussed and specialised. Process change on the other hand may include the redesign of the systems by which public services are provided. Pollitt and Bouckaert, (ibid) have observed that management reform frequently also embraces changes to the systems by which public servants are recuited, trained, appraised, disciplined, and declared rendundant.

Leadership refers to the process by which an individual exerts influence over other people and

inspires, motivates and directs their activities to help achieve group or organizational goals. Leaders are able to influence others because they possess power. The five types of power available to leaders are legitimate power, reward power, coercive power, expert power, and referent power. Leadership Style refers to the way in which the functions of Leadership are carried out, and include the way in which the Leader typically behaves towards members of the group.

The theoretical construct used in this study is a combination of Fiedler's Contingency Theory of Leadership, Hofsted's Cultural Consequences and Wart's Generic Causal Chain of Leadership. According to Fiedler's theory, effective leadership is contingent on the characteristics of the leader and of the situation. Jones & George, (2003) explain that Fiedler identified two basic leadership styles; relationship-oriented and task oriented. Relationship-oriented leaders are primarily concerned with developing good relationships with their subordinates and being liked by them. Task-oriented leaders are primarily concerned with ensuring that subordinates perform at a high level. Task-oriented managers tend to focus on task accomplishment and making sure the job gets done. The model helps explain why a manager maybe an effective leader in one situation and ineffective in another; it also suggests which managers are likely to be most effective in certain situations.

Unlike the approach taken by Fiedler (1967) that a leader cannot alter his style, this research has taken the position that it is possible for a leader to modify his style, if he is able to diagnose his situation early and finds that his style is not appropriate for that particular situation. Wart (Wart, 2007) has used the generic causal chain of leadership to explain leadership. According to the model, leadership incorporates three different types of factors: leadership styles, contigency factors, and performance goals. Leadership styles are at the begining of the causal chain because they are the first demonstrable actions towards followers, organization and the environment. They also address the issue of what actions lead to what perfomance.

The next element that Wart considers are the contigency factors, which are of two types. The first set looks at which behaviour or style should be selected to enhance the desired outcome. In other words, what are the ideal conditions for a specific leadership style to be used? These factors are often called intervening variables.The other contigency factors affect the strength,

quality, or success of a particular style. These factors are often called strategies for success in lay terms or moderating variables in scientific terms.

The third part of the causal chain model is performance goals. Performance goals (or variables) include production efficiency, follower satisfaction and development, external alignment, and organizational change, among others.

The styles or behaviours which a leader uses affect how much is accomplised, how followers feel, and how well the organization adapts. However, important factors influence this relationship. Some contigency factors (intervening variables) are so important that they determine what styles will work most effectively in a given situation. For example, in some cases a directive style is most effective while in others an inspirational style is best. Other factors (moderating variables) affect only the impact of a style. For example, a leader who correctly assesses that an inspirational style is called for and attempts to employ it, but who lacks the trust of his followers and who has weak motivational speaking skills, is likely to have limited success.

Below is a description of styles commonly used by leaders as summarised by Wart (Wart, 2007):

Lasser Faire; in this style the leader exhibits passive indifference about task and subordinates. Schilling, J (Schilling n.d.) describes this type of leadership style as neutral and unconcerned. The leader does not care about the development of the followers and the accomplishment of the tasks. Essentially this is a non style.

Directive; this style involves the leader letting subordinates know what they are expected to do; giving specific guidance, asking subordinates to follow rules and procedures, coordinating and scheduling tasks. The behavioural competencies associated with this style require the leader to monitor performance of tasks, clarify roles, plan operations, inform and delegate roles. The leader also needs to perform general management functions.

Supportive; this style involves considering the needs of followers; displaying concern for their needs, creating a friendly work environment for each worker. The behavioural competencies required for this style include consulting (listening) coordinating personnel, developing staff, motivating, building and managing teams and conflicts.

Participative; in this style the leader consults and takes the concerns of followers into account;

providing advice rather than direction; establishing a friendly and creative work environment for teams. The behavioural competencies required for this style include consulting (discuss) coordinating personnel, developing staff, motivating, building and managing teams managing conflicts and managing personnel change.

Delegative; this style involves allowing surbodinates relative freedom for decision making and from daily monitoring and short tem review. The behavioural competencies required for this style include delegating, developing and motivating staff.

Achievement-Oriented; this style invoves the leader setting challenging task goals; seeking task improvements; emphasising excellence in follower performance; showing confidence that followers will perform well. The behavioural competencies required for this style include clarifying roles, informing and delegating, problem solving, managing innovation and creativity, consulting, developing staff, motivating, building and managing teams. This style is also often called transactional leadership by some scolars[1] because the two have similar characteristics (Collins and Kotter n.d.). Transactional leaders display behaviours associated with constructive and correctional transactions. The constructive style is labelled Contigent Reward while the Corrective Style is labelled Management by Exception. Transactional leadership defines expectations and promotes performance to achieve these levels.

Inspirational; this style involves the leader using intellectual stimulation (for new ideas or processes); inspirational motivation for group goals and charisma. These leaders behave in ways that motivate those around them by creating the conditions for followers to find meaning and challenge in their work. Individual and team spirit are aroused while enthusiasm and optimism are displayed by followers. Inspirational leaders stimulate their followers's efforts to be innovative and creative by questioning assumptions, reframing problems, and approaching old situations in new ways. New ideas and creative solutions to prblems are solicited from followers who are included in the process of addressing problems and finding solutions.

The behavioural competencies required for this style include managing innovation, managing personnel change, scanning the environment, do strategic planning, articulate vision, network

---

[1] See Collins, J and Kotter, J, 360 degrees Multifactor Leadership. Website: http://www.sflworld.com/glossary.php

Downloaded on 19th June 2008

and partner, make decisions, manage organizational change.

External; this style involves the leader focussing attention on organizational matters and environmental context. The behavioural competencies required for this style include scanning the environment, do strategic planning, articulate vision, network and partner, make decisions, manage organizational change.

Combined; this involves the use of two or more styles smulteneously in a single fused style; for example supportive and directive styles.

Politt and Bouckaert (2004) describe what is called Hofstede's Culture Consequences. It examines the variations in values and organizational norms across different countries. The Culture Consequences produces measures for what Hofstede argues are five critical cultural elements which are power-distance, uncertainty-avoidance, individualism vs collectivism, masculinity vs femininity, and long term versus shortterm orintation. These cultural elements reflect the broad cultural climates in which public service reforms were announced, interpreted, promoted and resisted. Their inclusion in this study is merely to highlight their possible influence on the styles of leadership that maybe applied in certain situations.

Masculinity Vs Feminism; Masculinity stands for a situation where gender roles are clearly distinct, for example men are supposed to be tough, assertive and focussed on material success while women are supposed to be modest, tender, and concerned with quality of life. Femininity stands for a situation in which social gender roles overlap for example; both men and women are supposed to be modest, tender, and concerned with the quality of life.

Power-Distance; power distance is the distance between the extent to which a boss can determine the behaviour of a subordinate and the extent to which a subordinate can determine the behaviour of the boss. This is closely related to the norms that exist in a given culture. A high power distance implies a high tolerance for the existence and manifestation of inequality.

Risk Avoidance; risk avoidance refers to the extent to which the members of a culture feel threatened by uncertain or unknown situations.

Individualistic Vs Collectivism; individualism stands for a society in which the ties between individuals are loose for example everyone is expected to look after himself/herself and his/her immediate family only. Collectivism stands for a society in which people from birth onwards are integrated into strong, cohesive groups, which throughout people's lifetime continue to protect them in exchange for unquestioning loyalty.

Long-term Vs Short-term Orientation; Long-term orientation stands for fostering of virtues oriented towards future rewards, in particular, perseverance and thrift. Short-term orientation, stands for the fostering of virtues related to the past and present, in particular, respect for tradition, preservation of face and fulfilling social obligations.

This study will be anchored on the preceeding theoritical framework, but has selected from the theory, participation, consultation and inspiration as democratic criteria for investigation.

1.6   Literature Review

The Zambian Government embarked on a programme to reform its public service in 1993. According to the Programme Document, the main aim of the reform programme was to develop a public service that was lean, cost-efficient, highly motivated, and productive and whose authority and responsibility had been properly decentralized to the provincial, district and local levels. (Government of the Republic of Zambia, 1993)

The PSRP had three main components which were as follows:

1.   Restructuring of the Public Service;

2.   Management and Human Resources Improvement;

3.   Decentralization and Strengthening of Local Government.

The reforms had the following objectives:

a)   To improve government capacity to analyze and implement national policies, and perform its appropriate functions;

b)   To effectively manage public expenditure to meet fiscal stabilization objectives;

c)   To make the Public Service more efficient and responsive to the needs of the country's

population.

The Management and Human Resource component had two objectives as follows:

I.   To improve the efficiency and effectiveness of the public service in the performance of its functions by establishing management systems of accountability and performance in the public service, and developing skills which will enable senior civil servants to more effectively manage the Public Service; and

II.   To establish an effective and an open system to enable the government to compile and manage data usefully, in order to assist the making of vital personnel decisions at the time of confirmation, promotion, discipline, transfer and retirement of public servants. The purpose of this study was to determine the role leadership styles played in achieving the objectives of the public service reforms.

Montgomery Van Wart (2007) in his book 'Leadership in public Organizations' has extensively dealt with the subject of leadership in public organizations. Wart, (ibid) has provided the study with valuable insight into the dynamics of leadership in public institutions. It is for the above reason that the literature review is dominated by a review of his works.

Wart (2007) in his book points out that people-oriented competencies are so central to leadership that sometimes they are considered essentially synonymous with it. The seven people-oriented competencies that Wart discusses are; consulting, planning and organizing personnel, developing staff, motivating, building and managing teams, managing conflict, and managing personnel change. Wart explains that these soft competencies have been somewhat more difficult to delineate quantitatively in the research than task oriented competencies in terms of performance. Wart discusses each of the seven competencies above as follows:

a. **Consulting**; consulting involves checking with people on work related matters and involving people in decision making processes. Consulting can occur in small-group gatherings, staff meetings, all-organization meetings, or various types of group and mass written consultations.

    According to Wart et al consulting has two distinct elements. First it refers to soliciting information from people i.e. suggestions, ideas and advice. The second element is an invitation to be involved in decision making to some degree, whether highly indirect and

informal or highly direct and structured. Unlike informing which emphasizes data dissemination, consulting requires an active feedback mechanism, emphasizing questions and data collection. Consulting is also related to decisiveness, delegating and decision making competencies. Broad based and important decisions generally have extremely heavy demands that can rarely be met without consultation.

Participative decision-making occurs when subordinates and others are actively involved in providing ideas and suggestions in the decision making process. Although the leader ultimately makes the decision, others have substantial opportunities to influence that decision.

It was the considered view of this study that *consulting* was a key factor before, during and after the implementation of the public reforms. The study therefore sought to establish the extent to which this was done.

b. **Planning and Organizing Personnel**; Wart, (*ibid),* points out that planning and organizing personnel involves coordinating people and operations, and ensuring that the competencies necessary to do the work are, or will be available. One element of planning is fitting people to schedules and making the appropriate changes as work and personnel needs change. For success one must ensure that the critical competencies of the assigned jobs are understood and available. Another element is matching the talents, interests, and preferences of people to the work. In doing so, it is important to reflect people's interests and natural abilities in assembling jobs, projects and teams as this makes an enormous difference. A third element is personal time management skills. A leader's ability to manage others is largely determined by his or her ability to self-manage. Good time management means that you have analysed the use of your time and that you have a plan for goal achievement.

It is the objective of this study to determine how planning and organizing of personnel was carried out in the Zambian public service.

c. **Developing staff**; Wart, (ibid), explains that developing staff involves improving subordinates' effectiveness in their current positions and preparing them for the next position or step. Clarifying establishes a baseline of information and direction. Developing staff focuses on assisting employees to be comfortable in their positions, to reach higher

levels of productivity over time, and prepare for future prospects. It builds on the baseline that clarifying had established. Clarifying and development can be seen as two elements establishing a continuum from a short-term, career focus.

Wart observes that there are three major elements in developing staff: supporting, coaching and mentoring. Supporting is the emotional component of development. Support helps a person identify with his or her job, focuses energies on productive issues, and accepts criticism or hardships. Wart, (ibid), quotes Buckingham and Coffman (1999) as saying that employees who feel they have friends at work are shown to be more productive and more likely to remain in the organization. According to Wart coaching helps employees do a task more effectively. After employees have received their initial instructions and training, and have been made aware of the standards they are expected to meet, they are still not at peak performance. Although the primary responsibility lies with the employee to improve performance, this responsibility is shared with the superior, whose job it is to provide intermittent on-the-job training and suggestions. It is important to note that training provided in the clarifying phase and coaching during the development phase are both critical, and weakness or omission of one lessens the value of the other. Mentoring refers to supporting a person's career and is sometimes referred to as career counselling. Mentors act as performance or behaviour models and provide advice on the culture of the organization and profession, the right job-related decisions to make, and the best way to interpret significant issues or concerns.

Since staff were key to the success of the public service reforms in Zambia, there was need to examine the role the public service leaders played to improve their subordinates' effectiveness.

d. **Motivating**; Wart observes that motivation is a general term that refers to enhancing inner drives and positive intentions of subordinates to perform well through incentives, disincentives and inspiration. Elements of motivating include positive incentives (e.g. recognition and rewards), disincentives (e.g. disciplining), and inspiring. Recognition involves intangible incentives such as showing appreciation and providing praise. It includes actions such as informal tributes or awards in public settings such as staff or division

meetings, written praise in notes or annual evaluations and formal commendations ranging from letters of positive acknowledgement to plaques and trophies. Wart, (ibid) urges that though recognition generally costs nothing, it is immensely underutilised in most organizations.

Wart explains that rewarding involves tangible incentives such as promotions, increases in pay, increased discretion, superior work assignments, perquisites, additional responsibility and authority and so forth. Pay and promotion rewards are generally more highly constrained in the public sector than in the private sector. Wart, ibid, advises that rewards need to be based on performance goals that are important to the organization and represent different types of contribution, using clearly explained guidelines. It is important to find out what individuals or groups find attractive, so incentives will be as motivating as possible.

Wart further advises that disincentives should be used more strategically and less often in most management situations. They include any actions that reduce perquisites, pay, work flexibility, status, honour, and pride, or even terminate employment and impose fines or imprisonment for actions that violate or defy administrative rules or laws. Disincentives can be mild, for example, a verbal rebuke for carelessness, or extremely harsh, for example, a charge of criminal misconduct. If positive incentives are frequently too uncommon, disincentives become more common and relied upon.

Wart explains that in stark contrast to incentives and disincentives is the motivational technique of inspiring, which works at the higher end of Maslow's hierarchy of needs i.e. achievement, self-actualization and spiritual connectedness. Inspiring involves providing encouragement to work for group and organizational goals regardless of personal benefit and relies on the effect on the group and the long term. Inspiration tends to emphasize that all fail if the organization fails (the rational appeal). It also uses emotional appeal (do it for the team) and personal appeal (do it as a favour for me). When the motivational appeal of inspiration is effective, short term sacrifice is seen as a justified and virtuous contribution or a badge of honour.

It was one of the key objectives of the study to determine the incentives that were available

to employees before, during and after the reforms.

e. **Building and managing teams**; according to Wart managing teams involves creating and supporting "true" teams in addition to traditional work units, while team building involves enhancing identification with the work, intra-member cooperation, and esprit de corps of both work groups and teams.

Wart explains that there are three important *parameters* that capture most of the differentiation of groups in organizations. The first parameter is group membership. The question to ask is whether group membership is inclusive of all the members of a unit more or whether members are selectively recruited or assigned. Are members selected from within a work unit or from a variety of units? Secondly, there is need to determine the work functions and scope of the group. Finally, there is need to determine the degree of authority for independent decision making of the group.

Traditional groups are composed of all members of the unit who take care of ongoing operations and have a formal leader who makes most of the important decisions. Frequently called work groups, they are an indispensable element of organizational effectiveness. When these intact operational work units are given a high degree of internal decision-making authority, they are called self-managed teams. When the group has selective membership, a specialised objective, and some independence, but is still from the same unit or work area, it is called a project team. When the membership is from a variety of areas, it is called a cross-functional team.

Wart argues that both traditional work groups and different types of teams have their benefits and liabilities. Some of the strengths of work groups are clear membership, clear lines of authority, efficiency of operations and stability. The liabilities of work groups are also significant and include; lack of creativity, stifling of individual initiative, excess of rule maintenance (as much by members for protection as leaders for control), and aversion to change.

The benefits of teams are; the ability to select appropriate skills for a particular project, the creativity and synergy they engender (especially in handling non routine work), their flexibility of structure, and the fact that most of them can easily be disbanded. The potential

liabilities of teams are that they can have lopsided representation, coordination problems, divided loyalty and role stress or confusion, time consuming, lack of commitment, and challenges in implementation.

Wart points out that effort to increase the positive effect of diversity are normally considered a part of building and managing teams, just as handling the negative aspects of diversity are grouped with managing conflict. Leaders can substantially enhance the conditions for facilitating team effectiveness. Making sure that the task structure and team structure fit well requires thinking through design issues in advance. Providing clearly defined objectives and scope of authority is critical. Leaders need to make sure that the team membership mix is appropriate in technical skills, interpersonal skills, number and representation. In addition a team should be given some authority which should be clarified upon its establishment.

Wart's observations on building and managing teams, was one of the areas the study sought to investigate with regard to the Zambian public service.

f. **Managing conflict**; Wart explains that conflict management is used to handle various types of interpersonal disagreements, to build cooperative interpersonal relationships, and to harness the positive effects of conflict. Conflict management is highly related to team building because managing conflict is often a prerequisite of team building. It is also related to clarifying roles and objectives, because much conflict arises out of unclear responsibilities and work linkages. Conflict management is related to problem solving.

Types of conflicts that occur are divided into two major categories, although in reality most problems are a blend of the two types. Some conflicts arise out of differences of opinion about how things should be done. The second class of conflicts has personality as its basis. In the extreme cases colleagues fight over inconsequential issues because of a lack of trust or personal animosity. Essentially conflict management involves reactive, proactive and creative aspects. The reactive aspect applies when the conflict has already occurred i.e. either escalating out of past disagreements or arising suddenly. In such cases, the leader's job is to resolve conflict.

When a series of related issues is present, conflict managers seek to resolve the issues

jointly rather than separately, so that there is maximum ability to exchange and negotiate across issues. Good leaders are proactive in creating environments in which the likelihood of dysfunctional conflict is minimised. Finally, conflict can be more than reactive or proactive, it can be creative. Wart argues that conflict has positive aspects that, when properly cultivated, bring significant value to work groups and teams. For example, the absence of conflict may signify an unhealthy level of 'group think' where everyone thinks in nearly identical fashion and relies excessively on traditions, resulting in their being blind to emerging problems. Managers good at conflict management, do not try to eradicate conflict but rather channel it in productive ways to enhance friendly rivalry and group originality.

It was the objective of this study to examine how public service leaders managed conflict during the implementation of the public service reforms.

g. **Managing personnel change**; Wart points out that when organizations are in trouble, some of them rally by making the changes necessary to survive. However, some organizations do not and consequently founder financially or simply fade out of existence. Managing personnel change involves establishing an environment that provides the emotional support and motivation to change. This competency is born of the reality that people must want to change and be assisted through what is often an uncomfortable or even painful process.

Wart advises that it is instructive to think about personal and emotional aspects of change in order to gain insights into the organizational setting. Examples from one's personal life might involve divorce, the loss of a loved one, or an unexpected drop in income. Organizational wide or radical process change in a unit can cause similar reactions in people (Wart in Woodward and Bucholz 1987). The first stage in this well known pattern is denial. In this phase there is disbelief. The second stage is anger. The third stage is mourning and the final stage is adaptation, where one picks up one's life and moves on. For major change the trick is not to skip these phases but to move through them, let go and embrace the future.

According to Wart there are many reasons why people may resist change. Some reasons are more rational while others are more emotional, but they must all be overcome if change is

to be embraced. On the rational side, change may have some high costs in financial terms, for example, the purchase of new equipment, and in personal terms, for example, the replacement of familiar routines. One of the main reasons for resistance to change is a lack of trust for those proposing it. People also resent the intrusion and interference that accompany change programmes. Often, people deny that change is even necessary. Finally, many change efforts represent a change in values that people may resent and resist.

Although it may be impossible to address all of these types of concerns fully, successful change efforts must address most of them, or else apathy, lack of cooperation, and even defiance will doom the efforts.

Wart has demonstrated that people oriented competencies are core to the leadership endeavour. Wart has provided a valuable insight into the competencies that are vital and substantial in carrying out the leadership function. The focus of this study is to determine the extent to which the competencies Wart discussed were applied before, during and after the implementation of the public service reforms in Zambia, as no study has ever been taken in this area. This gap is what this study intends to fill.

Pollitt and Bouckaert (2004) have observed that public Management reform is a means to an end and not an end in itself. It is a means to multiple ends which include; making savings (economies) in public expenditure, improving the quality of public services, making the operations of government more efficient, and increasing the chances that the policies that are chosen will be effective. On the way to achieving these important objectives, public management reform may also serve a number of intermediate ends, including those of strengthening the control of politicians over the bureaucracy, freeing public officials from bureaucratic constraints that inhibit their opportunities to manage, and enhancing the government's accountability to the legislature and the citizenry for its policies and programmes. Pollitt and Bouckaert (2004) further explain that management reform frequently embraces changes to the systems by which public servants themselves are recruited, trained, appraised, promoted, disciplined and declared redundant. They go on to argue that a prominent feature of the last twenty years has been alarge optimism about the potential of management itself. Few boundaries seem to be envisaged for the excercise of this set of dynamic and purpotedly

generic skills. At the begining of the most intensive period of reform efficient management was seen as key to the national revival and management ethos ran right through public and private organizations.

Pollitt and Bouckaert argue that such optimism stand in contrast to an older tradition of speaking and writing about the running of public sector organizations, one that sees these activities as subject to a number of widespread, built-in and possibly inevitable limitations and trade-offs. In traditional, permanent bureaucracies, cautionary wisdom about such administrative constraints was built up; case by case and over time was used by seasoned career officials to warn politicians of the likely limitations of their proposed innovations. Since, the 1970s, however, in most countries implementing reforms these cautious administrators have phased out of fashion in preference for the 'can-do' executive. Furthermore in these same countries, a combination of downsizing, the spread of term contracts for senior officials, and higher rates of turnover of various categories of staff has operated to shorten institutional memories so that fewer and fewer in the organization are likely to know the precedents of ten or twenty years ago, or to wish to bring these inconveniences to the attention of their political masters. This literature is informative about the purpose of administrative reform. But it does not look at how the administrative behaviour of the leader, alternatively refered to as styles, affect the performance of the bureaucracy. It is part of the goal of this research to find out the nature of the public service reforms that the Zambian Government embarked on and the role leadership styles played during the design and implementation of the reforms.

According to the Government Strategy for the Priority Areas of the Public Service Reform Programme (PSRP) for the Period 2004-2008 (Government Strategy for the Priority Areas of the Public Service Reform Programme (PSRP) for the Period 2004-2008, 2004) the overall responsibility for achieving the objectives of the reforms lay with the leadership of the public sector. In the Zambian Public Sector, the following constituted the leadership group; the President, the Secretary to the Cabinet, the Deputy Secretary to the Cabinet, the Permanent Secretaries, Directors and Chief Executive Officers of Statutory Bodies. The above group was key to the management of the human resource in the public sector and therefore their administrative behaviour or styles had a bearing to the success or failure of the reforms.

Pollitt and Bouckaert (2004) argue that there are also legitimate benefits for those senior officials who, almost invariably, play important parts in shaping and implementing such initiatives. They may gain in reputation-indeed; make a career out of – "modernizing" and "streamlining" activities. In such instances the extent to which the leadership of the public sector is committed to the objectives of the reforms comes into question. Did they embrace the reforms for their own benefit or to improve the performance of their followers? As Maxwell (2007 (Rv)) has pointed out *"the bottom line in leadership is not how far we advance ourselves but how far we advance others"*. This is further clarification of leadership styles, a subject on which no existing literature in Zambia shows signs of coverage.

The Terms and Conditions of Service for the Public Service in Zambia define a Public Service employee as an individual who has a contract of employment with the government of the Republic of Zambia or its agencies (Terms and Conditions of Service for the Public Service in Zambia, 2003). Employees of the public service, therefore, make up its human resource. Human Resources refer to employees of an organization in terms of their skills, abilities, talents, knowledge and competencies that can be used to achieve the goals of their organizations. Human Resource Management refers to the activities that managers engage in to attract and retain employees and to ensure that they perform at a high level and contribute to the accomplishment of organizational goals. The PSRP leadership's role therefore was to make things better for the people who followed them.

Deputy Secretary to the Cabinet, Robert Mataka, describes the institutional arrangements that were put in place during the implementation of the reform programme as follows: *'The overall responsibility for ensuring effective implementation of the PSRP was vested in the Secretary to the Cabinet as head of the Civil Service who reported directly to the Head of State. However, the day to day management of the programme lay with the Permanent Secretary, Management Development Division (MDD) in Cabinet Office. The Professional staff under MDD played a facilitatory role in the introduction, installation and general implementation of the various stages of the programme. The Division's role was confined to that of ensuring effective participation by others and building consensus amongst those involved in and affected by the reform processes'*. (Mataka 2005)

Mataka further explained that an Inter-Ministerial PSRP Technical Committee comprising Twelve (12) Permanent Secretaries and chaired by the Deputy Secretary to the Cabinet which provides overall technical coordination and guidance was formed. However, Mataka admits that the Committee was ineffective and never used to meet. Mataka blames lack of meetings on conflicting commitments placed on the members by virtue of their positions as heads of respective Ministries. There were also ministerial and provincial PSRP Implementation Committees which reported to the respective Permanent Secretaries.

As stated above, the Secretary to Cabinet had overall responsibility for the implementation of the reforms. There is little attention paid to the extent to which effective leadership was exercised by the Secretary to Cabinet. To understand the Secretary to Cabinet's style of leadership we need to understand the context in which the reforms were carried out. What were the forces driving the reform process? To answer this question there is need to understand that Zambia, like many other countries in the world could not escape the effects of globalization. Governments in countries all over the world were implementing reforms of one kind or another. According to Pollitt and Bouckaert (2004) the forces driving the reform agenda included the following; global economic forces, socio-demographic changes, new management ideas and pressure from citizens. This resulted into socio-economic policies and new party political ideas that were adopted. As a consequence of this, the administrative apparatus had to be transformed in order for it to meet the changes in the environment. The extent to which top administrative behaviour has been applied to instigate structural and process change in public organizations is still an unwritten about area in Zambia.

Over a two-year period, the Public sector consortium (at the time known as the High Performing Federal Agencies Community of Practice) developed a series of system maps that illustrate the kinds of leadership dilemmas faced by public managers in a democratic society. For example, the need to show short-term results for a new administration tends to reward command-and-control leadership styles and complicates efforts to define a clear mission for an agency. The Consortium developed the maps to help leaders and the professionals who design leadership development programs to engage in dialogue about the systems and structures in their own organizations. The intention was to create opportunities for organizations to create

the structures and systems that supported quality public sector leadership. (Bishop 2004)

The leadership of the public sector therefore bears the responsibility of ensuring that the principles of consultation and inclusiveness, involvement and participation when designing and implementing reforms are adhered to. Leighton (2007) quotes Dyson, Chairman of Dyson International, as saying that one of the lessons of leadership is to *"make it very clear what you are doing and why you are doing it, publicly and internally"* while Adam Crozier of the Royal Mail[2] advises that "keep *things simple so that people understand what the organization is doing and why it is doing it. People will only change if they see where that change is taking them."*

According to the Department of Labour, more than 100 work stoppages were recorded in the public sector between 1993 and 2005. In the year 2003 alone a total of 41, 569 public service employees downed tools resulting in a loss of 734, 060.50 man days (Ministry of Labour Annual Reports, 1999-2005). Although the reports from the Ministry of Labour reveal that the reform period in Zambia was characterised by Industrial disputes, they do not give the factors that may have given rise to such a state of affairs. However, it can be assumed that the ranks and file of the public sector employees were not in tune with the changes that were taking place and as such they attempted, through industrial action, to disrupt the reforms.

The above view is supported by Dessler (Dessler 2005) who observes that the urge to unionize often seems to boil down to the belief that it is only through unity that they can get their fair share of the pie and also to counteract the whims of management. According to Dessler (ibid), a study that was carried in the United States of America on the reasons for unionizing, it was found that workers do not just unionize for the purpose of getting more pay or better working conditions, though these are very important. It was further found that, in fact weekly earnings of union members were already higher at the time of joining a union than those of non union members. In practice therefore, low morale, fear of job losses and arbitrary management actions maybe the result of negative leadership administrative behaviour which this study

---

[2] Adam Crozier, Chief Executive Officer of the Royal Mail at the time was one of the leaders Leighton interviewed during the compilation of his book "On Leadership: Practical Wisdom from the People who know." See bibliography

intends to investigate.

Carolyn McCall, Chairman of the Guardian Media Group gives an insight into her success in changing her organization, *"I don't want everyone to come to head office, and I don't like the whole concept of head office. Going out to talk to everyone, not just directors, in their place of work is the only way to truly understand what is going on. That is the way to both support and challenge the business"* (Leighton 2007). Can the same be said about the Zambian PSRP?

