LEADERSHIP AND THE POLITICAL ADMINISTRATIVE INTERFACE IN THE GAUTENG DEPARTMENT OF HUMAN SETTLEMENTS

By

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A research report submitted to the Faculty of Management, University of the Witwatersrand, in partial fulfilment of the requirements for the degree of Master of Management in the field of Public and Development Management

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ABSTRACT

There is a significant lack of research that focuses on how political and bureaucratic leaders in developing countries interact, and how their interaction affects institutional and policy reform. Yet this survey of the existing literature finds that political-bureaucratic relations are an important factor in reform success or failure. The findings suggest that Political-Administrative relations that support successful reform often involve a core group of political and bureaucratic leaders who work closely together and share development-centred values and aims; bureaucrats who have unusually high levels of influence in designing policy; and strong political leadership promoting the reform.

The goal of this research was to investigate effective leadership that drives organisational change in the Department of Human Settlements to meet the changing environmental needs to improve service delivery within the Gauteng Provincial Government. Organisational change in the human settlements developments must lead to improved service delivery.

This paper focuses on the impact of the politics-bureaucracy interface on institutional reform. It offers an assessment of the current state of research on the nature of the 'Political-Administrative Interface' in the Gauteng Department of Human Settlements, and its impact on institutional reform.

In view of the challenges facing the Gauteng Department of Human Settlements, this paper presents an alternative, hybrid leadership model. A hybrid leadership model framework is multifaceted and multidimensional with its own unique characteristics, diverse perspectives, approaches and strategies. The framework caters for sensitivities of culture, gender, religion, ethnic origin and socio-economic and political differences. A

combination of leadership approaches is essential in order to improve service delivery.

DECLARATION

I, Dineo Gomba, hereby declare that this research report is submitted in partial fulfilment of the requirements of the degree of Master of Management in the field Public & Development Management in the University of the Witwatersrand School of Governance, Johannesburg. I declare that the entirety of the work contained herein is my own original unaided work, unless explicitly stated otherwise, and all the resources that I have used or quoted have been indicated and acknowledged by means of complete references. It has not been submitted previously for any degree or examination to any other university.

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DINEO GOMBA

_____

DATE

DEDICATION

I dedicate this research to my Mother, Matadi Magdeline Gomba, my beautiful daughter, Princess Lelentle Ramoroka and my siblings Vuyiswa Gomba, Vuyelwa Gomba, Fikile Gomba and Neo Mothelesi.

The unconditional love and support received from my mother during my upbringing was exceptional.

The unconditional love for my Princess Lelentle always pushes me to reach higher levels of excellence.

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- To my family, friends and colleagues who provided advice, support, wisdom and encouragement that helped me to remain patient, courageous and understanding throughout this journey, even when it seemed as if this journey would never end.

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CHAPTER ONE
INTRODUCTION

1.1 INTRODUCTION

Current development thinking emphasises the importance of the quality of a nation's political institutions for successful development outcomes. However, efforts to implement institutional reforms in developing countries have frequently ended in failure. The role of the bureaucracy and in particular the relationship between political and bureaucratic leaders has in many cases been central to the failure to implement institutional reforms, particularly where the interests of politicians and bureaucrats have clashed (Cohen *et al*. 1985; Grindle and Thomas 1991; Andrews 2013). In other cases, this relationship has been seen as fundamental for strengthening institutions and achieving successful development outcomes. The close relationship between political and administrative leaders has been viewed as the key feature of the successful developmental states (Leftwich 1995: Johnson 1982). A better understanding of the factors that shape this relationship and how differences impact on reforms, is therefore central to understanding how institutional change happens.

The interface between political and bureaucratic leaders is inevitably shaped by characteristics of political leadership and the make-up and nature of the bureaucracy in a country. A number of recent political economy analyses have demonstrated how the relationship between politicians and bureaucrats can influence public service delivery in developing countries (Pedley and Taylor 2009; OPM 2010; The Asia Foundation 2012; Harris *et al*. 2013; Wild and Cammack 2013; Mcloughlin and Harris 2013). Reform processes and public service delivery are closely related.

The ‘political-bureaucratic interface’ refers to how political and bureaucratic *leaders* engage with each other, and to the structural or institutional constraints and opportunities that influence their engagement. It involves both the type of relationship, for example, how closely these leaders work together and whether they interact through informal or formal channels, and contextual factors that affect it.

The ‘political-bureaucratic interface’ and leadership are closely linked. The topic of leadership has been of interest for centuries, from the early Greek philosophers such as Plato and Socrates to the current plethora of management and leadership ‘gurus’.

Leadership is a complex phenomenon that touches on many other important organisational, social and personal processes. It depends on a process of influence, whereby people are inspired to work towards group goals, not through coercion but through personal motivation.

The dictionary definitions of leadership are simple, and provide limited information in seeking to understand the concept for the purpose of this study. Most dictionaries define leadership as “the position or office of a leader”, which indicates that leadership involves occupying a position of management or administration. The dictionaries have also contributed to the notion that leadership is a bundle of traits, by defining leadership as “the ability to lead” and stating that “leadership resides with the leader.”