Mataka (2005) blames the failure to achieve the set targets on the lack of managerial capacity in the public sector. He observes that although the formulation and development of the programme underwent various stages in order to create consensus and commitment among stakeholders there was little attempt to simultaneously develop the institutional and managerial capacity for implementing the exercise. Dawn Airey, former Managing Director of Sky networks advises that *"one person, one chief executive cannot change an organization. They have to empower all of their people"* (Leighton 2007). Dawn Airey's observations are some of the shortfalls this study wishes to investigate in this country.

The Health Care Innovation Unit (HCIU) and the School of Management in the United States of America, undertook an empirical investigation into the impact of Leadership Development for NHS middle-management staff. The cohort was a cross-disciplinary mix of clinical and management personnel from 17 National Health Service (NHS) organizations in Hampshire and the Isle of Wight in the United States of America. The research focused on evaluating the impact of development intervention (capacity building) on individuals and their organizations. The aims were to identify if such an intervention changes the thinking and behaviour of staff and their organizations, without losing sight of evaluating the costs and benefits of a development programme. The results showed that the intervention had a substantial impact on the individuals taking part. The participants reported improved self-confidence, more reflective and broader thinking, a heightened sense for other people's behaviour and actions, and some participants also reported the acquisition of useful management tools to initiate and deal with change and its inherent challenges (Tucker, 2004). No such empirical study has been conducted in Zambia, hence this proposed study.

In a paper presented to the Training Workshop on Organization Sizing by Kaluba (Kaluba 2008)it

was pointed out that in recent years several African countries had implemented far-reaching public service reform measures. These reforms have touched every aspect of the continent's public service life. Kaluba has further explained that the focus of the reforms has been on the following:

- Accessibility to the service; here the focus is on how soon and at what cost could the citizens expect to get essential public services when they needed them.
- Speed or promptness of the service; here the focus has been on the length of time it took to provide essential public services.
- Simplicity of service procedures; here the focus has been on the number of decision levels that were required before final approval could be given for the service to be provided, the sequence and logic of operations, the range and complexity of forms that require to be filled in order to access service the service.
- Courtesy and politeness of service providers; here the focus has been on the attitude, countenance and general disposition of service delivery agents.
- Accountability and responsibility for action; this focussed on the credibility of internal fault finding and reporting and investigations mechanisms.
- Responsiveness; this focussed on the adequacy of the service to fulfil needs of the clients.
- Transparency and due process; this focussed on the measures instituted to eliminate double standards and to open decision making processes to scrutiny.
- Adequacy and reliability of information; this focussed on measures taken to guide clients on how and where to access services and providing responses to queries.
- Equity; this focussed on ensuring fair access to services by all those who need them.
- Security and dependability; this focussed on the safety of the clients property and the integrity of the system.

Kaluba further points out that the scope, direction and impact of the reforms in Africa have been:

a. Resuscitation of basic ethos of the public service.

b. Review of human resource policy and practice.

c. Rationalization of pay and grading structure and the introduction of performance and productivity related pay.

d. Labour redeployment and redundancy management.

e. The introduction of "customer care" initiatives.

f. Improvement of records and information management systems.

g. Revitalization of local government and decentralized agencies.

h. Implementation of anti-corruption measures.

Kaluba argues that the implementation of the above reforms has not been without difficulties. He points out that for the reforms to work the African public service leaders have had to build broad based national and regional coalitions and channelling energies towards the realization of their countries' visions. In doing so the African public service leadership has had to contend with the following challenges:

- Internal and external conflicts.
- Low economic performance.
- Poor macroeconomic management.
- Unbridled lust for power and the growth of unscrupulous careerists.
- Inter-group cleavages that hampered real growth and development.
- Poor governance systems.
- Weakened trust in government as an institution.
- Poor service delivery.
- Lack of creativity and innovation and aggressive pursuit of excellence.
- Conflict prevention and management.
- Development crises posed by HIV/AIDS pandemic.
- Human capital drain.
- Private sector development.
- Regional cooperation integration.
- External debt burden.
- Globalization.

- Trade flows and negotiations.
- Information revolution and scientific and technological progress.
- Resource flow to Africa.
- Growing interest in decentralization.
- Broadening and strengthening of local government capacity.
- Addressing the issue of gender equality.

Kaluba has given an insight into the reform process in Africa. However, his paper has not discussed the role leadership styles have played in achieving the goals of the reforms in Africa in general and Zambia in particular. This is the gap that this study intends to bridge.

The Tanzanian Civil Service Reform programme was also launched in 1993. On a comparable basis the Tanzanian reforms seem to have moved at a much faster pace its Zambian counterpart. According to Mohammed Halfan (Halfan 2005), a lecturer at the University of Dar-es-Salaam, the Tanzanian reforms adopted a strategy where the staff remaining after the rationalization exercise underwent a capacity building process that entailed skill improvement, administrative re-tooling, and gender mainstreaming, and also enhancing the capacity of top civil servants to manage the change process. Halfan observed that the ultimate orientation of the reconfigured Tanzanian system lay in the direction of a customer driven agency. The necessity of undertaking such a shift seemed to be a critical concern relating to the viability of promoting the "new public management" principles within the context of the Tanzanian administrative history. (Halfan 2005)

Although Halfan has highlighted some achievements in the Tanzanian public sector reforms, he has not singled out the role the public sector leadership played in carrying out the reforms. In fact he attributes the success to practices borrowed from the private sector.

The Zambian public sector reforms on the other hand seemed not to have been as successful as the Tanzanian reforms. According to the findings of a study that was conducted by the Political and Administrative Studies Department of the University of Zambia on behalf of the Zambian government in the year 2004, about 50 percent of Zambians expressed dissatisfaction with the performance of the Public Service. Corruption, bureaucracy, inaccessible services, quality and the cost of services were identified as the major problems. This study intends to depart by

investigating how leadership behaviour affects the performance of followers.

Although the study highlighted the challenges that the Zambian public sector faced, it did not make an attempt to establish the underlying factors that were contributing to the problems facing the sector. It merely pointed out that there were performance problems in the public sector.

In his April 2006 column, Ray Blunt asserts that not enough government agencies focus on the leadership development activities with the highest impact: challenging, work-based experiences and significant interaction with senior leaders. "Leaders learn to lead," he says, "in the classroom of experience with senior leaders." (Tucker 2004)

It is a well accepted fact that conflict between management and staff in an organization is unavoidable. This is due to the conflicting interests between the two groups. Salamon (1992) buttresses the point further when he explains that the genesis of industrial relations is the existence of conflict; if it did not exist, regulation would be simple, automatic and imposed. He goes on to explain that the latent conflict of interest which provides the core of industrial relations can arise from either the micro level of the organization (the economic exchange i.e. wage/work bargain and the managerial systems of authority and government) or the macro level (the fundamental divisions and differing values in society.)

The transformation of latent conflict into manifest conflict may take different forms as follows:

1.   It may be expressed in a relatively hidden, unorganized and an individual way through low employee morale, high labour turnover, absenteeism and so on.

2.   It may be expressed in an overt, constitutional form, on an individual and/or collective basis, through the established procedures and institutions of industrial relations (e.g. the grievance procedure and collective bargaining machinery).

3.   It may be expressed in the form of industrial pressure (e.g. strikes and other forms of industrial action). This is commendable contribution to reasons for industrial conflict. But performance of the bureaucracy arising from leadership styles has not been touched on.

Salamon has illustrated that the input-output model derives from the acceptance that, to be functional, the conflict of interest has to be reconciled through some form of processes and institutions. To reconcile the conflict of interest between employees and employers public

service organizations require managers with good leadership qualities (Salamon ibid).

Cole describes what has come to be called as the "Hawthorne effect". This is a term used to describe changes in productivity and motivation arising primarily from the attention given by management to employees concerned, rather than by any changes in employment conditions, such as bonuses or hours of work. The term derives from the experiments that were carried out at the Western Electrical Company at Hawthorne in the United States of America by Elton Mayo and his colleagues. The Hawthorne experiments proved that men are not atomistic or voluntaristic creatures, but are motivated by a variety of factors (not purely economic) in work, and are influenced by their environment (Cole 1997) .

From the findings of the Hawthorne experiments, we can make an assumption that if the reforms did not take into account the work relationships that grow out of the mutual interactions of managers and employees the reform process may run into problems. However, the focus of the Hawthorne experiments was to prove that man is not solely motivated by economic gain alone but that he has also some social needs which require being attended to if his productivity is to increase. Whether this is the case in Zambia or not, was the concern of this study.

Many managers are using empowerment as a tool to increase their effectiveness as leaders. The Gallup Organization has studied "C-level" executives in organizations and how they respond to their top leaders. They asked chief nursing officers, chief operating officers, chief financial officers, senior vice presidents, and people in similar roles to describe their experience as a part of their leadership teams. Their candid, sometimes brutally honest, responses during interviews highlight a growing problem in organizations. In their opinion, 'Effective leaders are scarce'. In conclusion, the Gallup Organization stated that, *'leaders who are effective in leading other leaders are even rarer'* (Tucker, 2004).

 The reviewed literature shows a big gap in existing knowledge, since nothing so far has been written about the significance of leadership styles in relation to improving the performance of the administrative machinery in Zambia.

1.7   Methodology

1.7.1 Study Design

The study used an Evaluation Research Method. This method was selected because the objective of the study was to determine the extent to which the actions taken by the leadership of the public sector led to the realization of the PSRP goal. The findings of the research are based on the perception of leader-followers. The questionnaire comprised a set of questions that were developed and designed to measure various leadership styles and the effect of the styles on the followers. The findings drawn from primary data were collated with the findings from secondary data and conclusions were made.

The leadership styles that were measured included the following; lasser Faire, directive, supportive, participative, delegative, achievement oriented, inspirational, external and a combined style. Cultural factors that had a bearing on leadership styles were also considered in the study. These included elements of; power distance, team work Vs individualism, masculinity Vs femininity, uncertainty avoidance and short-term Vs long-term orientation.

In order to obtain an up-close insight into the conduct of the reform process, a partial case study method was applied during which three interventions that were part of the reform programme were selected for detailed study. The three interventions were the Public Service Voluntary Separation Scheme implemented in the year 1996, the Implementation of the Annual Performance Appraisal System (APAS) and the conversion of the Department of Roads under the Ministry of Works and Supply into an Executive Agency. The study investigated the styles of leadership that were applied by the public service leadership in implementing the two interventions.

The study used value judgement based on five (5) criteria. These five criteria are as follows:

a. Relevance; this criterion took into consideration the validity and necessity of a particular leadership style to the purpose and goal of the reform programme and was used to determine whether the style was appropriate given the actual demands of the prevailing situation.

b. Effectiveness; this criterion took into consideration whether the application of a particular leadership style positively or negatively contributed to the implementation of the reform

programme.

c. Efficiency; this criterion took into consideration whether or not the application of a particular leadership style resulted in the economic utilization of public resources. The main focus was on the relationship between the leadership style and the performance of the subordinates.

d. Impact; this criterion took into consideration the effects of a particular leadership style on the behaviour (short and long term) of the subordinates whether direct or indirect, positive or negative, intended or unintended.

e. Sustainability; this criterion took into consideration whether the effect of the leadership style continued even after the implementation of the reforms.

Although the study tried as much as possible to use primary data, due to limitations in the scope of the study, some of the findings on the actual performance of the public sector during the reform process has been determined mostly by the use of secondary data.

1.7.2 Sources of Data and Collection Instruments

A. Primary Data

I.   The research drew samples at different intervals resulting in a multi stage cluster sampling design. The first sample of ten (10) units was drawn from a population of government ministries, departments and institutions. The second sample of one hundred (100) units was drawn from a population of employees on the staff establishment list of each of the ten selected government ministries, departments and institutions. Proportional stratified sampling was used to pick a sample of 10 employees from each institution making a total of 100. This was done in order to ensure that the sample was as much as possible reflective of the population. However, it should be noted that due to logistical constraints, the sample was restricted to Lusaka based public service employees. Structured questionnaires were administered to all the employees in the sample. Out of the 100 questionnaires administered, 93 were received back duly completed. A sample of the questionnaire is attached at Appendix

'A'.

II.   Another method used in the study was the personal interview. Senior Officials in the Management Development Division, Public Service Management Division and the Ministry of Finance and National Planning were interviewed for the purpose of obtaining an insight into the design and implementation of the Public Service Reform Programme. Permanent secretaries and human resource directors in the ministries/government institutions were interviewed for the purpose of determining their approach to human resource management. Finally union officials from the public sector, were interviewed for the purpose of determining the level of interaction between the public service leadership and their employees' representatives.

III.   The third method that was used was the observation method. The researcher visited the ministries/institutions in the sample for the purpose of witnessing firsthand the behaviour of leaders towards their follower. The specific areas of focus were reception areas, canteens, car parks and funerals. The study also greatly benefitted from the proceedings of the Development of a Right Sizing Guide for the Public Service Workshops that were held from 17th to 18th July, 24th to 25th July and 31st July to 1st August 2008 in Lusaka at the Dream Valley Lodge. Participants to the workshop were directors drawn from all the line ministries. The researcher participated in all the three workshops.

B. Secondary Data

Records and reports by government institutions and other documents relevant to the study were further sources of data.

1.8   Data Analysis

Data obtained from the research findings was analysed using several methods of analysis. Primary or raw data was analysed with the aid of the SPSS computer software programme while secondary data was analysed manually.

1.8.1 Number of Variables

In cases where the focus of the research was to describe one characteristic of the sample at a time, a univariate (one variable) method of analysis was used. However, in cases where the

focus of the research was to describe the relationship between two variables, a bivariate (two variables) method was used. Multivariate techniques were also used in cases where three or more variables were being described.

1.8.2. Levels of Measurement

The levels of measurement of the variables that the research used varied as follows;

a. **Interval level**; in this level of measurement the categories were ranked from low to high in a meaningful way, such that it was possible to specify the difference between the values, for example the variables 'age' and 'years of service' were measured at this level.

b. **Ordinal level**; in this level categories were ranked from low to high but without specifying in numeric terms how much difference there is between the categories, for example 'educational' and 'professional' qualifications were measured at this level.

c. **Nominal level**; in this level different categories did not follow any set rank order, for example the variables 'marital status' and 'nature of employment' were measured at this level.

1.8.3 Descriptive Statistics

Descriptive statistics were used to summarise the findings of the research. In this regard the findings from the analysis have been presented in three broad ways as follows:

a. **Tabular Analysis**; in this analysis the findings have been presented using tables such as frequency tables and cross-tabulation tables.

b. **Graphical Analysis**: in this analysis the findings have been presented using graphs such as bar and pie charts.

c. **Statistical Analysis**; in this analysis the findings have been provided as a summary of information contained in a set of cases. These are frequently a single number and are mostly an average (mean) of a category.

1.9   Problems Encountered during the Research

a. **Limited access to sources of information;** the focus of the study is the public service. The procedure for obtaining information from the public service is cumbersome. The researcher

often encountered unnecessary delays in accessing information. In some cases access to certain information was denied altogether.

b. **Non availability of key sources of information;** the researcher often required to interact with public officials at different levels in the management of the public service. However, access to officials was often problematic as they had busy schedules.

Notwithstanding the problems encountered in accessing information, the study benefited a lot from the status of researcher as a public officer. Most of the problems encountered were mitigated with the help of the researcher's employers who provided the necessary support such as, introductory letters.

2.0 THE CONTEXT OF THE PUBLIC SERVICE REFORMS IN THE ZAMBIAN PUBLIC SERVICE

2.1 INTRODUCTION

In the early 1990s, the government of the Republic of Zambia embarked on a political and socio-economic reform process that entailed democratising the political system and liberalising the economy. The political reforms gave impetus to public demand for good governance, transparency and accountability.

In an effort to ensure effective implementation and coordination of the reforms, the Government launched the Public Service Reform Programme in 1993, whose aim was to provide a framework for restructuring its public service. The overall goal of the public service was "To improve the quality, delivery, efficiency and effectiveness of public services to the people of Zambia." (Public Service Reform Programme in Zambia 1993)

2.2 UNDERSTANDING THE CONTEXT OF THE PUBLIC SERVICE REFORMS

Implementation of the reform programme during the first few years did not achieve most of the desired results, mainly due to inadequate funds to support the various interventions that were being undertaken. The implementation of the reforms required investment of heavy resources which the government alone could not meet. This was recognised by the government and it was for this reason that cooperating partners were invited to participate in the implementation of the reform activities, either directly through the provision of financial support, or indirectly through the provision of technical support (Public Service Reform Programme in Zambia ibid).

Cooperating partners came to the aid of government by supporting the reform programmes through a number of interventions. These included, among others, the Agriculture Sector Investment Programme (ASIP), the National Capacity Building Programme for Good Governance (NCBPGG), the Health Sector Reform Programme, the Basic Education Sub Sector Investment Programme, the Financial and Legal Upgrading Project (FILMUP), the Road Sector Investment

Programme (ROADSIP) and the Public Service Capacity Building Project (PSCAP). One of the major interventions was the Public Service Capacity Building Project which was designed as a long term strategy to reform the public service. This study has focussed more on PSCAP since it was designed specifically to support the Public Service Reform Programme.

According to the Government Strategy for the Priority areas of the Public Service Reform Programme (PSRP) for the period 2004 -2008, PSCAP was a thirteen year project broken down into three phases (Government of the Republic of Zambia 2004). The first phase, which became operational in the year 2000, was scheduled to close at the end of 2004. It focused on the following outputs:

a. Right sizing and Pay reform of the Public Service.
b. Policy and Public Service Management.
c. Financial Management, Accountability and Transparency.
d. Legal and Judicial Reforms and;
e. Decentralization and participatory governance.

2.2.1 Policy Context

Since 2002, four major policy frameworks provided the policy framework for implementation of the government developmental and reform efforts. These were:

- The Poverty Reduction Strategy Paper.
- The Transitional National Development Plan.
- The medium Term Expenditure Framework and,
- The National Decentralization Policy.

2.2.2 Implementation of the Public Service Reforms

1. Management
The management arrangements for the implementation of the PSRP were as follows;

a. A Management Committee that was chaired by the Minister of Finance and National Planning provided policy direction to the public service reform programme. There was a

Steering Committee that was chaired by the Secretary to Cabinet which was charged with the responsibility for overseeing and supervision of the reforms. Under the Steering Committee, there were projects or focus groups (committees) which were charged with the responsibility of dealing with detailed project/programme activities in the various sectors. The focus groups were headed by permanent secretaries/chief executive officers.

b. The actual implementation of the PSRP, which involved restructuring of government ministries/institutions and institutionalising the Performance Management System (PMS) was spear headed and carried out by the Management Development Division (MDD) of Cabinet Office.

c. The Public Service Management Division (PSMD) was the lead institution in the implementation of human resource and pay related activities in the reform programme, while the Ministry of Finance and National Planning was the key institution in the implementation of reforms related to expenditure management in the public service.

d. The day to day management of the reforms were coordinated by a PSRP Secretariat that was co-chaired by the two permanent secretaries from PSMD and MDD.

e. PSCAP served as the main financing mechanism for basket funding. Funds committed under *the pooled funding arrangement were channelled directly to PSCAP and deposited in a* designated bank account under the control of Cabinet Office. The funds were used towards approved activities under the programme. Some donors had specific interest in only one or two of the three components or specific sub-components and as such preferred direct funding to those activities.

2. Approach

a. According to the Management Development Division, the reforms were implemented in a three phased manner. When a government Ministry/Institution was targeted for reforms, contact was made with the concerned permanent secretary/chief executive officer. The Ministry was asked to undertake a management audit of its performance in the execution of its mandate. Thereafter, a strategic planning workshop facilitated by the MDD would be conducted for the ministry/institution concerned. Participants comprised senior managers

representing all the key areas of the ministry/institution. A Strategic Plan for the concerned ministry/institution would then be developed.

b. Once the Strategic Plan was developed and approved, another workshop facilitated by the Management Development Division would be arranged, this time to develop an appropriate structure that would support the implementation of the ministry/institution's Strategic Plan. Participants would still be the same senior managers that participated in the earlier workshop. Once a structure was agreed upon between the Ministry and MDD a Restructuring Report was prepared. The report was sent to the Secretary to Cabinet for approval.

c. After the approval of the Restructuring Report the final workshop was held, this time to develop job descriptions for the positions in the Restructuring Report. Once the job descriptions were approved the Report was sent to the respective ministry/institution. The ministry/institution would seek Treasury Authority to implement the structure through the Public Service Management Division. Once Treasury Authority was given the implementation of the structure would start.

d. Since the mandate of recruiting personnel to the public service lay with the service commissions, the respective commission would be notified through the PSMD. The respective commission would then proceed to recruit personnel on behalf of the ministry/institution concerned. Previously, all the posts in a restructured ministry or institution used to be advertised such that employees deployed in the particular ministry would compete with outsiders. However, in recent years, the approach has been different, whereby only those posts that could not be filled up internally were advertised.

e. Once the posts were filled a Performance Management Package was introduced to facilitate work planning. This marked the end of the restructuring process in the ministry.

The study found that all but two ministries had since gone through all the phases of restructuring discussed above. However, the study found that none of the provincial administrations had commenced restructuring, although district organizational structures were being developed at the time of the study.

3. Voluntary Separation Scheme

In 1997 the government introduced a Voluntary Separation Scheme where public service employees were encouraged to volunteer to be separated from the public service after which they would be paid an appropriate severance package. The Voluntary Separation Programme was one of the strategies government adopted to remove excess staff from the public service thereby reducing the size of the public service. The scheme was introduced via a Cabinet Circular inviting willing employees to volunteer to be separated from the public service. In this regard close to 11000 public service employees were separated from government using this approach.

4. Hiving Off

Some government departments/institutions were hived–off so that they could operate as self sustaining executive agencies. Hiving off entailed de-linking and granting semi-autonomous status to government departments and institutions with a view to make them operate on a commercial basis. Notable among the institutions/departments that were hived off were; the Department of Roads under the Ministry of Works and Supply, the Department of Technical Education and Vocational Training under the Ministry of Science, Technology and Vocational Training, the Wildlife and National Parks Department under the Ministry of Tourism and Natural Environment which was turned into the Zambia Wildlife Authority and the National Institute for Public Administration, among several others.

In addition some institutions such as the Judiciary, the Legal Aid Department and the Directorate of Public Prosecutions were granted autonomous and semi-autonomous statuses respectively.

5. Performance Management

a. Prior to the launch of the reform programme, performance management in the public service was not regarded as a priority area. The system in place at the time was an instrument called Annual Confidential Report. Although, the system required that each public service employee was appraised by his supervising officer at least once every year, the study found that this was not the case as performance appraisal was only carried out to

determine an officer's suitability for promotion or for admission to the permanent and pensionable establishment. In this regard, the study found that an officer could stay for as long as five years in some cases without his or her performance been appraised. The study also found that performance appraisal at the time was secretive and did not allow a positive interaction between the employee and his or her supervisor. This had the tendency of creating suspicion between the two parties. Finally, the study found that although, the performance management system was supposed to be linked to the pay system such that only those whose performance was satisfactory would be awarded an annual increment; the study found that in practice granting of annual increment was automatic. The study found that the annual increment was linked to an officer's appointment date or the date of promotion. The salary would be adjusted automatically once this date was due.

b. Following the launch of the reform programme, a new performance management package called the Annual Appraisal System (APAS) was introduced. The system involved an approach where both the supervisor and the employee agreed on targets. The employee was then appraised on how far he had gone in meeting the set targets. The supervisor then submitted the form to the permanent secretary for approval. Thereafter the appraisal form would be sent to the permanent secretary for the Public Service Management Division who in turn would decide whether to award the employee an annual increment or to withhold it from the employee concerned. However, the study found that even the new system was not operating as expected. In this regard the study found that employees were rarely appraised and that the appraisal only tended to be carried out when an employee was due for promotion or when they were being admitted to the permanent and pensionable establishment.

c. One major weakness of the new system was that public service employees could not get their annual increments without being appraised, yet nothing was being done by the public service leadership to ensure that each public service employee was appraised at least once in a year. In this regard the study found that employees were being disadvantaged through no fault of theirs. The problem lay with their supervisors, who were not keen to appraise their performance.

A detailed discussion of the performance management system follows later on in the report.

6. Right Sizing

According to the Government Strategy for the Priority areas of the Public Service Reform Programme for the Period 2004-2008,the need to right-size the public service to sustainable levels and enhance performance and quality of service delivery had been under government consideration since the early 1970s when the effects of the oil crisis forced the government to re-examine the bloated, inefficient, ineffective and unresponsive public service (Government of the Republic of Zambia 2004). However, it was not until 1993 that right-sizing, pay reform and performance management assumed a centre stage in the reform of the public service. Right sizing entailed coming up with appropriate structures that would support the various ministries and institutions to achieve their strategic goals. The aim was to ensure that all ministries and institutions had structures and staffing complements which were appropriate to their mandate and were affordable in relation to their budget ceilings. The Management Development Division was responsible for implementing the right sizing component of the reform programme.

Through the re-definition of functions and refocusing of roles of government ministries and institutions, as well as divesting of non-core functions, the size of the public service reduced from 139,000 in 1997 to about 104,000 in the year 2000 before rising to 120,000 by December 2003. However, the study found that savings that were achieved following the abolition of some posts in some ministries were negated by the creation of posts in other priority areas such as the Ministry of Health, the Police Service and the Ministry of Education.

The Government Strategy for the Priority areas of the Public Service Reform Programme for the Period 2004-2008 Report further explains that between 1997 and the year 2000, two studies were undertaken by Bannock and KPMG to assist government establish the levels and direction of the required size of the public service as input into the right-sizing efforts. The Bannock consultancy (1997) demonstrated that, if the government wanted to decompress salaries so that senior staff could be paid competitive salaries and sufficient funding was to be made

available for Recurrent Departmental Charges (RDCs), then staffing in the public service had to be reduced to 80,000. According to the report, the government initially agreed to this target at the 1997 Consultative Group meeting. However, the government later reneged from this position on the basis that the target was not sustainable after it was established that the number of teachers, health staff and the police, whose numbers could not be reduced amounted alone, to 80,000. Instead the government opted for a target of about 117,000 which represented the sum of the restructuring plans prepared under the leadership of Cabinet Office.

7. *Payroll Reform*

The study found that prior to the reform programmes; the establishment and the payroll were not linked. This made the management of the wage bill to be difficult because it facilitated unauthorised recruitment. According to the Government Strategy for the Priority areas of the Public Service Reform Programme for the Period 2004-2008 Report, the establishment and the payroll were not effectively linked such that assessment of progress on right-sizing was focussed on the size of the payroll without adequate consideration of the establishment. Consequently, in cases where a ministry had full staff compliments, a reduction in the size of the establishment led to a corresponding reduction on the payroll. This was, however, not the case where a ministry had large numbers of vacant posts. A decrease in the establishment would not necessarily translate into a decrease in the size of the payroll, especially where the ministry decided to fill up the vacant posts at the same time.

As a way of solving the problem, the government implemented the Payroll Management and Establishment Control Project (PMEC). In addition a new Establishment Register with unique codes was created to enhance the link between payroll and the establishment and to reduce the discrepancy between the two.

2.2.3 Human Resource Management in the Public Service

i.   Terms and Conditions of Service
     Policies and regulations governing human resource management in the public service were contained in the following documents which were issued by Cabinet Office;

- Terms and Conditions of Service for the Public Service.
- The Disciplinary Code.
- Service Commission Regulations.

In order to ensure that policy decisions and directives affecting the operation of the public service were uniformly applied throughout the public service, Cabinet Circulars were issued from time to time by the Secretary to the Cabinet and/or on his behalf by the Permanent Secretary of the Public Service Management Division. Respective Permanent Secretaries/Chief Executive Officers re-issued the circulars for the benefit of their respective employees.

In addition to the above documents were Cabinet Circulars that were issued from time to time.

ii.   Central Control

Human resource management in the Zambian public service was centrally controlled at Cabinet Office, through the Public Service Management Division. The ultimate authority on human resource management in the public service lay with the Service Commissions which acted on behalf and in the name of the President. There were Four (4) Service Commissions as follows;

- Public Service Commission.
- Teaching Service Commission.
- Police and Prisons Service Commission.
- Judicial Service Commission.

The procedure was such that Permanent Secretaries submitted recommendations on staff matters such as, recruitment, promotion, discipline, transfer and retirement to the Public Service Management Division of Cabinet Office for onward submission to the respective Service Commission. In addition, payment of salaries to public service employees was centrally administered by Cabinet Office. In this regard, Cabinet Office bore the responsibility of negotiating conditions of service with the public service unions. Once an agreement was reached, a circular was issued announcing the new salaries.

iii.   Recruitment and Placement

The Public Service Management Division had the overall responsibility for the recruitment and placement of public service employees. However, the Ministries of Health, Education and Home Affairs enjoyed some autonomy in the recruitment of health personnel, teachers and prisons and police officers respectively.

The procedure was such that when a position fell vacant in a particular Ministry, the Permanent Secretary concerned had three options on how to fill the position. First he/she could seek authority to employ from PSMD indicating the number and titles of the posts that were supposed to be filled. PSMD would verify and after confirming that the positions were funded would grant authority accordingly. The Ministry/institution concerned would then proceed to invite candidates to apply for the job. Thereafter the appropriate selection process would follow resulting in the successful candidate being offered the job. This process was usually followed where junior positions were concerned.

The other option was to identify a suitable candidate from among the serving officers who could then be recommended for promotion. If approved, the recommended candidate filled up the vacant position. The last option was where the permanent Secretary requested the PSMD to fill the position. In this case the PSMD would either identify a suitable candidate from within the public service or would advertise the position in the press.

In the case of teachers, health personnel and police and prison officers, PSMD merely decided on the numbers that should be employed but the respective ministries normally handled the recruitment on their own. However, PSMD often assisted with the selection process.

Regardless of the method used, a Service Commission had to authorise the appointment in order for an officer to become permanent and pensionable.

iv.   Promotion

Promotions were normally made by the Service Commissions upon recommendations made by respective permanent secretaries in ministries. In a number of cases the criterion used was seniority, although academic and professional qualifications often played a role. However, the

criterion used for promotion was not always consistent as can be seen from the findings of the study where 32.3 percent of the respondents said that rewards, including promotion, were based on criteria other than merit while 39.8 percent said that rewards were based on merit. 28 percent were not decided.

v.   Discipline

The Public Service Disciplinary Code provided the framework through which matters pertaining to disciplining of public service employees were handled. The disciplinary process normally started with the supervising officer of the employee concerned bringing up an appropriate charge against the employee. The employee was given a specific time in which to respond to the charges. Thereafter the charge letter together with the employee's response would be submitted to the respective permanent secretary who, depending on the gravity of the matter, would take action. In serious cases the permanent secretary would suspend the employee concerned and thereafter recommend appropriate action to the respective Service Commission who would determine the fate of the employee. Normally the employee was entitled to be represented by a union member during a disciplinary hearing.

vi.   Transfers

Permanent secretaries in the line ministries had the authority to transfer employees between departments within the ministry. However, transfers between ministries could only be implemented through the Public Service Management Division.

vii.   Retirement

The Statutory retirement age for public service employees was fifty five years. About three months before attaining the retirement age, an employee was required to notify his permanent secretary who in turn would notify the Public Service Management Division. The Public Service Management Division, upon satisfying itself that the officer was indeed due for retirement, would recommend for the officer's retirement to the appropriate Service Commission. Once approved, the concerned officer would be retired accordingly.

However, the study found that there were a number of public service employees that had attained the statutory age of fifty-five, but had not yet retired from the public service. The

Public Service Management Division blamed the occurrence of such cases on poor record in the public service.

The officer would then be cleared by the appropriate ministry/institution, after which his files would be sent to the Public Service Pension Fund for payment of retirement benefits.

2.2.4 General Characteristics of the Public Service

a. Size

At the launch of the Public Service Reform Programme in 1993, the size of the public service was estimated to be 180,000, comprising about 75,000 civil servants, 26,000 Local Authorities employees, 45,000 non joint council employees and 34,000 classified daily employees. Following the launch and implementation of the reforms, the size of the public Service reduced to 139,000 in 1997. It further reduced to 104, 000 in 2000 before rising to 120,000 by December 2003.

b. Organisation

The President of the Republic of Zambia is the executive head of the public service. The President was also the head of the Cabinet. The public service was organised into ministries, departments, provinces and semi-autonomous agencies. Each ministry was headed by a Cabinet Minister, apart from the Ministry of agriculture which had two Cabinet ministers, though this was supposed to be a temporary arrangement. The Ministers were political appointees and were directly responsible to the President. They served at the pleasure of the President and he could dis-appoint them without disclosing any reasons for doing so. The Ministers were also answerable to Parliament for the operation of their respective Ministries. During the study period, the size of the Cabinet was twenty five. There were twenty two Ministries in total. The Attorney General was an ex-officio of Cabinet and was also the legal advisor of government.

The civil head of the public service was the Secretary to the Cabinet who was answerable to the President. The Secretary to the Cabinet was assisted by two deputies, one in charge of administration while the other was in charge of economic affairs and permanent secretaries in

charge of ministries and provinces. In addition, there were four permanent secretaries in Cabinet Office each heading a specialised division.

Permanent secretaries were the civil heads of ministries and provinces, apart from the Ministry of Finance and National Planning which was headed by a Secretary to the Treasury. Within ministries there were departments which were headed by directors. The number of departments depended on the size of the ministry and the nature of services provided. Some ministries, such as the Ministry of Health had about eighteen thousand employees while others such as the Ministry of Justice only had about three hundred employees.

There were nine provinces in total. The political head of the province was the Provincial Minister who was the equivalent of a Deputy Minister. The Civil head of the province was the Provincial Permanent Secretary. Various line ministries had departments at the provincial level and these were headed by Provincial Heads of Department. Provinces were further sub-divided into districts and each district was headed by a District Commissioner. There was a two tier system at the district level. There were civil servants who fell directly under the supervision of their respective line ministries. Then there were council employees who fell under the jurisdiction of the councils. At the time of the study, a draft Decentralization Implementation Plan had been developed to support the Decentralization Policy which the government approved in 2004, but was awaiting final approval by the government. The Plan intended to devolve some of the functions of the line Ministries at the district level to the Local Authorities.[3] It was expected that after the implementation of the plan, some of the line ministry staff at the district level would transfer to the jurisdiction of the district councils. The study found that the type of decentralization that was prominent was the de-concentration type where central line ministries delegated the performance of some activities at the lower level to district officials but still retained the overall control at the centre.

Semi-autonomous bodies were headed by chief executive officers whose titles varied from agency to agency.

---

[3] Draft Decentralization Implementation Plan.

c. Age and Marital Status

The study found that the majority of the respondents were in the 30-39 age groups which represented 53.8 percent of the respondents. The second largest age bracket was the 40-49 bands which had 28 percent of the employees. The 20-29 and the 50-59 bands each had 8.6 percent of the employees. Only 1.1 percent of the employees were above 60 years of age. The study further found out that gender distribution of the respondents was 55.9 percent male and 44.1 percent female.

Below is a Bar Chart showing the age categories of the public service employees as per the findings of the study:

Age Categories of the respondents

Age Class	Percentage
20 - 29	
30 - 39	
40 - 49	
50 - 59	
60 and above	
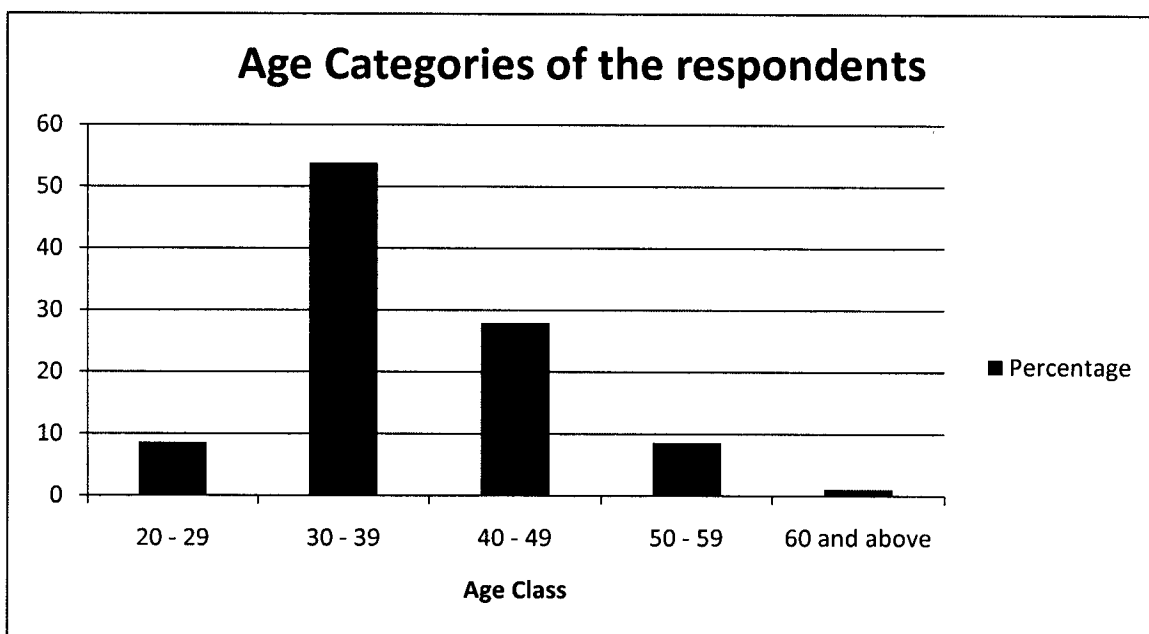
August 2007

From the findings of the study as shown in the table above, the majority of the Zambian public service employees are younger i.e. below 40 years of age. This may be attributed to the ongoing reforms which have seen the older crop of workers leaving the public service owing to inability to meet the minimum qualifications that were required for appointment to most of the positions in the public service. Another factor contributing to the relatively young age of the public service employees is the HIV/AIDS scourge which has afflicted a good number of public

service employees. There were insignificant differences in the age groups between males and females.

The study further found that the majority of the public service employees were married. In this regard about 73 percent of the respondents said that they were married while 6.5 percent said that they were widowed. Only 20 percent of the respondents said that they were single.

d. Job Class

There were five job classes which were as follow:

- Top management.
- Senior Management.
- Middle management.
- Lower management and
- Operative.

Job Classes of the respondents

6.5%   4.3%

21.5%   23.7%

■ Top Management

■ Senior Management

■ Middle Management

■ Lower Management

■ Operative

44.1%
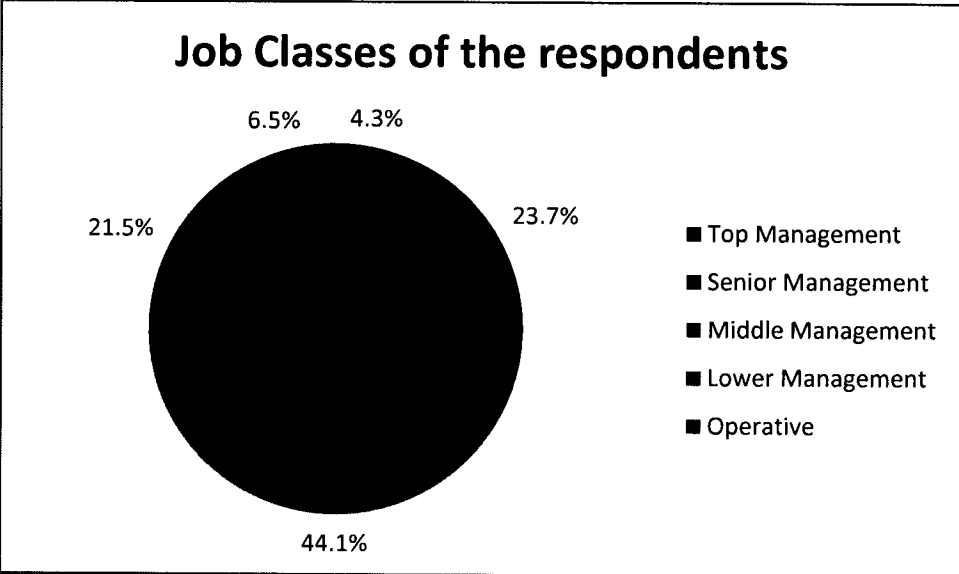
August 2007

The top management comprised Senior government Officials such as Judges, Permanent Secretaries, Chief Executive Officers and Directors. The study found that 4.3 percent of the respondents were in the top management category. The senior management category comprised Deputy Directors, Assistant Directors, Principal and Chief Officers which had 23.7 percent of the respondents. The majority of the respondents were in the middle management category representing 44.1 percent of all the respondents. The lower management category comprised mostly graduate officers who had just joined the public service. This category had 21.5 percent of the respondents. The operative category comprised junior officers mostly performing routine tasks such as clerical work. This category had 6.5 percent of the respondents. The low number of respondents in the lower ranks may be attributed to the fact that the study was conducted in Lusaka, mostly at Ministry Headquarters. Since the majority of these categories of employees are field officers, it is possible that they were not captured in the sample.

There were more females than males in the senior management category. However, males dominated the middle management category and in this respect there were twice as many males in this category than there were females.

e. Educational Levels

The study results show that 50.5 percent of the respondents had attained an educational level of up to grade twelve and were holders of school certificates. The study further found that 33 percent of the respondents had received a university education and were in possession of a first University degree. In addition, the study found that 14 percent of the respondents had attained a post graduate qualification and were in possession of a Masters degree. Only 2.2 percent had attained an educational level of grade nine, while 0.3 percent of the respondents said that they were in possession of a Ph Degree. From the study results it can be said that the Zambian Public Service Employees were relatively well educated.

The table below summarises the educational levels of public service employees.

Educational Levels of the respondents
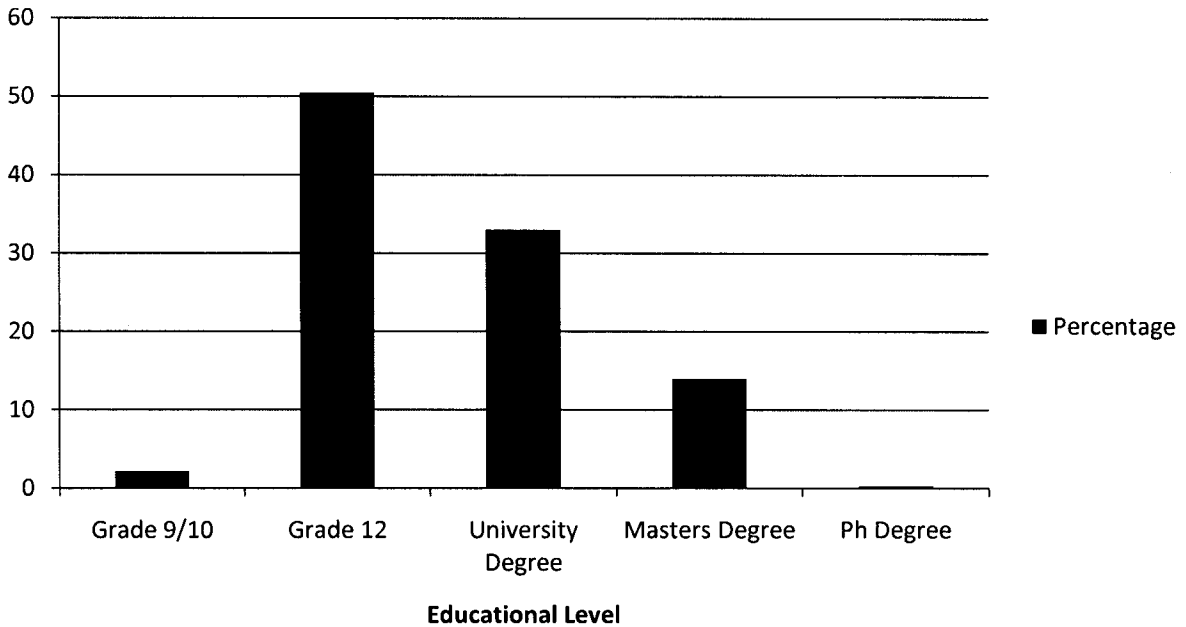
August 2007

There were more males with University degrees than there were females. Of those with a first degree 61.3 percent were male while 38.7 percent were female. There were similar results at the master's degree level where 61.5 percent of the respondents with master's degree were male and 38.5 percent were female. This result may be attributed to cultural norms where girls were discouraged from pursuing higher education so that they could get married. However, the study found that the situation was changing with the implementation of affirmative action aimed at propelling the education of the girl child. In addition, the study found that there were a number of employees who had enrolled for evening courses of which the majority were female. The table below shows the educational attainment of public service employees by Gender.

Educational Levels of respondents by Gender

	Educational Level				Total
	Grade 9 (Form iii)	Grade 12	University Degree	Masters Degree	
Gender					
Male	1	24	19	8	52
Female	1	23	12	5	41
Total	2	47	31	13	93

August 2007

f. Professional Qualifications

The study results show that 25.8 percent of the respondents had obtained a professional certificate in their respective fields. The highest professional qualification obtained by the majority of the respondents was the undergraduate diploma with 37.6 percent of the respondents indicating that they were in possession of one. About 9.7 percent of the respondents said that they had obtained a post graduate diploma. Other professional qualifications obtained included the Chartered Institute of Management Accountants (CIMA) with 1.1 percent of the respondents indicating that they were in possession of the qualification and the Association of Certified Chartered Accountants (ACCA) with 2.2 percent of the respondents saying that they had obtained the qualification. The study found that 23.7 percent of the respondents did not have any professional qualifications. The pie chart below shows the professional qualifications of public service employees:

Professional Qualifications of the respondents

- No Qualification 24%
- ACCA 2%
- CIMA 1%
- Post Graduate Diploma 10%
- Under Graduate Diploma 37%

Legend:
- ■ Certificate
- ■ Under Graduate Diploma
- ■ Post Graduate Diploma
- ■ CIMA
- ■ ACCA
- ■ No Qualification
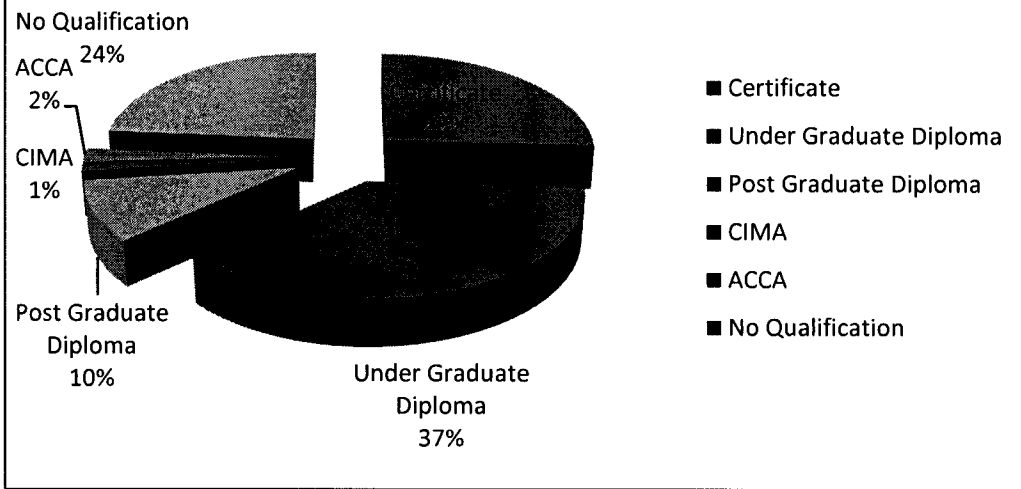
August 2007

g. Years of Service

The study results show that the majority of the respondents had worked for a period of less than ten years representing 54.8 percent of the respondents, while 31.2 percent had worked for a period of less than five years. The study found that those who had worked for up to fifteen years represented 19.4 percent, while 8.6 percent had worked up to twenty years. In addition, 12.9 percent had worked for up to thirty years, although only 4.3 percent had worked for more than 30 years.

The table below shows the number of years served by public service employees. As can be seen from the table, the majority of public service employees have served for a period of less than ten years.

Years of Service

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1-5	29	31.2	31.2	31.2
	6-10	22	23.7	23.7	54.8
	11-15	18	19.4	19.4	74.2
	16-20	8	8.6	8.6	82.8
	21-30	12	12.9	12.9	95.7
	31-35	4	4.3	4.3	100.0
	Total	93	100.0	100.0	

August 2007

There is a similarity between the findings on page 45 (number 2.1.3) on 'age' and the findings on 'years of service'. Linking the two results shows that the majority of the respondents were younger and had worked for periods of less than ten years as can be seen from the table below. This brought into question issues of competence and experience, especially since a large number of the respondents were in supervisory positions.

Age * Years of Service Cross tabulation

Count

		Years of Service						Total
		1-5	6-10	11-15	16-20	21-30	31-35	
Age	20-29	6	2	0	0	0	0	8
	30-39	18	17	14	0	1	0	50
	40-49	4	2	4	8	8	0	26
	50-59	0	1	0	0	3	4	8
	60 and above	1	0	0	0	0	0	1
Total		29	22	18	8	12	4	93

August 2007

Finally the study results show that there was a relationship between the length of years served and educational level attained. From the table below it can be concluded that the majority of public service employees were direct entrants who though relatively well educated had served for periods less than ten years. The most logical explanation to this is that most of the employees were recruited following the restructuring of ministries.

Years of Service * Educational level Cross tabulation

Count

		Educational level				Total
		Grade 9 (Form III)	Grade 12	University Degree (1st Degree)	University (Masters Degree)	
Years of Service	1-5	0	12	15	2	29
	6-10	0	15	4	3	22
	11-15	0	8	5	5	18
	16-20	0	3	3	2	8
	21-30	2	5	4	1	12
	31-35	0	4	0	0	4
Total		2	47	31	13	93

August 2007

2.2.5 Conclusion

Since the launch of the reform programme in 1993, the government has been implementing a number of reform initiatives aimed at improving the delivery of public services. Cooperating partners have rendered support to the government to reform its public service. The reforms implemented to date include, among others; the restructuring of ministries and other public bodies, the Public Service Voluntary Separation Programme, hiving off some government departments, introduction of a performance management system, pay reforms and fiscal and financial management reforms.

The public service is centrally managed from Cabinet Office under the leadership of the Secretary to Cabinet. There are currently 120, 000 public service employees out of which 55.9 percent were male and 44.1 percent were female.

3.0 The Application and Impact of the Leadership Styles on the Management of the Human Resource

3.1 Introduction

The study results show that various leadership styles were applied by the public service leadership in their day to day interaction with their subordinates before, during and after the public service reforms. In this regard, the study found that different leadership styles were applied differently from leader to leader. What follows below is a discussion of the leadership styles that were applied by the public service leadership during the implementation of the public service reform programme and the impact the styles had on the subordinate staff.

3.2 Directive Style

The Directive style involves the leader letting subordinates know what they are expected to do; giving specific guidance, asking subordinates to follow rules and procedures, coordinating and scheduling tasks. The behavioural competencies associated with this style require the leader to monitor performance of tasks, clarify roles, plan operations, inform and delegate roles. The leader also needs to perform general management functions.

The study found varying levels of application of this style in the public service. At the ministerial level, for example, the study found that the directive style was applied to some extent. In terms of permanent secretaries, defining tasks and goals for their subordinates, the study found that 41.9 percent of the respondents said that goals and tasks in their organizations were clearly defined, while 23 percent said that goals and tasks were fairly defined. However, 34.4 percent of the respondents said that tasks and goals were not clearly defined in their ministries.

The pie chart below shows the extent to which leaders in the public service went to clarify tasks and goals on behalf of their subordinates. From the chart, it can be concluded that there were a number of leaders in the public service who did not seek to clarify tasks and goals for their subordinates.

Clarity of task and Goals

- Task and Goal Clear
- Task and Goal fairly Clear
- Task and Goal not Clear
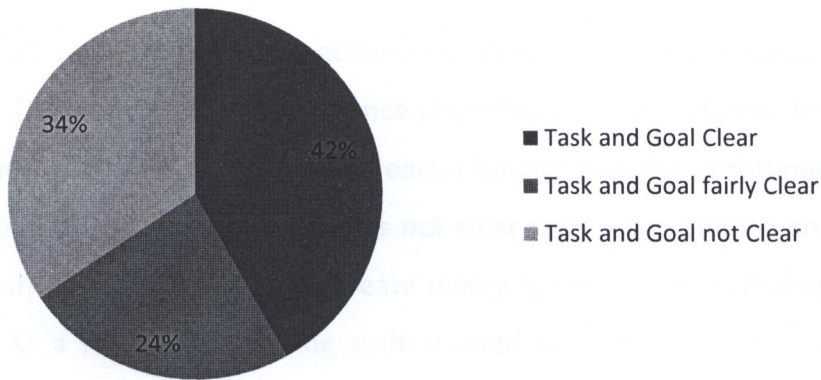
August 2007

When tasks and goals are not clearly defined it follows that there is no unity of purpose in the organization. Therefore, there is no guarantee that the individual efforts of the employees are contributing to the achievement of organizational goals.

From the reviewed literature it has been stated that when tasks and goals are clearly defined to the employees it is easier for them to work towards task accomplishment and vice versa. Kusek and Rist (2004) advice that setting goals is part of the governmental decision making process at every level. "Knowing where you are going before you get moving is key. If you do not know where you are going, any road will take you there." (Kusek and Rist 2004). It can also be added that if you do not know where you are going, you will not know when you have arrived. The findings of the study fit in with the argument by Kusek and Rist. In this regard the study found that there was a relationship between the manner in which tasks and goals were defined and the feeling of task accomplishment by the respondents. In cases where the leaders did not clearly define the goals and tasks, employees found themselves having to figure out what it was they were supposed to do themselves. It is also said that being busy does not mean that one is achieving results. Often, it turned out that the employee's output did not meet the supervisor's expectations, yet the employee did not know what the expectations of his or her supervisor

were. The end result was frustration on the part of the employee.

Further, the study found that in a number of ministries, there was an overlap of functions between the planning departments and other departments. It was found that other departments tended to view the activities of the planning department as encroaching on their mandate. The study also found evidence of conflicting roles between the procurement function and the administration function, with each claiming that the performance of certain roles was the preserve of its unit/section. It was not clear where one started and ended. The impact of this on staff was that it tended to create rivalry between the conflicting departments, sections or units. As a result, the feuding staff refused to cooperate with each other and in some extreme cases refused to share information. This had a tendency to affect the delivery of goods and services, not only to the ministry concerned but also to the general public, who ended up being inconvenienced because they could not access certain public services when they required them.

In terms of setting targets for subordinates and ensuring that they meet deadlines, the study found that 63.4 percent of the respondents said that their permanent secretaries/chief executive officers wanted to get things done regardless of the circumstances. Another 23.7 percent of the respondents said that their permanent secretary/chief executive officers were flexible in setting targets and getting things done. However, 12.9 percent of the respondents said that they had no opinion.

On matching individual abilities, talents, qualifications and other personal attributes of subordinates with tasks, the study results also show that 29 percent of respondents felt that there was a mismatch between individual abilities and tasks in their ministries/institutions. Another, 35.5 percent said that there was a right fit between individual's abilities and tasks in the respondents ministries/institutions. About, 35.5 percent of the respondents indicated that abilities and tasks were fairly matched. The impact of not matching individual abilities with tasks is that employees may be assigned to perform tasks that are beyond their competency. This could result in underperforming of scheduled tasks. Continuous failure to perform to expected standard could demotivate employees. This conclusion is supported by the expectancy theory which explains that employees can only be motivated to apply effort if they

are convinced that their effort will achieve desirable results.

In terms of taking the lead and providing direction to the ministry and readiness to face the consequences of their actions, the study results show that 63.4 percent of the respondents agreed that their permanent secretary took action without waiting to be asked. However, 26.9 percent of the respondents pointed out that their permanent secretary only took action after being asked to. Another, 9.3 percent of the respondents said that they had no opinion. In a similar vein, the study found that 67.7 percent of the respondents agreed that their permanent secretary/chief executive officer took personal responsibility when things went wrong. Another 19.4 percent of the respondents said that their permanent secretary passed on the blame to another person when things went wrong. About 12.9 percent of the respondents had no opinion.

On the quality of supervision in the public service, the study found that 24.7 percent of the respondents expressed dissatisfaction with the quality of supervision in the public service. Another, 33.4 percent said that the quality of supervision was fairly satisfactory. However, 29 percent said that the quality of supervision was good while 12.9 percent said that they had no opinion.

On the effects of the directive style of leadership on the performance of the subordinates, the study found varying results, ranging from positive to negative effect. In this regard the study found that 25 percent of the respondents said that the quality of supervision gave them a high sense of task accomplishment in their jobs while 39.8 percent said task accomplishment was average. The remaining 21.5 percent said that their feeling of task accomplishment was low.

The study found that both the Secretary to the Cabinet and his permanent secretaries used the directive style of leadership as a method of providing guidelines on various issues affecting the management of the public service. The Secretary to the Cabinet usually gave directives through cabinet circulars addressed to permanent secretaries and the latter passed them on to employees under their charge. One good example of the above directives was the Cabinet Circular that was issued by the Secretary to Cabinet in 2003 on holding workshops outside government premises. Through the circular the Secretary to Cabinet gave a directive banning the holding of training activities and meetings outside government premises unless with his

express authority. Permanent secretaries/chief executive officers had to seek his authority before a workshop could be held outside government premises.

The study found that the secretary to cabinet's directive might have been a result of pressure mounted by the country's cooperating partners who had argued that too much money was being spent on financing workshops when the same activities could be held using government facilities at no cost. In a letter addressed to the Minister of Finance in January 2008, the country's cooperating partners stated that they had observed with concern that public service employees preferred to hold workshops outside government premises as these tended to attract payment of out-of-pocket allowances, which were not payable if an activity was held within the government premises. Their argument was that workshops had the tendency to negatively motivate public service employees in that they gave an incentive to employees to stay away from their offices while attending workshops at the expense of performing their day to day duties. This had the tendency to disrupt the provision of essential public services during the period officers were attending workshops.

The directive by the Secretary to Cabinet to restrict the holding of workshops had both merits and demerits. During the Right Sizing of the Public Service Workshops, the decision to restrict the holding of workshops was applauded by some participants while others criticised it. Those that supported the directive argued that it would reduce government expenditure, especially since the trend by most government ministries and departments to hold workshops at hotels, even for work that could sufficiently be performed within their premises, was getting out of hand. In this regard it was common to find government offices perpetually deserted because officers were attending workshops. From this point of view workshops could be said to have been a source of negative incentive as it diverted civil servants commitment to performing tasks for which they were employed.

However, critics of the decision argued that the Secretary to the Cabinet's directive style of leadership though well intended, has had some negative effect on the management of human resources in the public service. The directive style had the potential to create disparities in the manner in which the directives were implemented. This was because cabinet circulars did not

go far enough to give clear guidelines on the method of implementation. For example, the directive banning the holding of workshops cited above had some weaknesses in that it did not give specific guidelines on the criteria that were to be applied where a ministry genuinely needed to hold a workshop outside government premises. It was left to ministries to figure out which activities they could conduct outside government premises and then provide enough justification. In this regard, the study found that some ministries were more innovative than others and as such they were able to work round the directive and continued to hold workshops using hired premises as before. The study found out that there was an indirect relationship between workshops and the overall reward system in the public service[4]. The study found that the out-of-pocket allowances that were paid to participants of workshops served as additional income to supplement the salaries of public employees that were in most cases inadequate. In this regard, the study found that out-of-pocket allowances were valued highly by public service employees to the extent that there was always serious lobbying among workers to be included as workshop participants. Out-of- pocket allowances were, therefore, part of the fringe benefits of public service employees.

The effect of this was that public service employees tended to shun postings to those ministries that had fewer workshops in preference for those that held workshops regularly. The study found that it was difficult to post staff to some ministries as they were considered to be "hunger ministries". Hunger ministries were found to be those ministries which had no fringe benefits available to employees other than the salary and other scheduled allowances such as housing allowance. Such ministries were shunned by staff. The application of the directive style by the Secretary to the Cabinet in this regard had a negative impact in that it created a disparity in the way ministries rewarded their employees. This contributed to the ministries' inability to attract and retain staff. The study concluded that the application of the directive style of leadership in this particular situation was not appropriate, given the circumstances. The impact,

---

[4] Participants to the Right Sizing workshops that were held at the dream valley lodge in July 2008 resolve that there were differences in the application of incentives between ministries. Some ministries were able to attract the best human resource because of the incentives that they offered.

as has been demonstrated, was that there were discrepancies in the manner of application resulting in both positive and negative outcomes.

The study found that the directive style was also applied by the political leadership. The study results show that the Republican President, did from time to time, apply the directive style of leadership when giving instructions to his subordinates, whether in the political or civil bureaucracy. For example, in 2007 during a pass-out-parade for newly recruited police officers at the Police Staff Training College in Lusaka, the Republican President gave a directive that a Police Child Protection Unit whose role would be to deal specifically with cases related to all forms of abuse of children should be established within the police service. The presidential directive followed an increase in reported cases of children being sexually molested by adults, especially male adults. The study found out that the presidential directive set into motion a series of activities that resulted in the creation of the unit. In this regard, the study found that by the end of July 2008, the Child protection unit had been established and was functional. The president's application of the directive style of leadership therefore had a positive impact on the public service in that it resulted in collaborative effort among government ministries and departments who previously worked in isolation but were brought together by the directive to find a common solution.

On the other hand, the study found that it was not always the case that the application of the directive style by the political leadership resulted in positive outcomes. There were times when some political directives tended to put a strain on the public service. For example, a lot of dissatisfaction had been raised in the country that the education system was not responsive enough to the needs of the country in that it was unfairly discarding a lot of deserving pupils and throwing them on to the streets in the name of failing to attain the cutting off point. The system was such that at Grades Seven and Nine, pupils were made to sit for an examination whose main objective was to select pupils who would proceed to the upper grades, based on the number of school places available. A cut off point was set which candidates sitting for a particular exam had to attain, if they were to proceed to the next grade. As a consequence of the system, a lot of pupils who passed the examination but who could not attain the marks that

were required to obtain a place in a higher grade were thrown out of the education system. Under pressure from the members of the public to reverse the trend, the Minister of Education made a directive that with immediate effect all Grade Seven and Nine pupils who would obtain a full certificate should be absorbed into the higher grade. The directive, although cheered by many as being progressive, presented many challenges to the public service in that issues of infrastructure and human resource had not been sufficiently addressed. The immediate effect of the directive was a high teacher pupil ratio. There is a limit to the number of pupils a teacher can effectively teach. The higher the teacher pupil ratio is, the more likely it is that the quality of education provided will be compromised. The study found the directive by the minister had the effect of straining and stretching the public service beyond its capacity.

Another example of the application of the directive style of leadership was when the Secretary to the Cabinet in the year 2004 issued a circular suspending all human resource capacity building programmes in the public sector. This was in an effort to balance the National Budget whose planned expenditure had exceeded the projected revenue. The directive, though well intended, had some negative consequences on human resource development in the public service. Reforming the public service required staff that had the requisite skills and competencies that would enable them meet the challenges that change brings. It was imperative, therefore, that every ministry/institution undertook deliberate measures to develop the skills, knowledge, abilities and personal attributes of its staff. On the contrary the study found that although 74.2 percent of the respondents were responsible for supervising the work of other employees, only 44.1 percent said that they had attended a leadership/management development course in the last three years. It is, therefore, likely that the suspension of human resource capacity building programmes by the Secretary to Cabinet only went to down play the importance of human resource development in the public service. The lack of Staff development programmes in the public service has had a negative effect on the quality of supervision. This, perhaps, explains the findings of the study which have shown that only 25 percent of the respondents felt that the quality of supervision gave them a high sense of accomplishment.

The Republican President also used the directive leadership style a lot. It was clear that his Cabinet members were kept on their toes. For example, the president emphasised integrity in leadership and gave clear guidelines to his subordinates not to engage themselves in corrupt activities. He constantly monitored the activities of his subordinates and those who were found wanting were dismissed and handed over for prosecution. At the time of the study one former Cabinet Minister and two Deputy Ministers were appearing in the courts of law on charges of practicing corruption. This has had a positive effect on both the political and civil leadership in that they now know that they cannot abuse public resources with impunity. The Vice President had a clearly spelt out role other than mere deputizing compared to the time of his predecessor, i.e. 1991 to 2001, where the Vice President was not given a clear mandate. President Mwanawasa had earlier resigned his position of Vice President during his predecessor's time on account that he had no clear responsibilities and that ministers (who were his subordinates) had more authority than him.

On the implementation of the public service reform programme, the study found that most of the changes were introduced in the public service through cabinet circulars. The circulars were normally addressed to permanent secretaries who were also expected to issue guidelines to staff under their charge. However, the study found that 48.4 percent of the respondents said that their permanent secretary did not take time to personally clarify the objectives and methods of the proposed changes to their employees. In this regard only 37.6 percent of the respondents said that their leaders made a personal effort to clarify the expected changes to them. Rather, their permanent secretaries informed them and gave directives through circulars. This is confirmed by the findings of the study which has shown that 65.6 percent of the respondents said that they normally received information on new developments and directives through circulars.

Although public service leaders preferred to use the directive style of leadership more than any other style, the study found that the application of the style had many limitations. For example, the study found that the directive style, though preferred, was often not the most effective when it came to communicating directives. This was because a good number of employees did not have access to circulars. In this regard, the study found that 33.3 percent of the

respondents said that they often got to know about new developments and directives in their ministries through their colleagues. The study further found that of the 33.3 percent respondents who said they had learned about new developments and directives through their colleagues, 45.2 percent said that the information they received was usually very untimely and inaccurate, while 38.7 percent said that the information received through colleagues was fairly timely and accurate. Only 16.1 percent said that the information received was accurate and reliable. The impact of this was that it often resulted in misinformation, as it did not allow for adequate exchange of information and did not as well offer employees an opportunity to seek clarification from their superiors on how to go about implementing the directives. Since circulars were not able to reach everyone, some employees relied on colleagues for information. However, the study has shown that information from colleagues was not always accurate.

From the study results it can be concluded that the directive style of leadership, though prominent among the public service leaders was often applied inappropriately even in situations which called for another style of leadership. This often tended to result in consequences that were not unintended.

3.3 Supportive Style

The Supportive style involves the leader considering the needs of followers; displaying concern for their needs, creating a friendly work environment for each worker. The behavioural competencies required for this style include consulting (listening) and coordinating personnel, developing staff, motivating, building and managing teams and managing conflicts.

The study found that the supportive style of leadership was widely applied in the public service, although to varying degrees. In terms of public service leaders being available and accessible to subordinates, the study found that 77.4 percent of the respondents said that their permanent secretary/chief executive officer was approachable and maintained an open door policy. However, 32.6 percent of the respondents said that their permanent secretary was not accessible. When it came to encouraging ideas and contributions from their subordinates 78.5 percent of the respondents said that their permanent secretary/chief executive officer often

praised their ideas and contributions. However, 21.5 percent of the respondents said that their permanent secretary/chief executive officer never praised their ideas and contributions.

In terms of providing feedback to subordinates on their performance, the study found that 62.5 percent of the respondents said that their permanent secretary/chief executive officer provided positive feedback in that they criticised them in a manner that built their motivation. However, 37.5 percent of the respondents said that their permanent secretary/chief executive officer criticised them in a manner that de-motivated them. In terms of showing interest in subordinates work, the study results show that 61.3 percent of the respondents felt they were satisfied with the level of interest shown in their work by their permanent secretary/chief executive officer. However, 24.7 percent said that they were not satisfied with the level of interest shown in their work by their leader while 14 percent had no opinion.

The study results further show that 40.9 percent of the respondents considered job security to be the most important factor of their job. In relation to the above findings, the study found that 17.2 percent of the respondents were not satisfied with the security and predictability their current jobs gave them. Another 30.1 percent said that they were fairly satisfied with the security and predictability of their jobs. However, the study found that 39.8 percent of the respondents said that they were satisfied with the security and predictability of their current jobs.

The study further found that there was more emphasis on team work in the public service than there was on individualism. In this regard the study found that 53.7 percent of the respondents said that team work was emphasised in their organizations compared with 21.5 percent who said that individualism was emphasised. Another 24.8 percent said that there was a fair balance between the team work and individualism.

The study further found that at the time public service reforms were being introduced in ministries, supervisors personally clarified the proposed changes to subordinates. This was expressed by 37.6 of the respondents. However, the study results show that 48.4 percent of the respondents said that their supervisor did not clarify the proposed changes to them. About 14 percent gave no opinion on the subject. The study found that the failure to explain and clarify

the proposed changes to subordinates may not have been deliberate but a consequence of lack of information on the issue by the leaders themselves.

The implication of the public service leaders' failure to explain and clarify the proposed changes was that the changes were not implemented to all levels in the ministries. The study further found that a number of interventions that were introduced in the ministries during the reform programme had not been institutionalised. One good example was the Performance Management System which was supposed to be a tool for appraising the performance of employees in the public service on a regular basis. However, in contrast with the spirit of the Performance Management System, the study found that in practice employees were usually appraised at the latter's initiation, normally when due for promotion or to be confirmed in a post.

According to the Management Development Division, most of the interventions were introduced in the ministries through workshops. These workshops were attended by selected senior managers from all departments of the ministry. The senior managers would then be trained in the new methods on the understanding that they, too, would train staff under their charge. However, this was not always the case as those who had been trained never seemed to be willing to share the knowledge with their subordinates. Some permanent secretaries blamed this on the Public Service Management Division and the Management Development Division, who they said never made any follow ups with the ministries in order for them to determine whether the new system was working as planned or not. But the two divisions put the blame on the senior managers in the ministries who they accused of failing to share knowledge and information with their subordinates. However, the study found that even within the two divisions, the performance management system was not entirely institutionalised.

The study found that most of the interventions that were introduced in the public service as part of the reform programme had not been institutionalised in the ministries, mostly on account of inadequate capacity on the part of senior managers to implement them. These interventions include; implementation of the Performance Management System, the development Strategic Plans, development of job descriptions, Annual work Plans and

Individual Work-planning. The study further found that, although the above interventions were introduced in the ministries by staff from Cabinet Office, only selected heads of departments and supervisors participated in the process. The idea at the time was that the Heads of Departments and Supervisors would share the knowledge acquired with the staff under their charge. However, as the findings of the study above show, in most cases this was not the case. This could be attributed to the fact that the issue of capacity building, especially among senior managers had not received the attention it deserved.

According to the Management Development Division the Annual Performance Management Systems (APAS) was introduced in all restructured ministries and institutions. However, in all the ten ministries that were included in the study, it was found that the performance management system was only used to determine an employee's suitability for promotion. In other words the performance management system was not used routinely to assess employees' performance but was demand driven in that employees only completed APAS forms if they had been acting in a higher position and were seeking confirmation. Arising from that the study found that it was difficult for supervisors to ascertain the weaknesses of their subordinates and take remedial action such as recommending appropriate skills development.

For example, in the Ministry of Lands the study found that some employees did not have a clue as to what performance management meant and disputed that such a system existed in the public service[5]. During a meeting that was held with middle and lower management staff, the majority of the participants expressed ignorance that a performance management system was ever introduced in their ministry. The few participants who were aware about the system recalled that some senior officers were selected to attend a workshop on performance management in the past but that most of them had since left the ministry. The employees also stated that the senior officers who attended the workshop did not share the knowledge with their colleagues who had not attended the workshop. From the Ministry of Lands experience it can be concluded that the one week workshop approach that was being used to develop

---

[5] This information was obtained during a meeting that was held with middle and lower management staff in the Ministry of Lands during the month of October 2008.

capacity to implement the interventions was inadequate and not working. There was need for a more comprehensive approach that would target staff at all levels of the ministries to be trained in the new approaches as opposed to only training senior managers.

In terms of public service leaders taking the initiative to develop their staff as a way of improving the latter's performance, the study found mixed results on the issue. For example, the study found that of the 72.2 percent of the respondents who said that they were responsible for supervising other employees' work only 33.1 percent said that they had attended a leadership/management development programme during the last five years. Of those respondents who said that they were responsible for supervising other employees' work and had attended a leadership development programme, 62.7 percent said that the training programme helped them to understand their role in the implementation of the changes proposed under the Public Service Reform Programme.

The study also found that in a number of cases, employees made their own efforts to upgrade their skills. In this regard the study found that of those who said that they attended a leadership/management development programme, 21.7 percent said that their permanent secretary/head of department did not play any role in identifying and sending them to attend the course. Another 21.7 percent said that their permanent secretary/head of department fairly played a role in identifying and sending them to attend the course. However, 56.5 percent of the respondents who attended development programmes said that their permanent secretaries played a role in identifying and sending them to undertake the course. The study found that of those respondents who attended development programmes, 87 percent said that they were able to integrate their newly acquired knowledge and skills within their organizations. The study further found that 84.8 percent of the same respondents confirmed that their job performance had improved since attending the course.

Some permanent secretaries blamed their failure to develop and implement staff development programmes for their staff on the scarcity of resources. They said that staff development programmes had to compete for funds with other programmes that were core to the mandate of the ministry. In some instances staff development was not taken to be a priority in the public

service, for example in the year 2004 the Secretary to Cabinet issued a circular banning all capacity building programmes in that year. This was in order to balance the National Budget by reducing government expenditure which had by far surpassed the projected revenue. However, the very fact that it was staff development that was suspended shows that it was not a priority for the public service leadership.

Asked about their opinion of the public service reforms at the time the changes were being introduced in their ministries, 4.3 percent of the respondents said that they thought the reforms were a threat to their jobs. Another 23.7 percent said that they thought the reforms would offer them an opportunity to advance in their careers, while 22.6 percent of the respondents said that they thought the reforms would lead to better working conditions. About 58.1 percent thought the reforms would lead to improved public service delivery, while 6.5 percent thought the reforms were an unnecessary inconvenience.

The study further found that in cases where the supervisor personally clarified the proposed changes, 50 percent of those respondents who earlier thought that the reforms were a threat changed their mind, while the other 50 percent still viewed the reforms as a threat despite the clarification. The study also found that of those respondents who said that their supervisor had clarified the proposed changes to them, 59. 1 percent of them thought that the reforms would offer them an opportunity to advance in their careers. In addition the study found that 47.6 percent of those respondents who said that they thought the reforms would lead to better working conditions also said that their supervisor had clarified the proposed changes to them. Finally the study found that of those respondents who said that the reforms were an unnecessary inconvenience, 33.3 percent said that their supervisor had clarified the proposed changes to them.

From the above study results, we can conclude that the intervention by the supervisors to clarify the proposed changes to the employees under their charge had a positive impact on the perspective of the latter with regard to the intent of the reforms. It was, therefore, regrettable that the study results show that 48.4 percent of the respondents felt their supervisors did not make an effort to clarify the proposed changes to them. Since the intervention of the

supervisor seemed to have created a positive impact of the reforms among public service employees, the failure to clarify the proposed changes could be blamed for some of the negative outcomes such as resistance to change among employees.

From the above study results we can conclude that key ingredients required for the effective application of the supportive style of leadership were missing in the public service. The study results have also revealed that there were variations in the manner the supportive style of leadership was applied from ministry to ministry. Another important point brought out in the findings of the study was that there was a direct relationship between the application of the style of leadership and the effect on the subordinates.

To obtain an up close insight into the application of the supportive style of leadership in the public service during the implementation of the reform programme, the study undertook a detailed analysis of the case of the Voluntary Separation Scheme that was implemented by the government in 1996 and the turning of the former Department of Roads under the Ministry of Works and Supply into an executive agency. This was done in order to determine the extent to which the supportive style of leadership was used in the public service before, during and after the implementation of the reforms and the impact the style had on the management of the human resource.

The study evaluated the implementation of the Public Service Voluntary Separation Scheme in terms of design, planning and execution. The study found that the Voluntary Separation Scheme was introduced in the public service through a circular issued by the Secretary to the Cabinet in 1997. The scheme was aimed at expediting the downsizing of the public service without having to go through the cumbersome procedure of restructuring. The study further found that at the time the scheme was introduced, too much focus was placed on reducing the size of the public service without paying due regard to the ability and capacity of the public service managers to carry out the exercise in an effective and efficient manner. Secondly, the study found that the design of the intervention did not take into account the criteria for identifying the targeted posts. These were some of the major pitfalls of the scheme.

The study found that the design and strategy that was adopted were developed by Cabinet Office with the assistance of cooperating partners such as the World Bank. Following the development of a strategy for the implementation of the intervention, a Cabinet Circular was issued by the Secretary to Cabinet to all permanent secretaries/chief executive officers of ministries and other public institutions, introducing the scheme and outlining how it was going to operate. However, the study found that there was very little that was done by the Secretary to Cabinet to prepare his permanent secretaries to implement the scheme in an effective manner. For example, the study did not find any evidence suggesting that any capacity development programme for permanent secretaries/ chief executive officers was conducted prior to the implementation of the scheme, neither was there a meeting between the Secretary to the Cabinet and his permanent secretaries to map out modalities for implementing the scheme. In this regard, therefore, the Secretary to Cabinet failed to apply the supportive style of leadership because he neglected to ensure that the necessary capacity was available among his subordinates to execute the assignment he was setting for them.

However, Cabinet Office (i.e. both the Management Development Division and the Public Service Management Division) blamed the permanent secretaries for the inadequate preparations that were experienced on the basis that the latter consistently failed to attend capacity building activities whenever training activities were arranged and instead opted to send their subordinates to represent them. However, some permanent secretaries, such as the permanent secretaries for the Ministry of Science, Technology and Vocational Training, Ministry of Lands and Ministry of Tourism, Environment and Natural resources, all expressed willingness to attend capacity building programmes. Though the permanent secretaries acknowledged that they had very busy schedules, they explained that they required enough notice to enable them plan their schedules. The permanent secretaries expressed regret that they were often invited to meetings or workshops arranged by Cabinet Office on a day or two's notice. This, therefore, brings into question the manner in which the Secretary to Cabinet applied the supportive style of leadership during the implementation of the scheme. A leader applying the supportive style of leadership would plan work activities in such a way that it is easier for his subordinates to participate.

Since the Secretary to Cabinet did not meet his permanent secretaries to explain the planned interventions, it follows that some permanent secretaries did not have adequate information on the reforms. This may explain the reason why the study found that 24.7 percent of the public sector leadership did not have adequate information on the reform process, while 24.7 percent were fairly informed about the reforms. Only half of the respondents (43.1 percent) said that their permanent secretary was well informed about the reform process. Lack of information on the reform process coupled with the lack of capacity to effectively manage the reform process resulted in some of the permanent secretaries failing to play an active role as change agents of their institutions. As has already been demonstrated, some permanent secretaries did not have the ability and skills to manage the planned change, therefore they required proper guidance. For some this was the first time they were handling such a complex reform programme and as such had no precedent to refer to. This, coupled with the fact that some of the permanent secretaries were from technical backgrounds such as engineering and law and as such had little knowledge on administrative reforms, meant that the implementation of the scheme would be problematic.

The study found that the circular that introduced the Voluntary Separation Scheme did not go far enough to specify the criteria that were to be used to identify the category of employees that were to be targeted for selection as eligible voluntary separatees. The tone of the circular gave the impression that the scheme was open to all interested public service employees without discrimination. In this regard, the study found that permanent secretaries took it that they were free to implement the scheme in the manner they deemed fit. Consequently, there were variations in the manner the scheme was implemented across the public service. It was found that in a number of ministries permanent secretaries did not bother to interpret the provisions of the Cabinet Circular to their subordinates but merely opted to re-issue the circular as it was. This was another example of the public service leadership failure to appropriately apply the supportive style of leadership where the situation demanded them to. There were some issues raised in the circular that required clarification and it was the duty of the leaders to address these concerns for the benefit of staff under their charge. However, this was not to be.

The failure by the public service leadership to apply the supportive style of leadership during the implementation of the Voluntary Separation Scheme resulted in some of their subordinates making uninformed decisions. For example, the study found that there were some employees who signed up for the scheme irrationally. Some signed up either because their peers were doing so or because they were tempted by the money that was on offer. In addition the study found that some of the employees who signed up for the scheme did so under the assumption that the Voluntary Separation Scheme was equivalent to an earlier scheme that the government had implemented which was called the Early Retirement Scheme.

The Early Retirement Scheme which was implemented in the eighties was one of the early attempts at reforming the public service by encouraging public service employees to exit the service before their normal retirement age. It was popular with the employees as they had found it to be a lucrative avenue through which enterprising public employees could exit the public service and pursue other challenges, while they were still energetic and productive but without forfeiting their retirement benefits. However, the Early Retirement Scheme proved to be costly to government and was later abolished in favour of the compulsory statutory retirement age of fifty-five. The study found that when the Public Service Voluntary Separation Scheme was launched some employees mistakenly thought that the early retirement scheme was being revived and therefore rushed into signing up.

The study further found that despite not having adequate information on the scheme some public service employees rushed into signing up without considering the implications involved. Further, it was found that none of the employees who signed up for the scheme were counselled, neither was there any attempt on the part of the leadership to explain the conditions of the separation exercise and the severance package. As a result there was a big discrepancy between the employees' expectations and the separation package that was offered to them. Since the emphasis of the reforms at the time was to down size, the scheme became some sort of a trap for employees, whereby once someone signed up, they were not allowed to rescind their decision. The study learnt that there were some employees who tried to withdraw their applications after they changed their minds but this was rejected.

After the separation packages were paid, there was a lot of dissatisfaction among the recipients with the package that was paid out. It was, therefore, not surprising that a few months after the payment of the separation package; a dispute arose between the state and the separated employees. The dispute was over the severance package with the separated employees demanding to be paid their full retirement benefits in accordance with the Public Service Pensions Act. However, the government contended that the employees, by signing up for the scheme had voluntarily surrendered their rights and benefits under the Public Service Pensions Act. The separated employees sued the government in the Lusaka High Court in a case called "Mushabati and Seven Hundred and Seventy others Versus the State." Their bone of contention was that they were retrenched after their positions in the public service were declared redundant and as such they were supposed to be retired in the National Interest and entitled to their full retirement benefits. They argued that the severance package that the Government had paid them was illegal and that it needed to be revised in accordance with the law. The government failed to raise any serious challenge to the litigation and consequently, a series of judgements were entered against the State with the latest one delivered on 13th May 2008, about ten (10) years after the separation was effected. In this judgement, just like in the previous ones, the ruling was in favour of the separated employees. The High Court ordered the state to pay its former employees their dues in accordance with the Public Service Pensions Act.

Since the state failed to challenge its former workers in the courts of law, it could be concluded that this was an admission on the part of the state that there were shortcomings in the manner in which the scheme was implemented. The source of these shortcomings could be traced to the leadership of the public service, particularly the Secretary to Cabinet whose application of the supportive style of leadership did not go far enough to facilitate a fair and orderly separation of former public service employees from the public service. It can, therefore, be concluded that the chaotic manner in which the scheme was implemented was as a result of the Secretary to Cabinet's inability to support his subordinates by developing their capacity to manage change.

According to Wart (Wart 2007) the supportive style assumes an internal approach to an organization that specifically focuses on followers. In the case of the Voluntary Separation Scheme, two types of followers emerge; the first set comprises the permanent secretaries and other senior managers who were tasked with responsibility of implementing the scheme. The second group comprised the employees who were the target of the scheme. An effective application of the supportive style of leadership would have required the Secretary to Cabinet to have paid particular attention to the skills, talents, knowledge and ability of his permanent secretaries and other chief executive officers and to determine whether they were adequately prepared to manage the proposed intervention. This was going to enable him appreciate the limitations of his subordinates in terms of executing the task he was setting for them. Having determined the limitations of his subordinates, he would develop strategies aimed at overcoming the limitations, such as, designing an appropriate capacity building programme specifically for permanent secretaries.

As for the permanent secretaries, they also failed to appropriately apply the supportive style of leadership by failing to clarify the content of the reform package to their employees and also failing to offer guidance to employees under their charge who may have wished to participate in the scheme. Merely re-issuing the cabinet circular introducing the reforms was not adequate in itself. Effective application of the supportive style of leadership would have required the permanent secretaries to go an extra mile and to do whatever it took to obtain the necessary information on the planned reforms after which they were going to clarify the proposed intervention and offer guidance to their employees. On the contrary, the study has demonstrated that some of the permanent secretaries did not have enough information on the reforms, and did not want to show their subordinates that they were not conversant with the reform agenda. They decided to play it safe by simply reissuing the circular.

Another characteristic of the supportive style is consulting followers. In this regard the study found that there were no consultations between the Secretary to Cabinet and his subordinates (permanent secretaries) prior to the implementation of the Voluntary Separation Scheme. This reinforces the view that the Secretary to Cabinet failed to support his subordinates, because

(Maxwell 2007 (Rv)) advises that trust is the foundation of leadership. He goes on to add that to build trust, a leader must exhibit competence, connection and character. Maxwell ibid quotes Graig Weatherup, who retired as founding chairman and chief executive officer of the Pepsi Bottling Group, as saying *"people will tolerate an honest mistake, but if you violate their trust you will find it very difficult to ever regain their confidence. That is one reason that you need to treat trust as your most precious asset. You may fool your boss but you can never fool your colleagues or subordinates"*.

In the case of the Voluntary Separation Scheme, the study found that a good number of serving employees felt that their colleagues had been cheated out of their benefits. This, they claimed, was evident from the fact that the courts of law had ruled in favour of their separated colleagues. In this regard the study found that some of the current serving employees had actually supported their former colleagues pursue litigation in court. This was done through financial contributions to the Association that was representing them. The fact that some employees went to this extent clearly shows how strongly they felt about the issue. By failing to exhibit competence and character in the management of the Voluntary Separation Scheme, the Secretary to Cabinet and his permanent secretaries lost the trust of their employees. This is supported by the findings of the study which have shown that 32.3 percent of the respondents felt that their permanent secretary never took personal responsibility when things went wrong. This means that there were a good number of employees who did not trust their leaders to stand by them when things went wrong. Such leaders were only interested in serving their own interests and could betray their employees just to save themselves. In addition, the study results show that 83.2 percent of the public service employees did not think that their relationship with their permanent secretary/chief executive officer was important to the performance of their duties. These results point to a situation of mistrust where the followers of a leader feel that he is not very relevant to the performance of their jobs.

At a personal level, the separated employees were exposed to a lot of socio-economic hardships following the termination of their employment. This may have arisen as a result of two main factors. First, the separation packages that the government had paid to the former

employees were inadequate in terms of capitalising any viable income generating ventures. Secondly, lack of counselling by their leaders before the separation was effected resulted in some former employees being over excited with the money that they received to the point of being extravagant. In this regard the study found that some of the former employees, upon receiving their packages, engaged in harmful vices such as excessive beer drinking and womanizing such that their monies ran out within months of receiving it. This, coupled with the fact that at the time of the separation the country's economy had shrunk to the extent that unemployment was at its highest level ever, meant that their chances of leading decent lives outside the public service were minimised. Although the study did not follow up the workers to their homes to determine the kind of lives they were leading, the researcher nonetheless interacted with the former employees during their court appearances. From their physical appearances and lamentations, it was clear that they were facing a lot of economic and social problems.

Although the government later put in place a programme called Future Search, which was aimed at equipping retirees and other separated employees with entrepreneurship skills, the study found that none of the employees that were separated through the Voluntary Separation Scheme participated in the future search programme prior to payment of their packages. However, the study leant that a few of the separated employees later participated in the future search programme, though this was after they had already been paid their severance packages.

According to the findings of the study, about 73 percent of the respondents said that they were married, while 6.5 percent said that they were widowed. Only 20 percent of the respondents said that they were single. With such a large number of public service employees being married, it can be concluded that the majority of the separated employees were married, meaning that they supported families. This being the case, it follows that the immediate families of the separated employees were also victims of the scheme. This scenario had the potential to cast the government as a bad employer with little or no care for its employees and their families. It can be argued that many people look up to government, as the largest employer in the country to set an exemplary example in the manner it treats its employees. If the government neglects

its employees, what precedence is it setting for the private sector? This was the question the public service leadership were supposed to ask as they embarked on implementing the Voluntary Separation Scheme. But it looks like this matter was not given due consideration by the powers that be.

Finally, the chaotic implementation of the scheme negatively affected the delivery of public services. The study found that government lost skilled human resource in the public service that it had trained at great cost. This was as a result of inadequate planning on the part of the leadership. As has already being stated, the cabinet circular that introduced the scheme did not adequately address the criteria for determining eligibility. As a result permanent secretaries in the ministries opened up the scheme to all employees, including those with scarce skills such as; doctors, nurses, accountants, lawyers, engineers and so on. The study found that a number of skilled employees participated in the scheme on the understanding that they had a high chance of finding jobs outside the public service within and outside the country and as such they would not suffer from unemployment. They saw the scheme as an opportunity to claim their benefits from government and then find better paying jobs elsewhere.

The gap left by the separated employees was enormous and it negatively affected the delivery of public services. The worst hit ministries were those that directly deliver public services to the citizenry such as the Ministries of Health and Education. For example, in Lusaka the University Teaching Hospital experienced a critical shortage of nurses such that management had to close and/or merge some of the wards. These were desperate measures which were as a result of failure by the leadership to effectively plan and organise their staff. Since the former employees went with the posts it meant that the separated employees could not be replaced immediately. This had a negative effect on the remaining employees in that they were made to carry out an increased work load. The study found that at the University Teaching Hospital, for example, the few nurses that remained carried out stretched work schedules. The practice in hospitals is that nurses work a one week night shift every month. At the end of the shift, the nurse is given a week off to rest. This is meant to give them enough time to recover from lack of sleep and increase their productivity. However, the study found that in order to cope up with the

increased work load, the hospital management bought back the off-days from the nurses by way of offering them overtime rates. Although the money incentive was attractive, it took away the nurses periods of rest which compromised their productivity and thus affected the provision of quality health care.

Although efforts have been made to normalise the situation, effects of the scheme can still be felt today in that the patient nurse ratio in the Ministry of health and the teacher pupil ratio in the Ministry of Education continues to be uneven. This is confirmed by the Ministry of Health Strategic Plan which has shown that the current staffing of nurses is way below the national demand by 10 000 nurses. It is hoped that this number would be achieved through a phased increase in posts for nurses over the next five years. In the case of the Ministry of Education, the Permanent Secretary for the ministry recently expressed her disappointment that some of the newly recruited teachers were shunning serving in rural areas at a time when the Ministry needed more than 12,000 teachers to meet the normal teacher to pupil ratio. The permanent secretary was quoted by the Times of Zambia as warning that the new teachers risked being blacklisted from serving in the Teaching Service if they continued shunning rural areas. (Times Printpak (Z) Limited 2008)

Ironically, the study found that Cabinet Office continued to receive a lot of requests to replace the separated employees, a few months after the implementation of the Voluntary Separation Scheme. The question that needs to be answered is why would the same leaders who had earlier allowed their employees to proceed on voluntary separation turn around and request to replace the separated employees. Could it be that they were not aware that when a position is declared redundant it can no longer be filled as the incumbent employee goes with the position? The above scenario was going to be avoided had the public sector leadership shown some concern for their subordinates and fully explained to them what the scheme was all about. At least that was going to enable the affected employees to make informed decisions. Rather, the study found that the scheme was implemented in a rushed manner. Permanent Secretaries did not take time to explain things clearly to their subordinates. Instead they depended on the Cabinet Circular that introduced the scheme which they merely re-produced.

The second intervention that was implemented as part of the public service reforms which the study analysed was the conversion of former government departments into semi-autonomous executive agencies. The study established that during the reform programme, several government departments were turned into semi-autonomous grant aided institutions. These included, among others, the Department of National Parks and Wildlife which was turned into the Zambia Wildlife Authority (ZAWA), the Department of Technical Education and Vocational Training which turned into the Technical Education and Vocational Training Authority and the Department of Roads which was turned into the Road development Agency (RDA). The study found that there was no clear cut procedure for hiving-off departments as there tended to be variations in the methods applied from one department to another. The lack of a standard procedure often resulted in uncertainty among those who were tasked with the responsibility of overseeing the implementation of the measures. Consequently, employees were made to bear the brunt of this uncertainty as they became victims of the failures of their leaders. This brought to the fore the inability of the public service leadership to apply appropriate leadership styles when the situation demanded such.

A case in point is the transformation of the former Roads Department under the Ministry of Works and Supply into an executive agency called the Road Development Agency (RDA). The study found that during the implementation of this intervention, not much attention was paid to the plight of the workers in the Department of Roads. Although it was known well in advance that the decision would have serious repercussions for some workers since not all of them would be taken by the RDA, the study found that the manner in which the employees were treated did not conform to the requirements of a supportive style of leadership. First the information was communicated to the affected employees through a Circular from the Ministry of Works and Supply Permanent Secretary. The circular did not provide enough information and guidance on how employees were to proceed during the transition period. All that the circular did was to merely announce the looming changes and advise those who were interested to apply for jobs in the newly constituted Agency. Questions as to what would happen to those who would not be taken on by the RDA were not addressed. Yet it was known well in advance that the agency was not obliged to absorb all the former employees of its predecessor, the

Roads Department. If anything, the RDA made it clear that all positions in the agency would be made competitive and would be open to members of the public.

With the high job specifications and competitive salaries that the agency was offering, it was clear that a number of employees in the Roads Department would not be offered jobs in the RDA as most of them lacked the minimum qualifications. However, no measures were taken to prepare them for possible retrenchment or early retirement. The government went ahead to establish the Roads Development Agency which went on a recruitment drive to employ its own staff. The study found that some of the former Roads Department employees who were suitably qualified were offered jobs on contract by the Agency. On the other hand, those employees that did not meet the minimum specifications for jobs in the Agency were left out. Due to inadequate preparation on the part of the public service leadership, the study found that a decision had not yet been made on how the case of those employees was to be handled. At the time of the study which was about three years after the measures were implemented, the employees who were not taken on by the agency were still on the government payroll, yet they were not performing any duties, neither were they reporting for duties.

As for those employees who were offered jobs in the RDA, confusion arose on how they were to be treated. The circular did not specify whether they were to relinquish their public service status or not, upon being offered jobs by RDA. Consequently, they were placed on the payroll for the Agency, but since a decision on their status with regard to the public service had not yet been made, the employees were not removed from the public service administered payroll. The study found that the former employees of the Roads Department were drawing double salaries. One salary was from the public service while the other was from the RDA. The study found that the employees continued receiving double salaries for close to three years, until the matter was raised by the Auditor General's office in its 2006 Annual Report. When the Report was tabled before the Parliamentary Public Accounts Committee, it caused uproar among the members of the committee. The Parliamentary Committee denounced the affected employees as thieves who were stealing from the government. Strangely, it was the employees who bore the brunt of the condemnation and some of them had their names published in the national media as

people who were swindling the government of its money by receiving double salaries, yet the public service leadership were aware about the situation but never took any measures to correct the situation. It was only after the matter had been raised in parliament that a decision was quietly reached between Cabinet Office and the Ministry of works and Supply to recover the public service salaries that were paid to the affected employees.

The two examples above have shown that the Supportive Style of leadership was not appropriately applied in the public service. Obviously, the impact of such a leadership style on the rest of the employees in the public service cannot be over emphasised. As has been shown, the impact ranges from mistrust between employer and employee, inadequate guidance resulting in misinformation, socio-economic hardships, uncertainty and job insecurity.

Leighton (2007) writing on the issue of job cuts advises as follows:

....job cutting is a regrettable but inevitable part of business, especially at times of transition or when things have gone wrong. But there are things a good leader will do to manage it as well as possible. In the first place, they make sure that the cuts are carefully thought through: you don't just axe a few random jobs in an attempt to lower the head count. And you make sure that you communicate not only what you are doing, but the reasons you are doing it.

All the above results point to proof that the supportive style of leadership was not adequately applied in the public service and this had some negative consequences on the employees. Overall, the study found that some employees were suspicious of the agenda of the reform programme.

3.4   Participative Style

In the Participative style the leader consults and takes the concerns of followers into account; providing advice rather than direction; establishing a friendly and creative work environment for teams. The behavioural competencies required for this style include consulting (discuss) coordinating personnel, developing staff, motivating, building and managing teams, managing conflicts and managing personnel change.

In terms of employee participation in decision making through attendance of management and departmental meetings the study found that 75.3 percent of the respondents said that they attended management/departmental meetings while 24.7 percent said that they never attended management or departmental meetings. The chart below shows employee attendance at Management/Departmental meetings.

Attendance of Management Meetings

- Attends Magt Meeting
- Does not Attend Magt Meetings

25%

75%
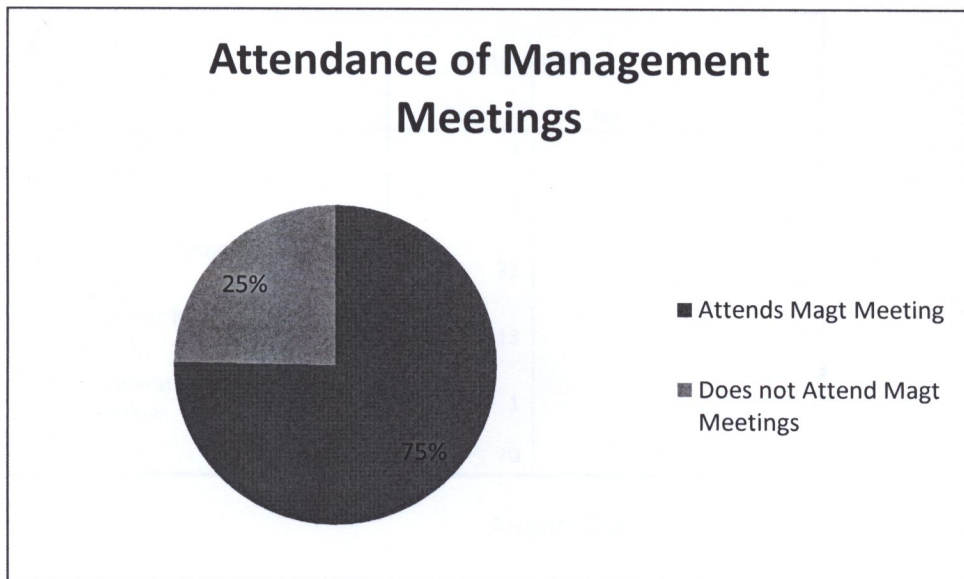
August 2007

In terms of the levels of participation in decision making, the study found varying degrees of participation within and in between the categories of public service employees. In this regard the study found that 100 percent of the respondents in the top management category regularly attended management/departmental meetings. About 95.4 percent of the respondents in the senior management category also regularly attended management/departmental meetings, while another 75.6 of the respondents in the middle management category did the same. 65 percent of those in the lower management category attended management/departmental meetings. However, only 20 percent of the respondents in the operative category were in regular attendance of management/departmental meetings.

Attendance of Management or Departmental Meetings by Job Category

		Do you attend Magt or Deptal Meetings		
		Yes	No	Total
Job Class	Top Magt (Fixed-GSS 1)	4	0	4
	Senior Magt (GSS 2-GSS 5)	21	1	22
	Middle Magt (GSS 6-GSS 10)	31	10	41
	Lower Magt (GSS 11-GSS 13)	13	7	20
	Operative (GSS 14 and below	1	5	6
Total		70	23	93

August 2007

From the study results it can be concluded that employee participation in decision making declined steadily as one went down the scalar chain.

Attendance at Magt Meetings By Job Class
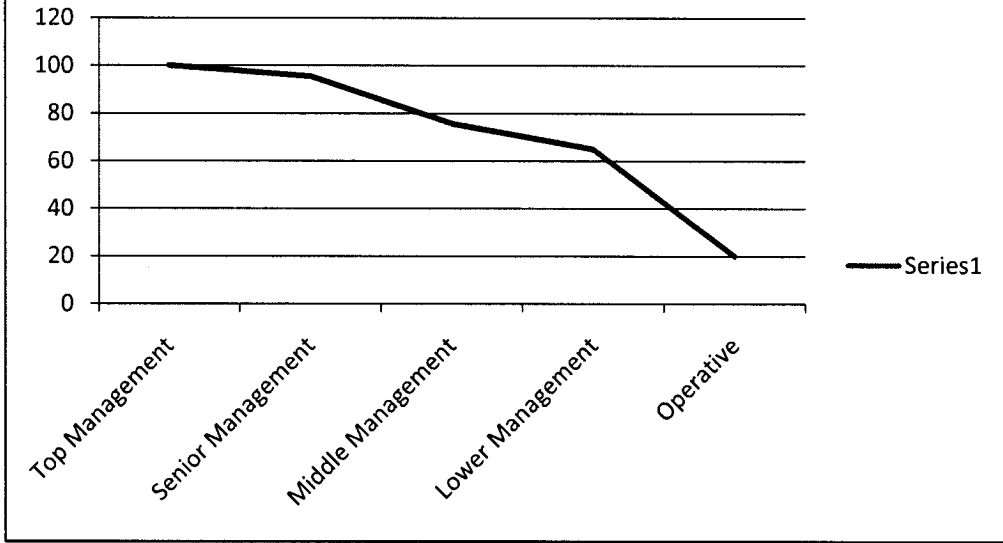
August 2007

Although the study results found that public service leaders encouraged their subordinates (75.3 percent of the respondents) to participate in decision making through attendance of meetings, it was the quality and levels of participation that really mattered. In this regard questions such as the type of issues that were discussed during these meetings come to the fore. Were the issues discussed bordering on policy matters or were they mere routine meetings where subordinates merely presented progress 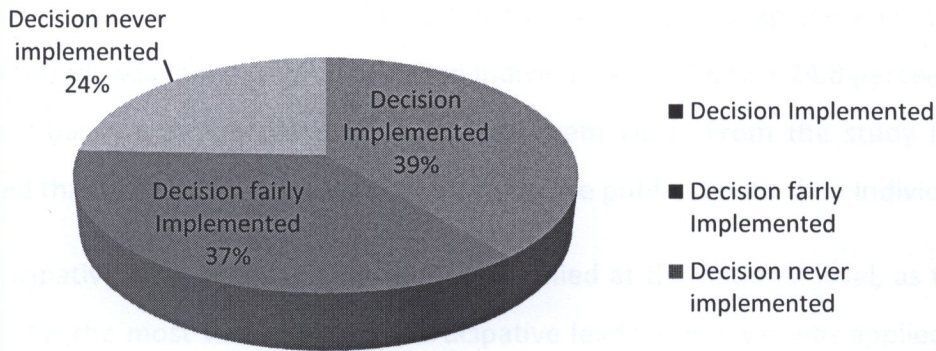reports and received instructions from their superiors? In this regard the study found that 65.5 percent of the respondents said that their permanent secretaries/chief executive officers communicated with them on major policy issues through circulars. The study found that only 29 percent of the respondents indicated that their permanent secretaries communicated major policy issues through meetings. About 18.3 percent pointed out that they normally got to know about major happenings at their workplaces through their supervisors, while 33.3 percent of the respondents often got to know about major happenings in their organizations through their colleagues. From the above study results it can be concluded that participation in decision making for most employees was limited to routine issues since these were the ones that were

discussed in meetings. As the study results have shown, policy issues were communicated using circulars which did not allow subordinates to have an input in the decision making process. Employees had no option but abide by the provisions of the circular, failure to which they could face sanctions.

On the behaviour of leaders during meetings; 3.2 percent of the respondents said that during meetings their leader identified the problem, chose a decision and announced this to the meeting and expected the members to implement without participating in decision making; 1.1 percent of the respondents said that their leader chose a decision and persuaded the meeting to accept it; 37.6 percent of the respondents said that during meetings their leader identified the problem and presented it to the meeting and listened to ideas from the meeting; while 39.8 percent of the respondents said that during meetings their permanent secretary/head of department passed on the problem to the meeting and as members participated in decision making. However 18.3 percent of the respondents had no opinion. From the findings of the study above, we can conclude that public service leaders were fairly democratic and were willing to embrace the participative style of leadership save for the quality and levels of participation.

In terms of decisions made during meetings being implemented, the study found that 21.5 percent of the respondents said that decisions made during management/departmental meetings were rarely implemented. Another 32.3 percent of the respondents said that they were fairly implemented. On the positive side the study found that 34.4 percent of the respondents said that decisions made during management/departmental meetings were always implemented. However, 11.8 percent said that they had no idea whether decisions made were implemented or not.

Implementation of Decisions made in meetings

Legend:
- Decision Implemented
- Decision fairly Implemented
- Decision never implemented

Pie chart segments:
- Decision never implemented 24%
- Decision Implemented 39%
- Decision fairly Implemented 37%

August 2007

The chart above shows that implementation of decisions made during meetings was satisfactory. This could be attributed to the fact that subordinates participated in the making of the decisions. However, some of the decisions made during meetings were not implemented.

In an effort to establish whether public service leaders were able to alter their leadership style in order to suit changing circumstances, the study found out that, 8.6 percent of the respondents said that their leader was once authoritarian but later became democratic. Another 12.9 percent of the respondents said that their leader was once democratic but was now authoritarian, while 11.8 percent felt that they had not noticed any change in the style of leadership of their leader. The study results show that 55.9 percent of the respondents had no opinion. When followed up some of those respondents who said that they had no opinion justified their position by stating that their leader's behaviour was unpredictable and that they did not know him or her well enough to give an opinion.

The above study results point to the fact that there were some public service leaders who were able to alter their leadership styles to suit the circumstances they found themselves in. In fact the very fact that the majority of the respondents (55.9 percent) could not form an opinion on

the predominant leadership style that their leader was using goes to show that styles applied kept changing with changing circumstances.

In terms of team work, the study results show that 21.5 percent of the respondents said that individualism was more encouraged than team work at their workplace while 53.7 percent said that team work was more emphasised than individualism. However 24.8 percent said that there was a fair balance between individualism and team work. From the study results it can be concluded that team work was more dominant in the public service than individualism.

The participative style of leadership was also applied at the national level, as the study results show. So far the most visible type of participative leadership style was applied at the national level through collective bargaining between the Government representatives on one hand and the workers representatives on the other. In this regard the study found that each sector of the public service had a national public service union representing unionised employees in that particular sector, though some sectors had more than one union. Some of the unions included the Civil Servants and Allied Workers Union representing Central Ministries' employees, the Zambia National Union of Teachers representing Teachers, the Health Workers and Allied Union of Zambia representing Health Employees and many other unions. Issues dealt with during these negotiations mainly centred on conditions of service i.e. salary and wage increases, other fringe benefits such as housing allowance, funeral allowance, subsistence allowance and so on. However, the study found that union leaders were often briefed on the courses of action that the government intended to implement, especially where such action would have a bearing on the work of the employees.

The practice was that the Secretary to Cabinet would appoint a team of permanent secretaries to negotiate on behalf of the government. A team leader would then be appointed from among the permanent secretaries to head the negotiating team. The union side usually comprised members of the executive committee of the particular union, although they often engaged labour consultants to accompany them. The negotiating team would meet until an agreement was reached. After an agreement was reached the parties to the negotiations would revert to their principals for approval. Once approved, the agreement would be signed after which both

parties would be bound by it. Thereafter a Cabinet Circular would be issued announcing the new conditions.

The study found out that workers participation in the negotiations between the government and the Unions was often limited because of two factors. First, the government, like in most other developing states, was implementing a public service reform programme that was largely externally driven by the country's cooperating partners. This is in line with Kusek and Rist' (2004) observations that: *There are an increasing number of international initiatives and forces at work pushing and prodding governments in the direction of adopting public management systems geared toward reform and above all results. These forces include;*

- *Millennium Development Goals (MDGs)*
- *Highly Indebted Poor Country (HIPC) initiative*
- *International Development Association (IDA) funding*
- *World Trade Organization (WTO) membership*
- *European Union (EU) enlargement and accession*
- *European Union Structural Funds*
- *Transparency International.*

Many countries, particularly the developing countries, must now vie to become a part of the international initiatives, organizations and blocs in order to reap the desired socioeconomic, political, and security benefits. Part of the bargain inevitably involves adhering to a set of specific requirements, conditions and goals... (Kusek and Rist 2004).

Almost all the seven drivers of reform listed above have had some effect on the operations of the public service, for example the Millennium Development Goals on HIV/AIDS and Malaria have led to a shift in the strategic focus of the government to put more resources into the social sector[6]. This obviously has negatively affected other sectors of the economy including the

---

[6] President Mwanawasa in his address to Parliament during the opening of the 3rd Session of the National Assembly in January 2006 emphasised that the social sector would be given first priority in accordance with the Millennium Development Goals.

public service as they have had to forego some of the resources that would have normally been allocated to them. The same can be said about the Millennium Development Goal on Education which has led to changes in educational policies in the country. For example during the same address the President announced that in order to achieve universal education the government had abolished school fees up to Grade Nine i.e. basic education. IDA, which is the development branch of the World Bank, has been supporting public service reforms in Zambia through various interventions such as the Public Service Capacity Building Project, the Road Sector Investment Project, the Public Service Management Project and many others. All these projects have had an effect in the way the public service operates.

In terms of participation in the design and implementation of the various donor-supported projects, the study found that most cooperating partners preferred that the support they were providing to the reform programme should be managed centrally by project implementation units manned by highly paid specialists, as opposed to the main stream government accounts. Beneficiary ministries merely submitted their programmes and activities to the implementation units which in turn processed the necessary payments.

As head of the public service, the Secretary to the Cabinet bore the overall responsibility of ensuring that his subordinates participated in the decision making process, including decisions to do with the reform programme. However, since implementation of the public service reform programme required adhering to specific conditionalities set by cooperating partners, it meant that the latitude within which the Secretary to Cabinet could operate was limited and constrained. In this regard, the Secretary to Cabinet often found himself in a tricky situation. On one hand he had to satisfy both the demands of cooperating partners and expectations of the political leadership that the reforms were resulting in improved service delivery, while on the other he had a duty to ensure that public service employees were afforded a chance to participate in the making of decisions that had an effect on their lives. This was not always easy as some of the interests of the employees often ran contrary to the spirit of the reform. For example, restructuring of the ministries often meant downsizing an issue which most public unions strongly opposed.

In terms of participation in the design and implementation of the reforms by the permanent secretaries and other stakeholders, the study found that participation was very limited as this was the responsibility of Cabinet Office, through the Management Development Division and the Public Service Management Division. In this regard, the study found that staff of the two divisions had specialist knowledge and skills in organisational design and change management. The two divisions, particularly the Management Development Division, undertook the design of appropriate management systems and tools for improving efficiency and effectiveness in the public service. The idea was that staff in the two divisions would carry out the task of implementing the reforms in the ministries. The study found that this approach had a number of weaknesses in that it tended to impose change from Cabinet Office at the exclusion of major key stakeholders in the ministries themselves. It was found that although permanent secretaries were key stakeholders who were supposed to take responsibility for the implementation of reforms in their ministries, their role in the design and implementation of reforms was very limited. Perhaps this may explain the reason why the study found that 24.7 percent of the respondents indicated that public sector leadership did not have adequate information on the reform process. Secondly, the study found that the two divisions had insufficient staff to effectively undertake the implementation of reforms in the entire public service. The permanent secretaries who should have taken the lead did not seem keen to do so.

The study found that part of the problem lay in the lack of involvement of permanent secretaries in the designing of the reforms whose implementation they were expected to oversee. This lack of involvement often resulted in little commitment to the reforms. This may explain the reason why the study found that ownership of the reforms in the public service was low. For example, some employees kept referring to some of the interventions that were being implemented as "requirements of Cabinet Office". That there was a problem of ownership was a fact that was acknowledged by the government in its (Government of the Republic of Zambia 2004) Strategy for the Priority Areas for the Public Service. The government acknowledged that problems of ownership were undermining implementation of the reforms. However, the study did not find evidence suggesting deliberate effort having been undertaken to increase ownership of the reforms.

The study results have shown that management/departmental meetings held regularly in the ministries tended to be restricted to discussing routine matters and not policy shifts and changes. From the study results it can be concluded that the meetings were more of a ritual which added little value to the participation of employees in decision making process in the public service. Since permanent secretaries had little or no information on the proposed reforms, it became difficult for them to articulate an agenda they could not identify with. How could they possibly persuade their subordinates to buy-in to a vision which they themselves could not understand? This has brought to the fore serious questions of ownership of the reforms among key stakeholders. The impression that this created was that ministries agreed to cooperate with teams from Cabinet Office that were implementing the reforms out of respect for the Secretary to Cabinet and not because they saw the need to improve service delivery by changing the way they were doing things. In other words very little effort was made to transfer ownership of the reforms from Cabinet Office to the ministries. This could be one of the reasons why the study found that some of the interventions being implemented in the ministries were almost always driven by Cabinet Office. Once the teams from Cabinet Office left, the interventions almost always collapsed.

A good example is the Performance Management System that was introduced in the public service during the reform programme. The study found that there was a lot of enthusiasm at the time the performance management system was being introduced in the ministries. Cabinet Office sent teams to targeted line ministries to work with selected senior members of staff drawn from all sections of the ministries concerned. Thereafter the selected officers would be trained on how to use the performance management package. The idea was that the senior officers would, in turn, pass on the knowledge to their subordinates as a way of institutionalising the performance management package. After the workshop, the performance management package would be installed in the ministry. However, the study found that the performance management system was rarely institutionalised in the ministries. In some ministries that were part of the study, some employees displayed ignorance about the performance management system, while some senior managers seemed to have a vague idea about the performance package. The study found that failure to institutionalise the

performance management package arose, in part, because key stakeholders were not involved in the design of the package that they were now being asked to implement.

Still on cooperating partners, the study found that the conditionalities which they attached to aid often had an effect on the participative style of leadership in the public service. For example, in the early 2000s, the government agreed with multi-lateral cooperating partners to implement the Highly Indebted Poor Countries (HIPC) Initiative which was aimed, in part, to relieve the country of its debt burden once attained. The country was due to attain the HIPC completion point in the year 2003 subject to meeting a set criteria; part of which was to drastically reduce government spending. However, during the same year following pressure and increased threats of industrial action from its employees, government and the public service unions reached an agreement to improve workers' emoluments, including housing allowances outside the approved threshold. However, the increase in wages had an immediate effect on the public service wage bill which shot up and could not be contained by the national budget. The increased wage bill meant that government had overrun its budget which was against the principles of the HIPC initiative. The immediate result was that the country could not qualify for the HIPC Initiative and the date for the completion point was extended. This riled the political leadership and there was pressure on the Secretary to the Cabinet and his team to correct the situation.

Although it can be argued that the public service leadership found itself in a dilemma where it had to satisfy two warring parties, whose positions were almost irreconcilable, it required true leadership to reach an amicable solution. Attaining the HIPC completion point was very much a political issue as it was a technical matter because (according to experts) the country stood to benefit a lot in terms of; massive debt relief, improved investor confidence and availability of additional resources for poverty reduction. Both the political leadership and the country's cooperating partners were clearly intent to achieve the target and this was clear from their public pronouncements. The Secretary to Cabinet and his team of permanent secretaries chose an option which seemed the easiest to implement without paying due regard to the consequences. They unilaterally decided to withdraw the circular that had introduced the

controversial perks and by so doing abrogated the collective agreement entered into with the unions. This action went against the spirit of participation. The consequences of that action were increased militancy on the part of the workers and an increase in industrial disputes.

According to the Department of Labour, more than 100 work stoppages were recorded in the public sector between 1993 and 2005. In the year 2003 alone a total of 41 569 public service employees downed tools resulting in a loss of 734 060.50 man days (Government of Zambia, 1999 - 2005). The consequences of the decision to suspend the collective agreement can still be felt five years after the decision was made. For example, speaking at the commemoration of the 2008 Labour Day celebrations in Lusaka, which were also attended by the Republican President, the Zambia Congress for Trade Unions President, Hikaumba, made the following remarks, '...before we reached HIPC completion point, (public service) workers were used as sacrificial lambs. They were told they could not get (improved) salaries until after HIPC...' (Post Newspapers (Z) Limited 2008).

The immediate casualties of the decision to unilaterally nullify the 2003 Agreement were the employees and it was therefore not surprising that their immediate reaction was to become more militant and to adopt strike action as a way of fighting management arbitrariness. This is in line with the observation of Dessler (2005: 561) who noted that the urge to unionize often seemed to boil down to the belief that it was only through unity that workers could get their fair share of the pie and also to counteract the whims of management. Dessler based his views on a study that was carried out in the United States of America, where it was found that workers did not just unionize for the purpose of getting more pay or better working conditions, though these were very important. It was found that in fact weekly earnings of union members were already higher at the time of joining a union than, in some cases, those of non-union members. In practice therefore, low morale, fear of job losses and arbitrary management actions were incentives for unionizing.

Going by Dessler's findings, we can tell that the option chosen by the public service leadership, to unliterary withdraw from the collective agreement was the fundamental cause of the

industrial disputes. Although the idea of renegotiating the 2003 Agreement with Public Service Unions seemed unpalatable at the time, the public service leadership should have made an attempt to find a solution to the situation within the spirit of participation. Although the possibility that the unions were going to strongly resist altering the contents of the agreement was high, the public service leadership should not have given up on renegotiating. The public service leadership should have been bold enough to engage the employees and possibly their reaction were not going to be as aggressive as it turned out to be. The unions were going to resist up to a certain level but consistency on the part of the leadership was going to compel them to accept a compromise. Arbitrary action on the part of management only went to exacerbate an already explosive situation.

Salamon (1992: 39) buttresses the point further when he explains that the genesis of industrial relations is the existence of conflict; if it did not exist, regulation would be simple, automatic and imposed. He goes on to explain that the latent conflict of interest which provides the core of industrial relations can arise from either the micro level of the organization (the economic exchange i.e. wage/work bargain and the managerial systems of authority and government) or the macro level (the fundamental divisions and differing values in society.)

The transformation of latent conflict into manifest conflict may take different forms as follows:

1.   It maybe expressed in a relatively hidden, unorganized and an individual way through low employee morale, high labour turnover, absenteeism and so on.

2.   It maybe expressed in an overt, constitutional form, on an individual and/or collective basis, through the established procedures and institutions of industrial relations (e.g. the grievance procedure and collective bargaining machinery).

3.   It maybe expressed in the form of industrial pressure (e.g. strikes and other forms of industrial action).

Salamon has illustrated that the input-output model derives from the acceptance that, to be functional, the conflict of interest has to be reconciled through some form of processes and institutions. To reconcile the conflict of interest between employees and employers requires managers with good leadership qualities.

As late as the year 2008, the 2003 Collective Agreement still haunted the public service leadership. For example, during the 2008 negotiation between government and the Public Service Unions, the issue of the 2003 Agreement arose. The Civil Servants and Allied Union of Zambia refused the government offer on the housing allowance and insisted that the negotiations be based on the 2003 Agreement. According to a Post Newspaper Report (Post Newspapers (Z) Limited 2008) the Union indicated that they had reached a deadlock in their negotiations for improved conditions of service for their members with the government and that they would seek conciliation over the matter. The Union later changed their position and clarified that after consultations with its members it had been resolved that the salary increase of fifteen percent been offered by government be accepted while the housing allowance offer be rejected. The Union's toning down might have been the result of the other public service unions accepting the offers made by government. For example, the Daily Mail Newspapers (Zambia Daily Mail Newspapers Limited 2008) reported that the three Teacher Unions had signed a collective agreement with government to increase teachers' salaries by 15 percent and housing allowances by between 50 and 100 percent. This means that the Civil Servants Union was isolated in its demand to increase the salaries and wages beyond the 15 percent that government had offered. However, the union remained adamant on the issue of housing allowance.

In terms of the political leadership, the study found some inadequacies in the manner in which the participative style of leadership was applied. The study found lack of humility to be responsible for some of the political leaders' failure to apply the participative style of leadership. A good example was that of the Ministry of Local Government and Housing. Earlier in the year 2008, the Minister of Local Government and Housing made a policy statement that it was in the process of introducing the Local Government Service Commission, whose role would be to handle all human resource matters for the chief officers in all local authorities. However, the study established that the ministry did not adequately consult other stakeholders before the decision was made public.

The Local Government Association of Zambia (LGAZ), an umbrella body for all local authorities in the country, opposed the decision to reintroduce the commission and called for further consultations before a final decision could be made. According to the Times of Zambia Newspaper (Times PrintPak (Z) Limited 2008) the LGAZ's 52nd conference in its resolutions felt that reintroducing the commission would compromise the accountability of officers to local authorities and weaken member councils' powers of supervising and holding officers accountable. The association further observed that the move would undermine the decentralization policy. The conference also resolved that member councils and individuals should not make direct representation to the Ministry of Local Government and Housing on the reintroduction of the commission without exhaustive consultations with the association and provincial local government officers.

The resolution of the LGAZ was not well received by the Minister of Local Government and Housing. Shortly after the LGAZ conference, the Minister called for a "consultative meeting" on the establishment of a Local Government Service Commission. However, the tone of the minister in addressing participants to the meeting was far from consulting and could be best described as intimidating the participants. According to the Post Newspaper (Post Newspapers (Z) Limited 2008) the Minister told participants to the meeting that *'she hated to work with people that were not focussed because such people were a danger to society'*. The minister went on to express her disappointment that officials were unable to debate the proposal during the Local Government Association of Zambia (LGAZ) annual conference that was held earlier in Livingstone but opted to go behind her back and undermine her authority. This was in reaction to media reports that some councillors had rejected the proposal for the establishment of the commission because there was inadequate consultation over the matter. *"As a minister I have consulted, I have actually over consulted. If you are men worth your salt, why didn't you come out in the open and say minister we are not happy with the proposed policy? ...it is costly to keep hold meetings on matters that we should not be wasting time and money on..."*

When a minister calls a consultative meeting and engages her subordinates in such a highly charged verbal exchange, the intention is clearly to coerce them into accepting her decision.

The Minister through her choice of words, made it clear that she had made a decision and therefore was not expecting any opposing view to the decision. A participative style of leadership would have entailed her positively engaging those who were opposed to her proposal. In this regard, she was supposed to create an environment where participants to the meeting could debate the subject in an open and objective manner. That way the outcome was going to be respected by even those who had earlier opposed the idea. Rather, although the purpose of the meeting was to consult, it is doubtful whether this objective was achieved.

It is, therefore, not surprising that it was announced on the Zambia National Broadcasting Corporation Television, the day following the meeting that the Local Government Association of Zambia had resolved to support the establishment of a Local government Service Commission. While the minister may have achieved her intention, the effect of her style of leadership is yet to be felt. However, it is the view of this study that there are likely to be problems of implementation of the policy. It was observed during the Right Sizing Workshops for Directors in the Public Service that ministers often made policy pronouncements prematurely, often for political appeasement, without paying due regard to the preparedness of the public service to implement the new policy. This had the effect of creating unnecessary pressure on the public service as expectant members of the public started demanding for the particular service.

In the case of the Local Government Service Commission, although the Minister succeeded in bulldozing her way to obtain support for her decision, the action could have serious implications in future. Zambia is a multi-party democracy and in a multi-party setup, it is normal for some of the Local Authorities to be dominated by opposition parties. In such a scenario it is important that consensus is reached before a policy that has implications on the operations of local authorities is implemented. In the case of the reintroduction of the commission, a common understanding should have been reached with all stakeholders on how the commission would carry out its work, for example how issues of appointment and promotion of chief officers would be handled by the commission. Would respective councils have the mandate to recommend officers to the commission for appointment, or would the commission identify candidates on its own? Failure to agree on such details could cause problems of

implementation, especially where a particular local authority did not agree with the appointing authority on an appointment made by the latter.

It is very likely that some of the councils dominated by the opposition would resist some postings on the basis that it was an indirect scheme by the government to control the way they ran their councils and as such reject the appointee. This is very likely, going by the controversies that have rocked most of the councils in the country. For example, during the course of the study, Lusaka City Council, which is dominated by the opposition Patriotic Front, had two consecutive mayors removed from office in a space of one term. The first one, a lady, was expelled from her party, the opposition Patriotic Front, on the basis that she, together with her deputy, had gone to the airport to receive a foreign dignitary at a time when her party had made a decision to boycott the event. The action incensed her party to the extent that she was expelled from the party and consequently lost her councillorship. The councillor who replaced the mayor could also not complete his term as he was also suspended from the council. At the time of the study, the Town Clerks for Mongu in Western Province and Kasama in Northern Province had been suspended, pending resolution of their cases by the respective councils. Isolated calls for removal of the Town Clerk in Kitwe were heard from time to time. These are all indications that the administration of local authorities in the country is a delicate subject which requires careful handling. A participative style of leadership is required if a way forward was to be found.

As has been demonstrated in the literature reviewed, one of the key parameters of the participative style of leadership is the level of consultation between the leader and his subordinates. On this score the study found that the participative style of leadership was not appropriately applied in the public service. Since consultation involves checking with followers on work-related matters and involving them in decision-making processes, the study found that although there was some level of consultation through regular management/departmental meetings, the extent to which employees could influence decisions was very negligible. However, the reviewed literature has also shown that consulting has two different dimensions, the first of which is to solicit information from followers i.e. suggestions, ideas, and advise. The

second dimension is to be involved in decision making whether directly or indirectly. In this context, the study found that the level and quality of participation that took place could not allow employees to effectively participate in decision making.

First, the study found that the level of participation was mostly confined to top and senior managers. Participation tended to decline steadily as one descended down the ladder to the lower levels, to the point of almost reaching zero percent. Secondly, the study found that quality of participation in itself left much to be desired. In this regard it was found that in the majority of the ministries, issues dealt with by management meetings tended to focus more on routine work, matters and briefings, as opposed to decision making on key policy issues. In many cases, the study found that most policy decisions were made at Cabinet Office and latter disseminated to ministries through cabinet circulars. Ministries, therefore, had no input in the decisions made and as such were merely used as communication channels. In some extreme cases the study found that Cabinet Circulars were merely photocopied and distributed to staff in the format that they were received. In a few ministries, the study found that an attempt was made to rephrase the circular in an effort to make it easier for staff to follow and understand, though the substance of the contents remained unchanged. However, in both cases the study did not find evidence of management sitting down with the workers to get the latter's views on the policy issue at hand. If any meeting was held, the purpose was to discuss implementation modalities and to allocate responsibilities. It was never to solicit for input into key decisions. From the above findings we can conclude that the participative style was partially applied in the public service.

3.5   *Delegative Style*

The Delegative style involves the leader allowing surbodinates relative freedom for decision making and daily monitoring and short term review. The behavioural competencies required for this style include delegating, developing and motivating staff.

On the extent to which top management staff were willing to delegate decision making authority to their subordinates, the study found that 21.5 percent of the respondents said that decision making authority in the public service was concentrated in the permanent

secretary/chief executive officer's office while 50.5 percent of the respondents pointed at heads of department and other managers as decision making authority. Another, 28 percent said that decision making authority was fairly distributed in their organizations. From the above study results, it can be concluded that the delegative style of leadership was commonly applied in the public service.

In almost all of the ministries that were included in the study, it was found that directors had some relative autonomy when it came to running the affairs of their departments. The study found that an activity based system of budgeting was being implemented which clearly outlined budgetary allocations for each department. However, in terms of the actual use of departmental resources, the study found that the ultimate authority lay with the permanent secretaries, although directors had an indirect control on the use of resources in that they were the ones who made recommendations on which activities were to be executed and when.

The study found that Cabinet Office was viewed by the majority of respondents to retain more authority than any other public institution with the exception of State House. In this regard it was found that Cabinet Office was performing more functions than it could sufficiently handle. For example, the study found that human resource management in the public service was centrally managed by Cabinet Office through the Public Service Management Division. Although permanent secretaries in the ministries and provinces bore the responsibilities of supervising staff under their charge, they lacked sufficient authority over staff matters required to discharge their functions in a diligent and effective manner; as such authority was vested in the Public Service Management Division. Some permanent secretaries complained that they often felt helpless because it was very difficult for them to reward high performing staff or discipline those found wanting, as all they could do was to recommend to Public Service Management Division for action to be taken. In this regard, the study found that the permanent secretaries' powers over staff matters were limited to initiating the processes. For example, the 2008 Auditor General's Report highlighted some serious misapplication and misuse of public resources in a number of ministries. Since this was not the first time the report had raised issues of mismanagement of resources in the public service, there were widespread calls from

the public for action to be taken against those involved. In reaction to the complaints by members of the public that public service employees who abused public resources were not being punished, the Secretary to the Treasury bemoaned that he lacked powers to discipline erring accountants as this was the prerogative of the Public Service Management Division. According to the Post Newspaper (Post Newspapers (Z) Limited 2008), the Secretary to the Treasury told the Finance Committee of the National Constitution Conference that the country's current treasury management system was in disarray. He went on to complain about the current set-up where he had no powers to transfer, demote or promote accountants in the public service, resulting in his inability to deal with underperforming and undisciplined accounting personnel. In this regard the Secretary to Treasury said "economic management is not about process, it is about end results. I have no authority to shift, appoint or recruit accounting staff. This is done centrally somewhere else. We should have sensible arrangements in place; it is the Secretary to the Treasury who knows his staff and where they are... and then you are asking for sluggish systems... you can't respond..." the strong words used by the Secretary to the Treasury go to show the frustration public service leaders were experiencing in handling staff matters in the respective ministries as a result of centralization of the human resource function.

Another area of concern was with regard to issues of capacity building for staff in the public service. The study found that for a ministry to organise a training workshop for its staff, authority had to be obtained from the Secretary to Cabinet. This included both courses obtainable outside and within the country which also had to be approved by the Secretary to Cabinet. The study found that this practice tended to delay implementation of planned activities by the ministries; thereby impacting negatively on skills development. By centralizing the approval of training activities, Cabinet Office made it difficult for permanent secretaries to plan the development of staff under their charge because some of them found the procedure to be unnecessarily cumbersome. Since permanent secretaries were restricted in the manner in which they could implement capacity building programmes for staff in their ministries it meant that even the manner in which they could carry out human resource functions such as the development of management succession plans was restricted. Without an effective

management succession plan in place, the study found that there was a lot of dissatisfaction with the manner in which senior positions were filled in the public service. This may explain why the study found that 32.3 percent of the respondents said that rewards, including promotion, were based on criteria other than merit while 39.8 percent said that rewards were based on merit.

Another area which the study found to be highly centralised was the reward system. The study found that permanent secretaries did not have much reward power as this was vested in Cabinet Office, through the Public Service Management Division. For example, the study found that the Annual Performance Appraisal System for the public service was designed in such a way that staff who exhibited exemplary behaviour and high performance should be awarded an annual increment. However, the study found that the ultimate decision on whether or not to award an annual increment lay with the permanent secretary for the Public Service Management Division. Other permanent secretaries' role was confined to making recommendations. The impact of this on the employees was that they could not be awarded annual increments even after performing highly in their jobs because permanent secretaries were not keen to appraise staff using the system which they claimed was cumbersome. As one permanent secretary put it, "I know the guys who are high performers who are carrying this ministry; I also know the passengers who are not contributing anything, give me the money and I will reward the hard working guys." This may explain the reason why the study found that 32.3 percent of the respondents said that rewards, including promotion, were based on criteria other than merit.

The study found that there was some attempt during the reform programme to delegate some authority from Cabinet Office to the Ministries and Provinces. However, the study found the existence of some practices in the public service which tended to erode delegated authority from the ministries back to cabinet office. In this regard the study found that the problem was more of a human nature than a technical one. It was found that staff in Cabinet Office did not want to let go some of the functions they were performing, even where it was clear that such functions could be best performed by the ministries, merely for fear of losing their privileged

status. For example, the study established that a large number of positions were vacant in the public service. When asked why the posts had remained vacant for prolonged periods of time despite the increased workload, most of the permanent secretaries responded that the procedure for filling up positions was very cumbersome. They explained that a position could only be filled where sufficient details of the previous holder existed. Only then could a permanent secretary apply to Cabinet Office (PSMD) for authority to fill up the vacant post. Upon receiving the request Public Service Management Division would carry out a verification exercise to determine whether indeed the post was vacant and was funded. Thereafter, authority would either be granted or with held. The study found that this procedure often took three months in normal cases but could take more than six months in other situations. The study found that the decision whether or not to recruit should have been left to individual permanent secretaries. Public Service Management Division's role should have been that of monitoring and advising ministries, for example the Division would be monitoring whether a particular permanent secretary still has some money in his or her personal emoluments budget in to enable him fill up some vacant positions. The actual posts to be filled should be a prerogative of the particular permanent secretary.

The study found that this arrangement, although it helped to curb over employment in the public service, also had some negative consequences in that it made human resource planning in ministries almost impossible. Some permanent secretaries complained that they were operating in a straight jacket where they could not undertake human resource planning and make decisions because they had to stick to the rigid system. It was found that the system could not allow the swapping of posts. For example, if a permanent secretary noticed that the workload in one geographical area had increased compared to another region, the permanent secretary could not transfer staff from a station with less workload to relieve staff at a station with increased workload because doing so would result in the transferred staff losing their salary as it would continue to be sent to the station where the post existed.

According to the findings of the study not all posts in the Public Service Establishment Register were funded in one particular year. Ministries, therefore, often found themselves in situations

where they had to make do without some posts in order for them to remain within their budget ceiling. The study found that in situations where the ministry felt that a non funded post had become essential and needed to be filled, the PERMIC payroll system operated in such a way that the post could not be filled as only funded vacant positions could be filled and it was not possible to swap funded posts with non-funded posts. For example, if a ministry had two funded posts of drivers that were vacant but decided that they did not need the two drivers currently but instead preferred to fill two non funded posts of registry clerks; this could not be done as the payroll system would reject it. The system dictated that drivers could only be replaced by drivers and these had to be in the same particular area. The study found that this system had the potential to render human resource planning in the ministries ineffective.

The Public Service Management Division explained that the system had been deliberately made difficult to curb illegal recruitments and the existence of ghost workers which was very rife in the past. The division added that where a ministry wanted to alter a structure so that they could remove staff from one field to another, they had to obtain authority from the Secretary to Cabinet through the Management Development Division. However, the study found that the process of reviewing a structure was very cumbersome as it had to pass through three distinct institutions. In situations where a ministry found that a particular structure was inappropriate and thus required to be altered, the study found that a simple variation to the organizational structure could take as long as six months to a year to complete. Even after the structure was approved further delays would be experienced as the ministry would have to apply for treasury authority from the Ministry of Finance and National Planning through the Public Service Management Division. It was only after treasury authority was granted that the new posts could be filled. The effect of this was that the problems that the revision was supposed to address would persist and in the process the provision of essential services to the public would be affected adversely.

The impact of this on the human resource was twofold; first it created a heavy work schedule for some employees in those ministries with a number of vacant posts. This meant more responsibilities for the employees without a corresponding increase in rewards. An increased

work load had potential to de-motivate workers, especially where they were not able to cope up. Secondly, permanent secretaries often decided to resolve the problem by putting in place ad hoc measures that facilitated work to continue while waiting to fill the vacant post. Such measures often included appointing one of the junior officers to act in the vacant post on an administrative arrangement. However, the study found that these acting appointments often went beyond six months, or up to a year in some cases. Since the Terms and Conditions of Service for the Public Service stipulate that an officer should only act in a post for six months after which he or she should be confirmed, the officers acting in vacant posts were supposed to be confirmed after acting for six months. However, as has already been explained, the authority to recruit or fill up a vacant post lay with the Public Service Management Division. The ministry could only recommend an officer to be confirmed. The study found that there were a number of cases where a ministry had recommended an officer who was acting in a vacant post to be confirmed but the Public Service Management Division had rejected this and instead appointed somebody from another ministry to go and fill up the post. This tended to create frustration and resentment on the part of the affected employees. The Public Service Management Division defended their practice on the basis that some of the officers recommended by ministries did not meet the minimum qualifications required for one to be appointed to the post in which they were acting. However, this notwithstanding, the blame still fell on the division because the delay to fill the vacant post was caused by them. If permanent secretaries waited until the authority to recruit came out, this would have a negative impact on service delivery.

The study further established that the unclear role of the Public Service Management Division was partly to blame for the centralization of human resource function in the public service. It was found that PSMD tended to replicate what ministries were doing, vis-à-vis recommendations to the Public Service Commission. On one hand PSMD was serving as a secretariat to the Public Service Commission while on the other hand it was operating as a custodian of human resource policies in the public service. The question that could not be answered was whether PSMD should be an implementer of human resource policies in the public service or it should be a regulator and facilitator. To play the role of regulator and

facilitator PSMD needed to develop mechanisms for monitoring and evaluating the implementation of human resource policies in the public service. It also needed to develop programmes aimed at developing managerial capacity in the public service. On the contrary the study found that instead of developing managerial capacity in the public service PSMD was more concerned with controlling the human resource function through increased centralization. This affected the ministries ability to undertake human resource planning.

The study found that each ministry's human resource department was headed by a Director of Human Resource and Administration who was sufficiently qualified to perform human resource functions. However, it was found that most of the directors performed routine administrative functions and were rarely involved in human resource planning. In this regard the study found that there was underutilization of the directors of human resource in the ministries. This could be attributed to the centralized nature of human resource management in the public service.

The argument for centralising the human resource function has been mostly that if left to individual ministries and institutions nepotism and favouritism would become prominent and disadvantage some deserving employees, while others would suffer victimization. This argument was also advanced by the Local Government and Housing Minister during her address to the Local Government Service Commission consultative meeting. According to the Daily Mail Newspaper (Zambia Daily Mail Newspapers Limited 2008) the Local Government and Housing Minister told the LGAZ meeting that the re-establishment of the commission was aimed at getting rid of vices such as nepotism in local authorities to ensure that only qualified staff was recruited. However, critics of the centralization of the human resource function have argued that what is important is to build capacity in the public service that would enable line managers to effectively manage human resource matters. Once capacity was built, the role of the PSMD would be to monitor the implementation of human resource practices with powers to intervene where necessary.

3.6   Achievement-Oriented Style
The Achievement-Oriented style invoves the leader setting challenging task goals; seeking task improvements; emphasising excellence in follower performance; showing confidence that

llowers will perform well. The behavioural competencies required for this style include arifying roles, informing and delegating, problem solving, managing innovation and creativity, onsulting, developing staff, motivating, building and managing teams.

leader who applies this style expects his followers to give time and effort in order to receive aterial and immaterial rewards. The leader also tries to control performance and the fficiency of work. The study results show that the achievement-oriented style was applied to ome degree in the public service.

terms of setting targets for subordinates, the study found that 63.4 percent of the espondents said that their permanent secretaries/chief executive officers wanted to get esults regardless of the circumstances. However, 23.7 percent said that their permanent ecretary/chief executive officer was flexible on deadlines. Another 12.9 had no opinion. lthough the majority of the respondents said that their permanent secretaries set targets for nem the study found that in most ministries there was no system of monitoring the erformance of subordinates and providing positive feedback to them. In addition, the study ound that in almost all the ministries that were part of the study, there were no monitoring nd evaluation mechanisms, other than management reports, that were presented during staff neetings management had no means to verify the accuracy of such reports.

s has already been stated elsewhere in this report, the performance management system was ot functioning in the public service. Its non-functioning meant that supervisors could not nonitor the performance of their subordinates. The absence of a performance management ystem also meant that departmental and individual work-plans could not be developed; nerefore there was no criterion for setting targets. As a consequence, permanent secretaries vere operating without a system that was going to inform them whether or not they were chieving their targets.

he absence of a performance management system also meant that the public service eadership could not effectively initiate and implement appropriate staff development rogrammes for their ministries. This is because a performance management system is upposed to identify weaknesses in staff and enable managers to plan and effect appropriate

followers will perform well. The behavioural competencies required for this style include clarifying roles, informing and delegating, problem solving, managing innovation and creativity, consulting, developing staff, motivating, building and managing teams.

A leader who applies this style expects his followers to give time and effort in order to receive material and immaterial rewards. The leader also tries to control performance and the efficiency of work. The study results show that the achievement-oriented style was applied to some degree in the public service.

In terms of setting targets for subordinates, the study found that 63.4 percent of the respondents said that their permanent secretaries/chief executive officers wanted to get results regardless of the circumstances. However, 23.7 percent said that their permanent secretary/chief executive officer was flexible on deadlines. Another 12.9 had no opinion. Although the majority of the respondents said that their permanent secretaries set targets for them the study found that in most ministries there was no system of monitoring the performance of subordinates and providing positive feedback to them. In addition, the study found that in almost all the ministries that were part of the study, there were no monitoring and evaluation mechanisms, other than management reports, that were presented during staff meetings management had no means to verify the accuracy of such reports.

As has already been stated elsewhere in this report, the performance management system was not functioning in the public service. Its non-functioning meant that supervisors could not monitor the performance of their subordinates. The absence of a performance management system also meant that departmental and individual work-plans could not be developed; therefore there was no criterion for setting targets. As a consequence, permanent secretaries were operating without a system that was going to inform them whether or not they were achieving their targets.

The absence of a performance management system also meant that the public service leadership could not effectively initiate and implement appropriate staff development programmes for their ministries. This is because a performance management system is supposed to identify weaknesses in staff and enable managers to plan and effect appropriate

measures. For example the study results show that 74.2 percent of the respondents were responsible for the supervision of other employees in the public sector. An effective performance management system was going to show the quality of supervision by the permanent secretaries. If supervision is found to be of poor quality, the permanent secretary would recommend appropriate interventions. As noted earlier, however, only 44.1 percent out of those who supervised others said they had attended a leadership/management development course. Out of those who attended a course in management/leadership, only 38.7 percent said their permanent secretary/head of department played a role in identifying and sending them to participate in the course. What this shows is that leaders were not paying attention to the development needs of their staff as a way of improving their performance. In addition the study found that training in some ministries was not based on training needs but was conducted at the instigation of individual employees. It therefore followed that this type of training did not always contribute to the achievement of organizational goals as it was often not related to the employee's job.

Without the positive in-put of the rank and file, the public service reforms could not be expected to succeed. This is what Dawn Airey, former Managing Director of Sky networks meant when he said that *"one person, one chief executive officer cannot change an organization. They have to empower all of their people"* (Leighton 2007). Circulars such as the one issued by the Secretary to Cabinet only served to alienate the employees from the reform process as it had the effect of demonstrating to them that the reform process was not in their interest. It also had the effect of exonerating counter reformers who would use the circular as a weapon to fight the reform process.

Planning and organizing personnel involves coordinating people and operations, and ensuring that the competencies necessary to do work are or will be available. It also involves self-planning and personal time management. This is because a leader's ability to lead others is largely determined by his or her ability to self-manage. One aspect of planning and organizing personnel involves fitting people to schedules and making changes as work and personnel needs change. A leader who is achievement-oriented will endeavour to suit individual abilities

with tasks. This is so because there is no point in assigning the performance of a task to a subordinate who has no ability to execute that task. In this regard the study results have shown that 29 percent of respondents said that there was a mismatch between individual abilities and tasks in their ministries/institutions, while 35.5 percent of the respondents said that there was a right fit between individual's abilities and tasks. Another 35.5 percent of the respondents said that individual abilities and tasks were fairly matched in their ministries/institutions.

To be effective, a leader must ensure that the critical competencies of the assigned jobs are understood and available. In this regard a leader must ensure that the talents, interests and preferences of people match with their work. However, study results show that permanents secretaries had difficulties fitting staff to tasks. The permanent secretaries' situation was made worse by the centralized nature of the human resource function in the public service. In this regard the study found that permanent secretaries had very little say on the staff that was assigned to their ministries as this was the prerogative of the Public Service Management Division. However, there were a few cases where permanent secretaries rejected some staff posted to their ministries/institutions on the basis that they were not suitable.

On clarifying tasks and goals, the study results show that 76.2 percent of respondents said that tasks and goals in their organizations were clearly defined, while 23.8 percent said tasks and goals were poorly defined. However, the study found evidence of the existence of conflicts of roles between departments in ministries. For example the study found that, in most ministries, there existed conflicting roles between the planning department and other departments. The conflict seemed to stem from the fact that the planning department assumed a role that was cross cutting and this was viewed negatively by the other departments as interference. It was argued by some that the planning department could not develop plans for other departments because of the specialised nature of those departments.

In the Ministry of Science, Technology and Vocational Training, the study found that the permanent secretary consistently applied the achievement-oriented style of leadership. In this regard the study found that the permanent secretary developed priorities for his ministry which he derived from the National Development Plan. Thereafter, he set targets for his subordinates

and constantly monitored their performance to see whether they were achieving their targets. The permanent secretary held performance review meetings with his subordinates from time to time. This was confirmed by senior, middle and lower management employees that were interviewed. In addition the study found that the permanent secretary spent considerable time in the field meeting his subordinates, learning and understanding their needs. Staff in the ministry described their ministry as the best performing ministry thereby confirming the high levels of motivation among staff in the ministry.

The study found that there were some occurrences in the public service that could be said to have worked against the achievement oriented style of leadership. For example, the decision by the Secretary to Cabinet in 2006 to ban capacity building activities in the public service resulted in the public service leadership failing to develop the competencies and skills of the public service managers. According to the Cabinet Circular that was issued, the measure was taken to reduce government expenditure, which was donor conditionality for continued support towards the implementation of fiscal reforms. The circular was later replaced with another that required permanent secretary/controlling officers to seek permission of the Secretary to the Cabinet before they could hold any training activity outside their premises or government facilities.

However, the implementation of the two circulars had a negative impact on the performance of the public service in that it has further removed decision making authority from the permanent secretaries to the Secretary to Cabinet. The circular made it difficult for permanent secretaries to identify skills gaps in their subordinates and initiate appropriate staff development programmes. Although, permanent secretaries were at liberty to develop and conduct in-house staff development programmes, the study found that it was difficult to successfully mount a training programme at the work place because of work-related disturbances.

Another ingredient of the achievement-oriented style of leadership is that of linking rewards and sanctions to performance. In this regard the study found that a good number of the public service employees did not relate the award of rewards to performance. The study results show that 32.3 percent of the respondents said that rewards, including promotion, were based on criteria other than merit while 39.8 percent said rewards were based on merit. The remaining,

28 percent the respondents said that rewards were fairly related to merit. The study found that there were several factors that had combined to convince some employees' expectation that high performance on their part would not result in them being rewarded. A good example is Cabinet Office Circular No. 5 0f 2003 on the implementation of structures and staffing levels under the public service reform programme. The circular expressed frustration at the fact that the reform programme was not progressing as scheduled. According to the circular, the reform effort which was aimed at creating and maintaining a lean and manageable public service was supposed to reduce government expenditure on personal emoluments and free resources for use in other critical areas. The circular observed that the trend was that there were frequent requests to increase the approved establishment of ministries/institutions and failure to strictly adhere to approved structures. As a consequence, the circular went on to freeze recruitment, selection, placement, transfers and promotions in the public service.

From the above example it is clear that Secretary to the Cabinet did not take into account the effect of imposing such a measure on the performance of the employees. When employees work hard and perform according to set standards or better, they expect to be rewarded. The move to freeze promotions, among others, was in contrast to Vroom's Expectancy Theory which has shown the link between individual effort and high performance to rewards. According to the theory workers have to know that their efforts can in fact lead to high performance, this linkage is called expectancy. Secondly, the high performance should lead to the delivery of work related rewards, this linkage is called instrumentality. Finally the reward must be desirable to the recipient, this linkage is called valence (Wart 2007). It can, therefore, be concluded that by freezing promotions, the Secretary to Cabinet removed a cardinal incentive for improving performance standards in the public service, which in turn resulted in low morale among public service employees.

Secondly, the very fact that there was no effective performance management system in the public service meant that performance was not linked to rewards. In addition, public service employees were awarded salary increments across the board almost on an annual basis. This normally followed successful negotiations with the public service unions. In this regard, all

employees were awarded an increment regardless of whether or not their performance was below or above the required standard.

On the political front, the study found that the republican President used the achievement style of leadership in his day to day interaction with his subordinates. When the President came into power in 2001, he declared that he would make the fight against corruption his number one priority. At the time corruption had become institutionalised in the country to the extent that it was doubtful whether any initiative aimed at eliminating it could yield positive results. In 2003, the government of the Republic of Zambia, under the leadership of Mr. Levy Mwanawasa, engaged the Political and Administrative Department of the University of Zambia to obtain information that would assist the government to design a comprehensive governance and anti-corruption strategy (University of Zambia 2004). According to the findings of that study, corruption was identified as a top socio-economic challenge for the country. Over 80 percent of households and public officials rated corruption in the public sector as a very serious challenge to the country, while about 67 percent of managers rated it as the most burdensome obstacle to business development. The study further found that, overall almost all public institutions were only moderately honest, while core public security institutions such as the police were found to be the most corrupt.

The President then embarked on a crusade to reverse the widespread prevalence of corruption in the public service. A Special Task Force on Corruption, drawn from a combination of top security personnel from the country's security agencies was constituted to investigate the abuse of public resources during the Second Republic when corruption in the country was at its peak. The President also requested Parliament to remove the immunity of his predecessor so that he could be investigated and prosecuted for corrupt practices. At the public service level watchdog institutions that were previously regarded to be toothless were strengthened, both in terms of capacity and legal framework. Notable among these was the Auditor General's office, the Anti-Corruption Commission and the Anti-Money Laundering Unit of the Drug Enforcement Commission.

His critics scoffed at his efforts claiming that they were politically motivated. At some point his critics, who were often sponsored by the accused persons themselves, managed to sway public opinion in their favour as the fight against corruption seemed to suffer setbacks in preliminary rulings by the courts of law. However, the President was determined and he wavered on, encouraging his security agencies to fight on. For the first time in the history of the country, a large number of high prominent people in society appeared in the courts of law on charges of corruption. Notable among these were Former Republican President Chiluba and his wife Regina, former Security Intelligence Chief Xavier Chungu, former Minister of Finance Katele Kalumba, and a horde of former public and para-statal companies' officials, including almost all the former chiefs of the armed forces.

The study has found that the fight against corruption achieved a lot of successes under the leadership of President Mwanawas. For example, at the time of the study both former president Chiluba and his wife Regina had been found with cases to answer by the courts and had been put on their defence. According to the Post Newspaper (Post Newspapers (Z) Limited 2008) the Lusaka Principal Magistrate Court put former president Fredrick Chiluba's wife on her defence after finding her with a case to answer on charges of receiving property suspected to have been stolen. The Court ruled that Mrs Chiluba had failed to account for various properties that she owned, most of which were suspected to have been given to her by her husband when he was still in office using public resources. Mr. Chiluba himself was put on his defence much earlier and was at the time of the study prosecuting his defence in the courts of law. Former Zambia Air Force Commander Christopher Singongo who was facing charges of corrupt practices was also found with a case to answer by the magistrates' court. According to the Time of Zambia Newspaper (Times PrintPak (Z) Limited 2008)the court found Singongo with a case to answer on two counts of abuse authority and theft by public servant. Singogo was later convicted by the magistrates' court and is currently serving a five year jail term.

Some of the best successes of the fight against corruption include the prosecution and conviction of former Zambia National Commercial Bank managing director Mr. Musonda, former Chairman and Chief Executive Officer of the Zambia Consolidated Copper Mines (ZCCM)

Mr. Francis Kaunda and former Access Financial Services Chief Executive Officer Mr. Faustina Kabwe. According to the Post Newspaper (Post Newspapers (Z) Limited 2008) the Lusaka Magistrate Court jailed former Zambia Consolidated Copper Mines Chairman Francis Kaunda and former access Financial Services director Faustin Kabwe to two years imprisonment after finding them guilty of conspiring to defraud ZCCM. Former Zambia National Service commander, Genera Funjika, was also given a prison sentence after convicting him of abuse of office and authority.

Earlier, the government won a landmark case in a London high Court decision, which had found former President Chiluba and other former public officials liable for defrauding the Government of the Republic of Zambia, millions of dollars and ordered them to pay back the money to the government. At the time of the study Mr. Chiluba and his co-accused were challenging the registration in Zambia of the London judgement in the high Court for Zambia.

The president did not only focus the crusade on corruption on past wrongs. He took action even against his own ministers. At the time of the study a total of five ministers had appeared in court on charges of corrupt practices. Notable among these was the former Minister of Lands, Mrs Gladys Nyirongo who has been charged with abuse of office and corrupt practices involving allocation of land to her relatives and herself. At some stage the president ordered the closure of the Ministry of Lands for what he termed "stinking corruption." A combined team of police, Anti-Corruption and secret service officers were sent to the ministry to investigate cases of corruption. Currently, the former minister, the Commissioner of Lands and some other senior officials in the ministry are facing corruption charges in court.

In addition the President took steps to strengthen public watchdog institutions such as the Anti-Corruption Commission, the Auditor General's Office and the Anti-Money Laundering Unit of the Drug Enforcement Commission to enable them detect abuse of public resources by public officers. For example, Cabinet has approved a revised policy for fighting corruption while the Anti-Corruption Commission has developed a new strategic plan. The Auditor General's Office has been strengthened to the extent that for the first time ever, its reports are now up to date. As a result of these efforts public officials are now made to account for the manner in which

they use public resources. Public officials are now fully aware that the era of impunity is over. For example the Times of Zambia Newspaper (TimesPrintpak (Z) Limited 2008)reported that seventy accounts staff at Cabinet Office in Ndola had been suspended to pave way for investigations into their operations. The suspension of accounts staff at the Ndola office followed an audit query which was not adequately answered. Out of the seventy officers that were suspended, fifteen have since been expelled and have been handed over to law enforcement agencies for prosecution.

The study further found that tangible rewards were not equitably distributed in the public service. It was found that some categories of employees enjoyed superior conditions of service, including better perks compared with the rest of the workers. For example, lawyers and doctors received higher salaries than their peers in other professions. This discrimination in the reward system negatively affected the performance of the other employees who did not see the justification for the discrepancy. The explanation given by the public service leadership was that the privileged employees had scarce skills which the government was failing to attract and retain.

3.7   Inspirational Style

From the literature review it has been established that the Inspirational style involves the leader using intellectual stimulation (for new ideas or processes); inspirational motivation for group goals; charisma. These leaders behave in ways that motivate those around them by creating the conditions for followers to find meaning and challenge in their work. Individual and team spirit are aroused while enthusiasm and optimism are displayed by followers. Inspirational leaders stimulate their followers's efforts to be innovative and creative by questioning assumptions, reframing problems, and approaching old situations in new ways. New ideas and creative solutions to problems are solicited from followers who are included in the process of addressing problems and finding solutions.

The behavioural competencies required for this style include managing innovation, managing personnel change, scanning the environment, do strategic planning, articulate vision, network and partner, make decisions, manage organizational change.

terms of encouraging subordinates to be innovative, the study results show that 43.1 percent of the respondents said that initiative and innovation were encouraged in their ministries and/or institution while 23.7 percent said initiative and innovation were not encouraged in their ministries/institutions. Another 33.3 percent said that initiative and innovation were fairly encouraged in their ministries/institutions. In addition the study found that 78.5 percent said that their permanent secretary/chief executive officer praised their ideas and contributions.

In sharing ideas and working as teams, the study found that 11.8 percent of the respondents said that individualism was encouraged in their ministries/institutions while 88.2 percent said team work was encouraged in their ministries/institutions. However, closer analyses of practices in a number of ministries revealed that team work in task execution was quite limited. The study found that there was a very high level of competition as opposed to cooperation among public service employees. The competition was very high among skilled employees. There was also a lot of intolerance for mistakes among the same group. Some employees in the skilled categories complained that simple mistakes were often blown out of proportion by their peers just to bring them down. This is collaborated by the other findings of the study which have shown that 38.5 percent of the respondents who said that they were in possession of a Master's Degree said that team work as opposed to individualism was encouraged in their ministries. The study further found that 52 percent of those who said that they were in possession of a University first degree said that teamwork as opposed to individualism was encouraged in their ministries. On the other hand the study found that 70.7 percent of the respondents, who said that their highest educational qualification was a Grade Twelve Certificate said that team work as opposed to individualism, was encouraged in their ministries. As the results clearly show, there seem to be less team work as employees become more skilled and educated.

In addition, the study found that most ministries and public institutions were not learning organizations. In this regard the study found that a lot of money had been spent on sending individuals to attend specialist courses that were key to the effective and efficient operation of the public service. However, the study found that there was very little or no sharing of knowledge with colleagues upon completion of these courses. Most of those who attended

courses, either locally or abroad, kept the knowledge to themselves. Asked why they never attempted to share the knowledge they had obtained with their colleagues who have not had an opportunity to attend the same, most respondents stated that their colleagues were simply not receptive and showed little or no interest in learning from them. The situation was made worse by the lack of support from senior managers.

On whether or not public service leaders were able to inspire their followers, the study found that 24.7 percent of the respondents said that they were weakly motivated and inspired by their leaders, while 21.5 percent said that they were fairly inspired and motivated by their leaders. It was only 29.1 percent of the respondents who said that they were highly inspired and motivated by their leaders. However, 12.9 percent of the respondents said that they had no opinion.

The reasons for some of the negative effects arising from the application of this style maybe attributed to a lack of the other ingredients that are required for the inspirational style of leadership to have a profound effect on the followers. For example, the followers need to have faith in the leader and believe in his vision for the future. They should be able to envision themselves in that future state and have confidence that there leader is capable of taking them there. However, the study found that this was not always the case. For example, the study found that during the reform period some leaders lacked knowledge on the reforms process and its objectives. In this regard the study found that 24.7 percent of the public sector leadership did not have adequate information on the reform process, while 24.7 percent were fairly informed about the reform process. It was only 43.1 percent of the leaders who were well informed about the reform process.

Since a good number of the public service leadership was not sufficiently informed on the reform process, it followed that they were unable to articulate a clear vision for their organisations within the context of the reform programme. It is, therefore, not surprising that the study found that only 37.6 percent of the public service leaders personally clarified the proposed changes (reforms) to their employees, while 48.4 percent did not. If followers feel that their leader is as ignorant as they are on a particular issue, it is difficult for such a leader to inspire them. As a result of that, a large number of followers remained uninspired by their

leaders. This can further be confirmed by the study results which show that 20.4 percent of the respondents doubted the ability of their permanent secretary/chief executive officer to lead their organization through the reform process while 20.4 percent rated the ability of their leader to be average. However, 53.8 percent of the respondents said that their permanent secretary/chief executive officer was capable of leading the organization through the reform process. On the management of the reforms, 26.9 percent of the respondents said that the proposed change to their organizations was poorly managed, while 49.4 percent said that change was fairly handled. About 23.7 percent of the respondents said that change was well managed.

The Republican President, Dr. Levy Patrick Mwanawasa, regularly applied the inspirational style of leadership in his day to day management of public affairs. When he ascended to power in 2001, the President set for himself a mission which read as follows; "I will provide continuity with change. In the interest of our Nation Zambia, and the common good, sacrificing all and expecting little in return, I wholeheartedly commit myself with God's help and guidance, to serve Zambia and Zambians to the best of my ability with loyalty, honour and integrity, with all my heart and strength, with love and justice, with consideration and compassion, with commitment and dedication and in collaboration with all stakeholders, women and men of goodwill, to give fresh hope to our people, to create opportunities for all and bring honour, dignity and prosperity to our country, through honest and selfless hard work above and beyond the normal call of duty."

The above mission guided the President's actions during his presidency. The study has found that empirical evidence exists which shows that the President's style of leadership inspired his followers. For example, the country's economic indicators were all pointing to the fact that for the first time in decades, the country was headed for economic prosperity under his leadership. Corruption was fought with a lot of vigour while investor confidence was restored to its highest levels. The country changed from being a food deficit country to a food surplus country. Never before in the history of the country had the nation seen so much hope in itself. On 19th August 2008, the President passed away in a military hospital in Paris, France, three years before the

end of his second term. The whole nation was gripped with a sense of shock. Everyone everywhere in the nation talked about the legacy the president had left and the need to preserve this legacy. Addressing lawyers who had gathered to pay their last respects to the late President Mwanawasa during a valedictory session at the Supreme Court, Chief Justice Ernest Sakala stated that President Mwanawasa had demonstrated that it was possible to hold political office without being polluted and his legacy would live on for generations to come. (Post Newspapers (Z) Limited 2008).The very fact that the whole nation wanted the president's legacy to continue is testimony that he was able to inspire not only public service workers but also people outside the public service.

The study found empirical evidence suggesting that the positive impact of the president's application of the inspirational style resulted in public service employees being able to continue moving in the direction he had set even after his death. This was confirmed by Finance and National Planning Minister Ng'andu Magande when he met a delegation from the United Kingdom which was led by the British Minister for Africa, Asia and the United Nations, Lord Mark Mallock Brown. The Finance Minister told the delegation that "Under President Mwanawasa, we set up a system and procedure in order to make our way of doing business transparently and accountably and I want to assure you that we would adhere to those procedures and systems in remembrance of the president." (Post Newspapers (Z) Limited 2008). The fact that Cabinet and government as a whole were able to continue functioning even in the absence of the President during his illness and subsequent death is a clear testimony that the late President was able to inspire his followers.

Secretary to the Treasury also gave testimony to the legacy of the president's inspirational style of leadership. Addressing the media, the Secretary to the Treasury, assured that there would be no vacuum during the presidential by election, when the political leadership would be out in the field campaigning for their party candidate because the late president had taught them how to run the affairs of the nation in the absence of the political leadership. This was in apparent reference to the 2006 Presidential and Parliamentary Elections when the President dissolved

Cabinet following the dissolution of Parliament and ran the affairs of the nation with only the bureaucrats. (Post Newspapers (Z) Limited 2008).

For a reform programme to be sustainable and successful there is need to have individuals whose role is to advocate for acceptance of the reforms and to encourage participation of all stakeholders in the reform process. This entails creating an environment for making informed decisions, helping diffuse tension and isolating attacks from counter reformers who will have vested interests in the status quo[7]. The most obvious candidate for such a role is the permanent secretary. First the permanent secretary is located at the centre of policy making in the ministry. Therefore he or she is in a position to influence decision making. Secondly, the permanent secretary has enough authority to push through changes in the face of resistance from counter-reformers. Failure by the permanent secretaries to champion the reforms meant that the rank and file had no one to look up to for leadership. With little or no inspiration from their leaders, the reforms were bound to fail.

During the right sizing workshops for the Public Service, it was revealed that some public service leaders were not able to inspire their subordinates because they (the leaders) did not understand the business for the organizations that they were serving. This was because these leaders confined themselves to their technical fields and never took time to learn the other aspects of the business their organization was involved in. For example, where the permanent secretary was a lawyer, it was found that he or she would be inclined to support the legal function at the expense of other functions in the organization. Thus it would emerge that while the legal function was being performed in tandem with the set targets, other functions were lagging behind.

Another problem that was identified during the rightsizing workshop was inability by the political leadership (Cabinet and Deputy Ministers) to inspire technocrats. This arose out of the inability by the former to adequately articulate their vision to the latter. It was revealed during the workshops that some Cabinet Ministers made policy statements before the same could be

---

[7] See Kusek, Z. J and Rist, C.R (2004:44) Ten Steps to a Results-Based Monitoring and Evaluation System. Washington, D.C. The World Bank

agreed with the technocrats. This tended to create problems for the technocrats when it came to facilitating the implementation of the policy. For example, a minister could make a political pronouncement without paying due consideration to resource constraints in the public service. As a result of this the technocrats would ignore the minister's pronouncements and do nothing about it.

That there was a problem of leadership in the implementation of the reforms was a fact the government acknowledged. In its Implementation Completion Report for the Public Sector Capacity Building Project (PSCAP),[8] the government bemoaned the failure of permanent secretaries/chief executive officers to drive the reform process. In this regard the report states, "For any radical reforms to be successful there is need for a champion who should ordinarily be the permanent secretary or chief executive officer.......however, this was not the case in some cases." Writing on the subject of champions Kusek and Rist (Kusek and Rist 2004)

The study results show that the inspirational leadership style was partially applied in the public sector.

3.8 *External Style*

The External style involves the leader focussing attention on organizational matters and environmental context. The behavioural competencies required for this style include scanning the environment, do strategic planning, articulate vision, network and partner, make decisions and manage organizational change.

The study results show that the public service reforms were externally driven by Cabinet Office. This is confirmed by the evidence which has shown that 58.1 percent of the respondents who perceived that the public service reforms in their organizations were introduced through a workshop facilitated by Cabinet Office. Only 15.1 percent felt that the reforms were introduced through a meeting addressed by their permanent secretary/chief executive officer. However, 26.8 percent of the respondents were noncommittal.

---

[8] See the Public Service Capacity Building Project Implementation Report. (2005) Cabinet Office. Lusaka. Page 35

Since the public service reforms were introduced in the ministries by Cabinet Office, it follows that the reforms were externally driven. Permanent secretaries therefore had an obligation to adopt the external style of leadership which was going to enable them understand and appreciate the context of the reforms and their likely effect on the operation of their organizations. However, as has been demonstrated already in this study, about 24.7 percent of the respondents indicated that the public sector leadership did not have adequate information on the reform process, while 24.7 percent said that the leadership was fairly well informed about the reform process. It was only 43.1 percent of the respondents who felt that the leaders were well informed.

On leaders' participation in developing strategic plans for their organizations, the study found that although most ministries had running five year strategic plans, the involvement of permanent secretaries in the development of plans was very minimal. The development of strategic plans for the ministries was driven by Cabinet Office, which even provided funding for the exercise. Left to them, it is not clear the extent to which the ministries would be able to develop their own strategic plans.

However, that study found that there were some ministries that had gone far in terms of initiating and managing reforms without the involvement of Cabinet Office. These included the ministries of Education, Health and, to some extent the Ministry of Agriculture. In these ministries, the reforms were driven by their own permanent secretaries with the assistance of technocrats and cooperating partners. The reforms in these ministries were found to be fairly successful. The ministries were even able to develop their own strategic plans with very little help from Cabinet Office.

In terms of the ability of permanent secretaries to manage change, 26.9 percent of the respondents said that the proposed change to their organizations was poorly managed, while 49.4 percent felt change was fairly handled.

On the overall rating of the Public Service Reform Programme, the study found that 32.3 percent of the respondents said that the reform programme was not successful, while 43.1

percent said that it was fairly successful. Only 19.4 percent said that the reforms were very successful. About 5.4 percent had no opinion.

From the study results it can be concluded tell that the external leadership style was weakly applied in the public service.

3.9 Laisseiz Fairre

In this style the leader exhibits passive indifference about task and subordinates and often purposely neglects areas of responsibility. Essentially this is a non-style. Only three (3) out of the hundred respondents (100) respondents provided information related to this style. On follow up some respondents told the researcher that although their leader often exhibited passive indifference about task, it was never intentional. They attributed this to either lack of information or general incompetency.

3.10 Combined Style

This involves the use of two or more styles smulteneously in a single fused style; for example supportive and directive styles. The study found evidence of the combined style among leaders in the public service. For example the study found that 75.3 percent of the respondents stated that they regularly attended management meetings, thus confirming the existence of the participative style of leadership. However, 65.5 percent of the respondents said that their permanent secretary communicated major policy decisions through circulars and not meetings, which is a directive style of leadership. The study found that during meetings a permanent secretary would merely alert the members about the impending policy changes and assure them that the details would be in the circular that he would be issuing.

3.11 Conclusion

The study found evidence of the application of different styles of leadership in the management of human resources in the public service leaders. The styles used were; directive, supportive, participative, delegative, achievement-oriented, inspirational and external. The extent to which the styles were used varied from leader to leader and situation to situation while the impact of the styles on human resource varied from positive to negative.

4.0 *Cultural Elements Influencing Leadership Styles in the Zambian Public Service*

4.1 Introduction

Leadership styles are usually applied in broader cultural settings. These cultural settings influence the manner in which public service reforms are announced, interpreted, promoted and resisted. (Pollitt and Bouckaert 2004). By analyzing the broad cultural elements, the study made an attempt to determine some of their influences on the leadership styles that were applied in the Zambian public service during the reform process.

4.2 Masculinity Vs Feminism

Masculinity stands for a situation where gender roles are clearly distinct, for example men are supposed to be tough, assertive and focussed on material success while women are supposed to be modest, tender, and concerned with quality of life. Femininity stands for a situation in which social gender roles overlap for example; both men and women are supposed to be modest, tender, and concerned with the quality of life.

The Zambian public service tended to lean towards masculinity. Overall, the study found out that gender distribution of the public service was 55.9 percent male and 44.1 percent female. Although the country had ratified the Southern African Development Community (SADC) Protocol on gender, which required member states to ensure thirty percent women representation in all decision making positions, the country had not yet achieved this requirement in both the political and civil bureaucracy. For example, the study found that the majority of the people holding managerial positions were males. This may have arisen due to the fact that overall males tended to be better educated than women. In this regard the study found that there were more males with University degrees than were females. Of the respondents who said that they had a university degree 61.3 percent were male while 38.7 percent were female. There were similar results at the master's degree level where 61.5 percent of the respondents were male and 38.5 percent were female. This, therefore, meant

that men could easily ascend to supervisory positions compared to women. This result may be attributed to cultural norms where girls were discouraged from pursuing higher education so that they could get married. Even at the political level it was found that out of a Cabinet of 25 members, only 5 were female. There were thrice as many males as females at permanent secretary level. Although women continued to rise to positions of influence, for example the appointment of a female Deputy Chief Justice, most of the decision making positions were held by men.

The study found that women often had to be given preferential treatment through affirmative action in order for them to ascend to positions of decision making. This tended to present them as weak and as such affected their leadership styles. The study found that some women superiors unnecessarily antagonised their subordinates on the basis that they were undermining their authority. During the Right Sizing Workshop for Directors in the public service, it was found that there were four times more male directors than were female ones. The female directors who participated in the workshops said that they were often undermined by their subordinates, both male and female, simply on the basis of them being female.

The study also found that a female director often had to present herself as a really tough person in order to earn the respect of the subordinates though this was not the case with the male Directors. However, this approach tended to backfire as it made them to be isolated from their employees, especially female subordinates. For example, the study found that some female employees preferred a male supervisor as opposed to a female supervisor. The reason given by most of the respondents was that female bosses were difficult to work with. On the contrary some male respondents indicated that they preferred female supervisors as they were more accommodating of divergent views than their male counterparts.

On the political arena, there have been calls for women to vie for high political office but this has been dismissed by some saying that women were just not up to the job. During the study period one deputy minister was promoted to full Cabinet Minister. However, shortly after the appointment the President told a meeting that he had appointed the female minister to compensate the province she came from for supporting him during the presidential elections.

This did not go well with the women movement who said that they would have been happier if the president had said that he had appointed the lady on the basis of her capabilities, not political appeasement.

The study found that although a lot of effort had been made to promote gender equality, e.g. through the establishment of the Gender in Development Division within Cabinet office, the Zambian Public Service was still inclined towards masculinity. It was generally accepted that males could be expected to make tough decisions as compared to females.

4.3   Power-Distance
Power distance is the degree between the extent to which a boss can determine the behaviour of a subordinate and the extent to which a subordinate can determine the behaviour of the boss. This is closely related to the norms that exist in a given culture. A high power distance implies a high tolerance for the existence and manifestation of inequality.

The study found that power-distance was high in the Zambian public service. For example the study found that it was common practice for officials of the rank of director and above not to sit on the front passenger seat in their official vehicles (although some directors drove themselves). Rather senior government officials sat on the back passenger seat immediately behind the driver. Senior Officials also had their own packing spaces, separate from the rank and file. During meetings secretaries served tea to senior officials. Officials never made tea for themselves. Junior officers rarely called their superiors by name, not even by surname. Rather senior officers were referred to as 'sir' or 'madam'. On arrival at the office the driver would stop the vehicle at the entrance and the boss would disembark after which the driver would proceed to pack the vehicle. If the boss had some luggage, then the receptionist would pick up the case and take it to the boss' office. The study found that most employees accepted that some people had power and deserved to be respected.

On the political executive, for example, it was not uncommon to see Cabinet Ministers kneeling before the President when talking to him. The President on the other hand had constitutional right to appoint and disappoint Cabinet Ministers. In most cases, Cabinet reshuffles were

usually announced during press conferences. Press conferences were usually dreaded by both the political and top civil bureaucrats as they were perceived to be an opportunity for the president to flex his muscles. Former President Fredrick Chiluba once remarked during a press conference that he did not know that power was very sweet. This was in apparent reference to the wide discretion which was at his disposal and the manner in which people reacted in his presence.

Senior Officers never took their meals in the staff canteens where the rank and file had their meals. They either sent office orderlies to purchase meals for them or they drove home for their lunch. During funerals, most senior officials did not carry their own wreaths. These were carried by their aides. In case of rain drivers or in the case of the president, the vice president and the chief justice their aides carried the Umbrella for them.

During the study period, the researcher witnessed an incident where senior judicial officers were having a meal during a workshop. When the Chief Justice stood up to leave, everyone briefly interrupted their meal and stood up and only resumed their meals after he had boarded his official car and left.

The study further found that seniority was key to determining one's position on distribution lists. For example, it was found to be an unacceptable behaviour for a junior officer to be placed at the top of the list before his superiors.

The study found that due to high power distance in the Zambian public service it was rare for subordinates to question decisions of their superiors. For example, it has been demonstrated in the study that permanent secretaries never questioned or dared to challenge the contents of a Cabinet Circular because doing so was seen as directly challenging the authority of the Secretary to Cabinet. This is despite the flaws in both the manner these circulars were issued and their content.

The impact of high power distance on management styles is that it results in tall structures whereby there is less contact between superior and subordinate officials. Subordinates tend to

look for guidance from the top all the time and this tends to discourage initiative and innovation.

4.4 Risk Avoidance

Risk avoidance refers to the extent to which the members of a culture feel threatened by uncertain or unknown situations. The study found mixed results on risk avoidance in the Zambian public service. On one hand the study results show that 63.4 percent of the respondents stated that their permanent secretary took action without waiting to be asked while 26.9 said that there permanent secretary/head of department always wanted to be told before taking action. However, 9.3 percent had no opinion. In a similar vein, 67.7 percent of the respondents agreed that their permanent secretary/chief executive officer took personal responsibility when things went wrong while 19.4 percent said that there permanent secretary/chief executive officer always blamed somebody else when things went wrong. Another, 12.9 percent had no opinion. On the other hand the study found that public service leaders played by the rules. Cabinet Circulars, for example, were religiously followed and implemented without any modification regardless of the prevailing circumstance in a particular ministry. The study found that most public service leaders stuck to the contents of the circular for fear of repercussions in case something went wrong.

Where risk avoidance is high leaders may fail to apply the achievement oriented style of leadership as this style requires managing innovation and creativity.

4.5 Individualistic Vs Collectivism

Individualism stands for a society in which the ties between individuals are loose, for example, everyone is expected to look after himself/herself and his/her immediate family only. Collectivism stands for a society in which people, from birth onwards, are integrated into strong, cohesive groups, which throughout their lifetime continue to protect them in exchange for unquestioning loyalty. The study found that there was more leaning towards collectivism than individualism in the Zambian public service. In terms of team work, the study results show that 21.5 percent of the respondents said that individualism was encouraged at their

workplace, while 53.7 percent said that team work was emphasised. 24.8 percent said that there was a fair balance between individualism and team work.

The study found that it was common practice for staff members to abandon work as a way of showing support to another staff member who had been struck with misfortune, for example a funeral. It was found that often operations at a ministry had come to a standstill as all the members of staff had gone to attend a funeral for one of their colleagues. Supervisors often found themselves at a loss on what to do when half their staff did not turn up work because they were attending a funeral for a workmate or for a family member of a workmate's family. Some supervisors complained that often workers asked for permission to be away from work for the purposes of attending a funeral of a friend or distant relative. The study also found that it was often difficult for supervisors to meet their targets because of the tendency by some employees to stay away from workers on flimsy reasons.

The study found that most employees preferred group rewards as opposed to individual rewards.

4.6 Long-term Vs Short-term Orientation

Long-term orientation stands for fostering virtues oriented towards future rewards, in particular, perseverance and thrift. Short-term orientation stands for fostering virtues related to the past and present, in particular, respect for tradition, preservation of face and fulfilling social obligations.

The Zambian public service tended to lean more towards short-term orientation. However, there were some elements of long term orientation in the public service. This followed the introduction of the concept and practice of strategic planning which was championed by the Management Development Division of Cabinet Office. Most of the institutional strategic plans were for a period of three to five years which are in the medium to long term range. However, the extent to which the concept of strategic planning had been institutionalised in ministries/institutions could not be ascertained. The process was to a large extent driven by Cabinet Office who also provided the resources for developing strategic plans for ministries

through the Public Service Management Project (PSMP). It was found that ministries and other government Institutions did not budget for the activity in their annual budgets even when it was clear that the strategic plan for the particular ministry had expired. Rather the ministries tended to pay more attention to routine and short-term planning.

In 1999, the Ministry of Finance and National Planning introduced a three year budgeting system called the Medium Term Framework. The idea was to encourage ministries and government Institutions to have long term plans that would have an impact on service delivery. According to the ministry, the result has not been very impressive as most ministries tend to fall back on the old system of annual budgeting.

At the national level, the country's leadership has been criticised for not having a long term orientation. For example, at the time of the study the country was experiencing a shortage of energy. The country's total energy needs was estimated to be about 1700 kilowatts. However the total installed capacity was 1200 leaving a deficit of 500 kilowatts. Although the likely shortage was forecast about 10 years earlier, nothing was done to alleviate the looming shortage. However, following an improved macroeconomic environment the country started to experience an increase in economic activities, resulting in an increase in the demand for energy. This was when the shortfall in electricity supply became apparent. Since it takes a number of years to build a power station, the reality is that the country will continue to experience power shortages in the short to medium term. This scenario lends credence to the claim that the orientation in Zambia is short term.

Where leaders have a short term orientation, it is very unlikely that they would apply the supportive style, especially in those situations that do not bring immediate benefits to their organizations. Viable plans and ideas may not be encouraged and this could result in frustration on the part of those employees with innovative ideas.

4.7   Conclusion

A number of cultural factors influenced the styles of leadership in the public sector. These cultural factors included among others the following:

- Masculinity vs. feminism, in this regard the study found the Zambian Public Service was still inclined towards masculinity. It was generally accepted that males could be expected to make tough decisions as compared to females and it was generally expected that males should be given top jobs.

- Power distance; on this score the study found that power-distance was high in the Zambian public service. Due to high power distance in the Zambian public service it was rare for subordinates to question decisions made by their superiors. In addition Subordinates tended to look for guidance from the top all the time and this had the tendency to discourage initiative and innovation.

- Risk avoidance; the study found mixed results on risk avoidance in the Zambian public service.

- Individualism vs. Collectivism; the study found that there was more leaning towards collectivism than individualism in the Zambian public service. In this regard the study found that subordinates expected their superiors to be overly supportive even at the expense of meeting performance targets.

- Long term vs. short term orientation the study found that leaders in the public service had short-term as opposed to long term orientation. In this regard the study found that it was very unlikely that public service leaders would apply the supportive style, especially in those situations that did not bring immediate benefits to their organizations.

5.0 Conclusion

The implementation of the public service reform programme in Zambia is in its thirteenth year. While the reforms have scored a number of achievements in some areas, there have been a lot of challenges that have been encountered along the way. Most of these challenges are a direct result of inappropriate application of leadership styles before, during and after the reforms by those who were entrusted with the responsibility of overseeing the reform process. This study has demonstrated that leadership styles are key to the success of a reform programme. Specifically the study has shown the link between the following:

5.1 Ineffective Planning and Poor Implementation of Government Programmes as a Result of inappropriate Application of the External Style of Leadership

The study has demonstrated that some of the leaders in the public sector failed to apply appropriate leadership styles which could have assisted them to plan the implementation of the reforms in a manner that suited the situation in their organizations. For example, the study has shown that the reform programme was externally driven and as such required leaders in the public service to apply the external style of leadership which was essential if they were to obtain information on the reform programme required for their own planning. On the contrary, the study found that a good number of the public service leaders did not take steps to localise the reforms to suit their situations. Instead, there was an over reliance on circulars, which had become more or less part of the public service culture.

The study found that there was a tendency among public service leaders to wholly rely on Cabinet Office to initiate and drive the reforms without the ministries critically analysing the contents and the likely effects (both positive and negative) of the reforms on their organizations if the proposed reforms were to be implemented without any modifications. As a result of this, the implementation of the reforms was found to be chaotic due to poor planning. In this regard, the study has demonstrated how the implementation of the Public Service

Voluntary Separation Scheme in 1997 turned out to be chaotic, resulting in the government losing lots of money through litigation.

The above scenario has exposed the inadequacies of the leadership styles that were adopted by those charged with the responsibility of planning and implementing government programmes. The inability to provide effective leadership during the reform programme resulted in poor planning and implementation of the reforms. The study has also demonstrated that the chaotic implementation of the Public Service Voluntary Separation Scheme affected adversely both serving and separated employees alike in that it created mistrust between employees and their employer while at the same time it subjected the separated employees to numerous socio-economic hardships.

5.2   Lack of Ownership of the Programmes due to inadequate application of the Participative Style of Leadership

The study has demonstrated that the reforms were driven by the Secretary to Cabinet, who, in turn, was often under pressure from both the political leadership and co-operating partners, to implement reforms in the public sector. The pressure on the Secretary to Cabinet to come up with a reform package; implement it, and achieve desired results within one political cycle was thus enormous. The reforms, therefore, tended to be driven by the desire to score political gains and show quick gains. Most of the changes concerned, therefore, were predominantly "top-down", in the sense of having been conceived and executed by executive politicians and/or senior civil servants.

The study has also shown that faced with the above scenario, the Secretary to the Cabinet, Permanent secretaries/Chief Executive Officers and Directors, failed to apply the participative style of leadership which was necessary in order to ensure that their subordinates were consulted and had an input in the decision making process. Instead, by choosing to exclude their subordinates from the decision making process, they removed the ownership of those programmes from the people who were expected to implement the programmes.

The study has further demonstrated that where participation took place, it was not always done in good faith, as was demonstrated during the consultative meeting between the Minister

of Local Government and Housing and council officials over the introduction of the Local Government Service Commission. Instead the study found that the consultative meeting was characterised by an intimidating atmosphere and the council officials were coerced into adopting a decision that they had initially opposed. Such styles of leadership went to undermine the legitimacy of the decisions made and affected negatively the implementation of the reforms as there was no ownership of the decisions by the implementers.

The study has also shown that some interventions such as the implementation of the Highly Indebted Poor Countries (HIPC) initiative were fiercely resisted by the workers due to inadequate consultation and arbitrary actions by the public service leadership. This resulted in numerous industrial actions. Public Service Union Officials attributed the above industrial disputes to the unresolved issue of Housing Allowance which arose after government backtracked on an earliar agreement and unilaterally issued another circular that altered the agreement to the detriment of the workers. All in all a total of four (4) Cabinet Circulars were issued on the payment of housing allowance in a space of one year. Each of the circulars introduced new rates even before the other rates could be paid. The unions were never consulted when effecting the changes. This created inreased militancy among the workers and the result was an increase in the number of strikes.

5.3   Ineffective Supervision and development of staff due to inadequate application of the Delegative Style of Leadership

The study has further shown that the delegative style of leadership was not adequately applied as there tended to be over centralization of decision making, especially with regard to human resource management, in the public service. For example, the study has shown that permanent secretaries in the ministries and the provinces had very little control on human resource matters as their role in this regard was confined to making recommendations to the Public Service Management Division. The study has shown that staff matters on recruitment, promotion, discipline, transfers and retirement had to be approved by PSMD before they could be forwarded to the Public Service Commission for final authority. This process restricted the powers of the permanent secretaries to effectively supervise their staff. For example the study

has shown that Permanent secretaries found it difficult to reward deserving employees while at the same time faced difficulties when it came to disciplining offending employees.

The study has also demonstrated that the centralization of decision making authority at Cabinet Office often resulted in unfair distribution of rewards in the public service in that some ministries had easy access to resources while others did not. The effect of this was that some ministries found it difficult to attract and retain qualified staff as employees tended to resist postings to those ministries which were deemed not to offer fringe benefits.

The study has further shown that the centralization of the authority to hold capacity building activities resulted in unnecessary delays and tended to derail capacity building activities in the public service. The study has shown that although about the majority of the respondents were holding supervisory positions about half of them had not attended any management development programmes. This tended to adversely affect the quality of supervision in the public service.

Finally the study has demonstrated that it was difficult for permanent secretaries to match individual abilities with tasks.

5.4   Poor Quality and Disruption in the Delivery of Public Services due to inappropriate application of the supportive style

The study has demonstrated that there was inadequate application of support during the reform programme. The study has demonstrated that the communication style of most permanent secretaries did not conform to the supportive style of leadership. For example, the study has demonstrated that during the reform programme, some permanent secretaries never took time to personally clarify the proposed changes to their subordinates. Rather, the study found that there was an over reliance on circulars which in did not adequately address key issues.

The study has also demonstrated that some permanent secretaries did not take measures to develop staff under their charge. As a result subordinate officers often lacked the requisite skills to carry out their duties competently. This tended to adversely affect the quality of services

provided to the public. In addition the failure by most public service leaders to develop and implement career plans for their subordinates meant that there were no management succession plans in place. As a consequence it was found that often services were disrupted because there was no officer to take over an office when an incumbent left a post due to retirement or other causes.

The study has also shown through the case of the Voluntary Separation Scheme that the public service leadership did not adequately apply the supportive style of leadership in that they communicated key policy decisions through Cabinet Circulars. The study has shown that the scheme was introduced in the public service through a Cabinet Circular. However, it turned out that the majority of the permanent secretaries/chief executive officers did not acquaint themselves with the details of the scheme and as such failed to explain the provisions of the circular to their employees. Rather, the circular was merely reproduced and redistributed in the ministries. As a result some public service employees volunteered to be separated from the public service without knowing the consequences. There were no restrictions as to who could participate in the scheme neither was there any counselling offered to the affected employees. The study has shown that both government and the employees were negatively affected by the lack of the supportive style of leadership. On the part of government, there was disruption in the provision of services in that key staff, such as nurses, doctors, lawyers and teachers were allowed participate in the scheme.

5.5   Collapse of the Performance Management System due to ineffective application of the Achievement Oriented Style of Management

The study has demonstrated that there was ineffective application of the achievement style of management in the public service that resulted in the collapse of the performance management system. The study has shown that staff was only appraised at their own instigation when they were due for promotion, as opposed to them being appraised as a means of monitoring their performance.

5.6   Poor Innovation and lack of Initiative due to ineffective application of the Inspirational Style of Leadership

The study has demonstrated that there was ineffective application of the inspirational style of leadership which resulted in poor innovation and lack of initiative among public service employees. The study has also shown that the sharing of ideas was very limited as most public service employees tended to keep their knowledge to themselves.

The study also found that there was very little that was done to prepare subordinates to undertake and implement the changes that were planned. As a result, subordinates were often left to implement the reforms in the way they deemed fit. This often resulted in chaotic implementation of the reforms.

5.7   Recommendations

In view of the findings and conclusions made in this report it is recommended as follows:

1. **Adequate Preparation**, before a comprehensive reform programme such as the Public Service Reform Programme is embarked upon should be made. The sponsors of the reforms should ensure that they take on board all those who are going to be affected by the proposed changes, whether such people will be decision makers, implementers or the likely victims. This will ensure unity of purpose when it comes to implementing the reforms.

2. **Continuous staff development**; in the implementation of reforms leaders need to continuously monitor the performance of their staff so that they can identify weaknesses and undertake appropriate interventions to remedy their subordinates' inadequacies. Staff development should not just target subordinate officers but also senior officials such as the Secretary to Cabinet and his Permanent Secretaries.

3. **Redefinition of the roles of some of the Divisions at Cabinet Office**; there is need to redefine the roles of some of the divisions of Cabinet Office such as the Public Service Management Division as some of the current roles performed by the divisions tend to remove decision making from the permanent secretaries who are in charge of the ministries to the divisions at Cabinet Office.

There is also need to revisit the mandates of the divisions of Cabinet Office in order to determine the extent to which they go when assisting ministries implement reforms. This will ensure that the ministries themselves own and drive the process.

4. **Revisiting the Performance Management Package**; there is need to revisit the performance management package in the public service as the current one has proven to be ineffective.

5. **Promote the use of direct communication**; there is need to shift from the prevailing circular culture in the public service to more direct means of communication such as staff meetings. The use of circulars to announce major policy changes has proven to be inadequate and has often resulted in misinformation, confusion and chaotic implementation of the reforms. The best option would be meetings followed by a circular.

APPENDICES

SAMPLE QUESTIONNAIRE

The questions in this Questionnaire are for mere academic purposes. The information provided will be treated in the strictest confidence and will not be available to any third parties.

SECTION A

1.   Age (tick)

20 – 29	☐
30 – 39	☐
40 – 49	☐
50 – 59	☐
60 and Above	☐

2.   Gender

Male   ☐

Female   ☐

3.   Marital Status

Married   ☐

Widowed   ☐

Single   ☐

Divorced   ☐

4.   Job Class

Top Management (Fixed to GSS 1)   ☐

Senior Management (GSS 2 – GSS 5)   ☐

Middle Management (GSS 6 – GSS 10)   ☐

Lower Management (GSS 11 – GSS 13)   ☐

Operative (GSS 14 and below)   ☐

Classified Daily Employee   ☐

5.   Nature of Employment

Probation   ☐

Permanent and Pensionable   ☐

Contract ☐

Temporal ☐

6. Years of Service

01 – 05 ☐

06 – 10 ☐

11 – 15 ☐

14 – 20 ☐

21 – 30 ☐

31 – 35 ☐
36 and above ☐

7. Education Level

Grade Seven ☐

Grade Nine (or Form III) ☐

Grade Twelve ☐

University (First Degree) ☐

University (Master's Degree) ☐

University (Ph D. Degree) ☐

8. Professional Qualification

Certificate ☐

Diploma (Under Graduate) ☐

Diploma (Post Graduate) ☐

Other (Specify) _____

SECTION B

9. Do you attend Management or Departmental Meetings?   Yes ☐

No ☐

b. If the answer to 13 above is yes, what is your experience during these meetings?

Leader identifies the problem, chooses a decision and announces this to ☐
meeting expecting them to implement without participation of members.

The leader chooses a decision and persuades Meeting to accept it ☐

The leader identifies problem and presents it to the meeting and listens to ideas from the Meeting. ☐
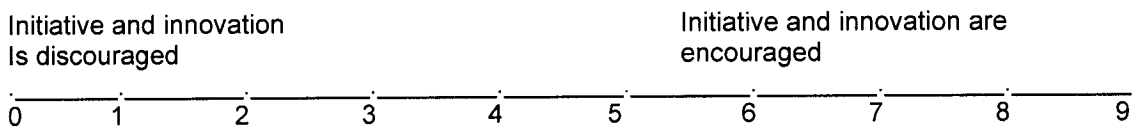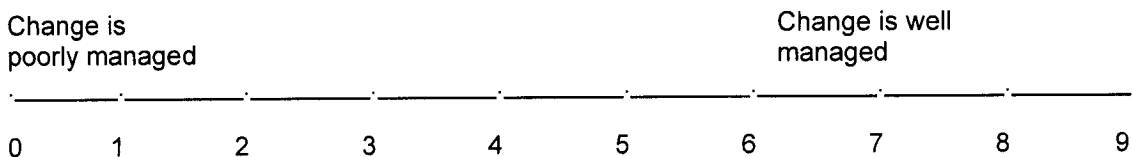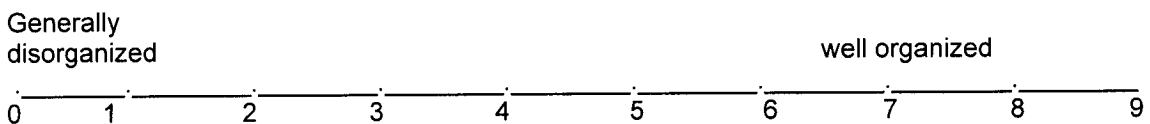
The problem is passed to the Meeting and the leader as a Member participates in ☐ decision making.

10. To what extent do you agree or disagree with each of the statements as far as your Head of Department is concerned?

	Strongly agree	Agree	Disagree	Strongly Disagree
a. Criticises people in a manner which	☐	☐	☐	☐
builds their motivation				
b. Admits their mistakes	☐	☐	☐	☐
c. Takes action without waiting to be asked to.	☐	☐	☐	☐
d. Praises others' ideas and contributions	☐	☐	☐	☐
e. Takes personal responsibility when things go wrong	☐	☐	☐	☐
f. Is approachable and maintains an open door policy	☐	☐	☐	☐
h. Wants to get things done regardless of the circumstances	☐	☐	☐	☐

11 Describe your workplace using the following set of descriptions. For each description circle the number below the line to indicate where your workplace falls. 9 reflect the most favourable position while 0 reflects the worst position.

Generally disorganized   well organized

0   1   2   3   4   5   6   7   8   9

Change is   Change is well
poorly managed   managed

0   1   2   3   4   5   6   7   8   9

Initiative and innovation   Initiative and innovation are
Is discouraged   encouraged

0   1   2   3   4   5   6   7   8   9

Tasks and goals are poorly
Defined

Tasks and goals are clearly
defined

```
._____._____._____._____._____._____._____._____._____.
0        1        2        3        4        5        6        7        8        9
```

individualism is
emphasised

Teamwork is
emphasised

```
._____._____._____._____._____._____._____._____._____.
0        1        2        3        4        5        6        7        8        9
```

Rewards (including Promotion)
 are based on criteria other than
merit

Rewards are based on
merit

```
._____._____._____._____._____._____._____._____._____.
0        1        2        3        4        5        6        7        8        9
```

Decision making authority is
Concentrated in the office of
The Chief Executive Officer

Heads of Dept and other Senior
Managers have decision making
authority

```
._____._____._____._____._____._____._____._____._____.
0        1        2        3        4        5        6        7        8        9
```

12. Over the period you have known your Chief Executive Officer have you noticed any significant changes in his or her behaviour in the following areas:

Was democratic but is now authoritarian ☐

Was authoritarian but is now democratic ☐

Had a care-free attitude but now wants to take charge of the situation ☐

Was once in charge of the situation but is now care-free ☐

I do not know ☐

13. What would you attribute this change to?

Demands of the Situation ☐

Employee resistance to change ☐

Inability to cope with the situation ☐

I do not know ☐

143

SECTION C

14. How do you usually get to know about major events happening at your work place?

Through Circulars   ☐
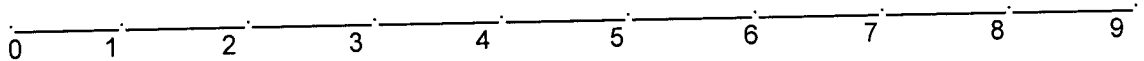
Through Meetings   ☐

From Supervisor   ☐

From Colleagues   ☐

Other (Specify) _____

15. How timely and accurate is the information received through method (19) above?

Very timely
and accurate   very untimely and
unreliable

```
._____._____._____._____._____._____._____._____._____.
0        1        2        3        4        5        6        7        8        9
```

16. Are you aware of the on-going Public service Reform Programme?

17. Has your Ministry/Institution undergone changes in any of the following areas: organizational structure, job descriptions, internal functions and procedures in the last ten (10) years?

18. How were the changes in 13 (b) above introduced?

Through a workshop facilitated by Cabinet Office   ☐

Through a meeting addressed by PS/CEO   ☐

Other (specify)..

19. What was your personal opinion of the proposed changes above?

Threat to job security   ☐

Opportunity to advance in career   ☐

Would lead to better working conditions   ☐

Would lead to improved service delivery   ☐

An unnecessary inconvenience   ☐

20.　Did your HOD/PS help clarify your view of the proposed changes?

Yes ☐

No ☐

If yes explain
how...
....
....

21.　Are you responsible for supervising other employees' work?

b.　Did you attend any form of leadership/management training during the
last two years?

Yes ☐

No ☐

c.　Did the training help you to understand your role
in the implementation of the reforms under PSRP?

Yes ☐

No ☐

22.　What role did your Permanent Secretary/Head of Department play in identifying and sending you
to undertake the course?

PS/HOD did not play any role　　　　　　　　　　　　　　　PS/HOD played role

0	1	2	3	4	5	6	7	8	9

23.　Were you able to apply or integrate your newly acquired
knowledge and skills within the organisation?

Yes ☐

No ☐

(b)　Has your job performance improved since your undertook the course?

Yes ☐

No ☐

24.　The list below describes various features of jobs. For each feature think of your current job and
say how satisfied you are with that aspect by giving a score out of 10.

☐　The feeling of accomplishment it gives you.

☐　The level of motivation and inspiration you get from your supervisor

☐　The manner in which you're treated by your Head of Department

☐ The security and predictability it gives you

☐ The level of interest shown in your work by Head of Department

25. Which of the following factors do you consider to be the most important in your job?

The salary ☐

Relationship with workmates ☐

Relationship with Head of Dept ☐

Working conditions ☐

Other (Specify) _____

(b) To what extent does your PS/HOD help you to fulfil the needs selected above?
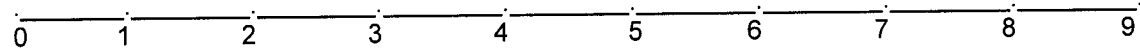
PS/HOD does not fulfil needs   PS/HOD fulfils needs

0   1   2   3   4   5   6   7   8   9

c. From your experience do decisions made in the management/departmental meetings ever get to be successfully implemented?

Decisions are successfully   Decisions are rarely
Implemented   implemented

0   1   2   3   4   5   6   7   8   9

26. During the last three years have you engaged yourself in any of the following industrial disputes:

Withdrawal? ☐

Deliberate absenteeism? ☐

Sit – in? ☐

Malicious damage to government Property? ☐

Strike action? ☐

Never participated (skip Question 22). ☐

27 Which of the following best describes the factors which made you engage in the above dispute?

Union influence ☐

Poor conditions of service ☐

Peer pressure ☐

Management insensitivity to employees' needs ☐

Poor supervision ☐

Other reasons (Specify) _____

b   would you have acted differently had your Permanent Secretary/HOD paid a little more attention to your concerns?

Yes   ☐

No   ☐

If yes explain _____

28.   In your opinion do you think your permanent secretary/CEO had adequate information on the reform process?

PS/CEO not well informed   PS/CEO well informed
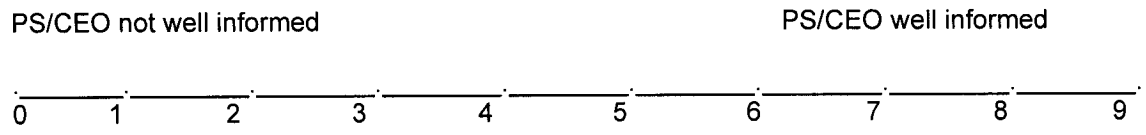
0   1   2   3   4   5   6   7   8   9

29.   Rate your permanent secretary/CEO s ability to lead the organization through the reform process, out a score of ten.

Not capable   Very Capable
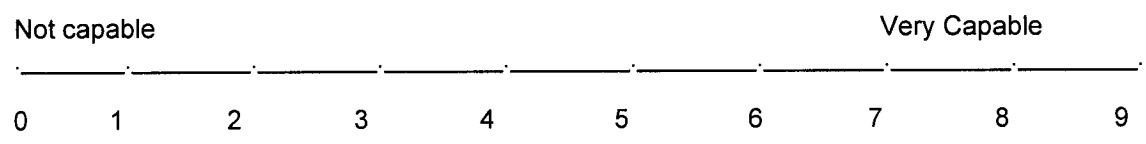
0   1   2   3   4   5   6   7   8   9

30.   What is your overall view of the Public Service Reform Programme?

147

otal failure   Very successful

————·————·————·————·————·————·————·————·————·
   1   2   3   4   5   6   7   8   9

hank you for participating in this research…!!!!

GUIDE TO INTERVIEW FOR PERMANENT SECRETARIES/CHIEF EXECUTIVE OFFICERS AND DIRECTORS

1. What is the mandate of your ministry?

2. How do you usually set priorities for your ministry, institution or department?

3. Do you set targets for your ministry, institution or department?

4. How do you usually determine whether or not your ministry, institution or department is meeting its targets?

5. To what extent do your subordinates participate in setting targets for the ministry?

6. What is the level (in terms of rank) of participation?

7. How often do this?

8. How many subordinates are you directly responsible for?

9. Do you set targets for your subordinates?

10. Are these targets agreed upon before hand with your subordinates or you set them arbitrarily?

11. How are you able to determine whether your subordinates are meeting their targets?

12. Do you provide feedback to your subordinates on their performance?

13. How do you address the shortcomings in your subordinates?

14. Do you have a system of rewarding high performers? Elaborate.

15. Do you have a deliberate capacity development plan for your staff?

16. What is the nature of this plan and how successful has it been? Any specific example...?

17. Do you have a communication strategy for your ministry?

18. How would do you describe the public service reforms, particularly in your ministry?

19. What is your overall impression of the performance of the leadership (i.e. SC, DSC, PSs) of the public service during the reform programme?

20. Are there any other comments you might have?

BUDGET

The budget was estimated to have been as follows;

ITEM	QTY	UNIT COST	TOTAL AMOUNT
Paper	4 reams	25, 000.00	100, 000.00
Toner	1	300,000.00	300, 000.00
Fuel	100 litres	8,000.00	800,000.00
Distributing Questionnaires	2 x 30 days	10, 000.00	600,000.00
Study Materials	15	50, 000	750, 000.00
Binding	4	80, 000	320, 000.00
	Total		K 2, 870, 000.00

Bibliography

Books

Cole, G. *Personnel Management: Theory and Practice.* London: Ashford Colour Press, 1997.

Dessler, G. *Human Resource Management.* New Delhi: Prentice Hall of India, 2005.

Jones, G, and M George. *Contemplary Management.* New York: McGraw Hill, 2003.

Fiedler, F.E. *A Theory of Leadership Effectiveness.* New York: McGraw-Hill

Kusek, Jody Z, and Ray C Rist. *Ten Steps to a Results Based Monitoring and Evaluation System.* Washinton, D.C.: The World Bank, 2004.

Leighton, Allan. *On Leadership. Practical Wisdom From the people Who Know.* London: Random House Business Books, 2007.

Maxwell, John C. *The 21 Irrefutable Laws of Leadership.* Nashville: Thomas Nelson, 2007 (Rv).

Pollitt, Christipher, and Geert Bouckaert. *Public Management Reform. A Comparative Analysis.* New York: Oxford University Press, 2004.

Salamon, M. *Industrial Relations: Theory and Practice.* New York: Prentice Hall, 1992.

Wart (2007) in Buckingham, M and Coffman, C. *First Break all the Rules: What the World's Greatest Managers do differently.New York: Simon and Schuster, 1999*

Wart, Montgomery Van. *Leadership in Public Organizations. An Introduction.* New York: M.E. Sharpe, Inc., 2007.

Reports

Government of the Republic of Zambia. *Ministry of Labour Annual Reports.* Lusaka: Ministry of Labour and Social Security, 1999-2005.

Government of the Republic of Zambia. *Government Strategy for the Priority Areas of the Public Service Reform Programme (PSRP) for the Period 2004-2008.* Lusaka: Cabinet Office, 2004.

Government of the Republic of Zambia. *Zambia National Governance Baseline Survey Report.* Lusaka: University of Zambia, 2004.

Newspapers

Zambia Daily Mail Newspaper

Zambia Daily Mail Newspapers Limited. "Commission to Curb Nepotism-Masebo." *Zambia Daily Mail, Volume 12 Issue No. 188*, 2008: 1.

The Post Newspaper

Post Newspapers (Z) Limited. "Levy's Legacy Will Live On - Sakala." *The Post, Issue No.4339.* Lusaka, Lusaka: Post Newspapers Limited, 3rd September 2008.

Post Newspapers (Z) Limited. "Court Finds Regina with Case to Answer." *The Post, Issue No. 4297*, 2008: 1.

Post Newspapers (Z) Limited. "Masebo Expresses Dismay Over Officials Opposed to LGSC." *The Post, Issue No.4311*, 2008: 7

Post Newspapers (Z) Limited. "The Treasury System is in Disarray, Says Chibiliti." *Saturday Post, Issue No.4307SA347*, 2008: 6.

Times of Zambia Newspaper

Times PrintPak (Z) Limited. "LGAZ Opposes Reintroduction of Local Service Commssion ." *Times of Zambia Newspaper, Issue No. 14,209*, 2008: 1.

Times Printpak (Z) Limited. "You Will be Blacklisted, Government Warns Teachers." *Times of Zambia Newspaper; Volume No. 14,194*, Tuesday, 8th July 2008: 1.

TimesPrintpak (Z) Limited. "Ndola Cabinet Office Accounts Staff Banned." *Times of Zambia Newspaper, Issue No.14,224*, 2008: 1.

Websites

Bishop, G. *"The Leadership Dilema in a Democratic Society" in Growing Leaders for Goverment.* 2004. (accessed March Govleaders.org, 2007).

Collins, J, and J Kotter. *360 Degrees Multifactor Leadership.* http://www.sflworld.com/glossary.php (accessed June 19th, 2008).

Halfan, M. *Civil Service Reform in Southern & Eastern Africa-Tanzania.* 2005. File://E|Civil Service Reform in Southern & Eastern Africa-Tanzania (accessed February 2007).

Kaluba, C. "Comparative Public Service Reform Experiences." *Training Workshop on Organization Sizing.* Lusaka: Changa Mangement Dervices, 2008.

Mataka, R. *Civil Service Reform in Southern & Eastern Africa-Zambia.* 2003. File://E|Civil Service Reform in Southern & Eastern Africa-Zambia.htm (accessed February 10th, 2007).

Schilling, J. *http://www.mba.com/bir.* http://www.mba.com (accessed June 19th , 2008).

Tucker, K. *Leaders Who Lead Leaders-What the Best Chief Executives Do Differently.* 2004. (accessed March 2007).