The citizens of Gauteng are adversely impacted by the state of leadership in the Department. While a number of valid reasons can be advanced for this adverse situation, it invariably points to ineffective leadership in the South African public service (Cronje and Willem 2010:4; McLennan and Seale 2010:5). This is evident from ongoing protests by communities against the lack of service delivery. Cronje and Willem (2010:3) argues

that many public service leaders do not work for the common good of society. The lack of effective leadership and properly co-ordinated ‘political-bureaucratic interface’ manifests itself in an inability to provide the services that citizens expect from an effective state.

There is also a lack of inclusive government in South Africa. In this regard, Cronje and Willem (2010:4) argues that leaders reveal little accountability to their constituents. Moreover, few efforts are made to engage citizens in meaningful consultation in order to address the service delivery problems or to create realistic expectations of what is possible. Instead, matters are left in abeyance until communities’ behaviour becomes problematic as a result of their frustration. This lack of inclusion is also demonstrated by the lack of active engagement by the leadership cadre with communities in furthering economic development and addressing other social problems (Cronje and Willem 2010:4). Directors-General in the South African public service contend that human resource issues, such as the lack of management and leadership capacity, skills and experience, as well as personnel conflicts, continue to pose problems (Naidoo 2009:318). Despite large amounts invested by government in leadership development, many initiatives are regarded as failures (Naidoo 2009:318). The investment in leadership development has arguably created greater dissonance and frustration among managers benefiting from leadership development, as they start to realise the poor quality of senior management services (SMS) leadership in the public service. The greatest challenge is that it is highly likely that the administrative leadership component has not been appointed into these positions on merit alone, but on the basis of their political affiliation to the government of the day (Naidoo 2009:319; Naidoo 2010:113–116). Malan and Smit (2001:45) refers to these political as being marked by incompetence and a lack of exposure.

There is also a lack of training, and insufficient time is set aside to train newly appointed leaders and give them the necessary exposure in their respective institutions. Ott and Russell (2001:397) argues that government tends to be more effective and efficient when leaders have flexibility and the power to choose qualified people who can implement policies with little interference. It is important to note that a leader's freedom is limited by bureaucratic laws, regulations and rules (Frederickson 2005:37). Occasionally, political sensitivities have inhibited the decision-making of Heads of Department, as can be seen, for example, in their reluctance to dismiss non-performing public servants because of political considerations (Naidoo 2006:257).

Related to ineffective leadership is the lack of effective policy implementation, which impacts on organisational efficiency and performance. This, in turn, impacts on service delivery outcomes. Fraser-Moleketi (2007:3) suggests that non-performance by public servants has taken the form either of not delivering services or of goal displacement by complying with rules and regulations instead of achieving governmental goals. Moynihan and Ingraham (2004:429) concurs, stating that leaders are failing to find a way of integrating management systems in order to achieve organisational goals. Eliassen and Sitter (2008:149) adopts a similar view to that of Frederickson (2005:3) and highlights challenges around public institutions' objectives and goals, rules and regulations. There is undoubtedly a need for the South African Public Service to ensure that there is effective leadership to promote policy implementation and thereby improve service delivery (Rotberg 2004:29–30). This emphasises the importance of building effective administration, management and leadership capacity to drive the goals of government and meet the goals of ensuring a better life for all (McLennan and Seale 2010:5).

This research will examine the concept of leading and managing people through the lens of change which is transformational leadership. Leadership implies a dynamic process of change. Leaders need particular leadership and management competences to effectively handle the people who form the core of the Gauteng Department of Human Settlements ("the department"). This involves, among other things, thinking about values and ethics in leadership. Managing transformation in the current Gauteng Provincial Government environment must therefore also involve a discussion about the ways in which the leadership values, styles and practices contribute towards the realisation of the vision of our Constitution.

1.2 BACKGROUND TO THE STUDY

The debate on whether the Department's administration may be free from political meddling by political leaders is relative to the ethics of good leadership, be they administrators or politicians. Political influence in the appointment of administrators is common practice and the impact of such manipulation will affect the Department's productivity, the extent of corruption and the organisation's external image as seen by its stakeholders.

Mintzberg (1996:77) holds that it is futile to wish to prevent political influence on the administration as this is evident at every level in the Department and cannot in reality be avoided. "Corrupt transactions" are associated with "a hierarchy of administrative levels" and political appointments of top officials, while it may be linked to reduced work efficiency and skewed interests, is commonly regarded as a norm. Purohit in Shah (2007:287-288) states that "corrupt" managers are responsible for filtering corruption to various parts of an administration.

Political interference in the administration, if coupled with rigid management styles and lack of accountability, will result in low morale, demotivated staff and lower performance. Pollitt *et al*. (2002:31-32) notes two “politico-administrative regimes”, which are (i) majoritarian, where the party controls the executive power; and (ii) consensual, where more than one party shares power. These “regimes” may be found to impact (positively or negatively) on performance outcomes in combination or independently of each other.

It is therefore necessary to capacitate the political leaders and administrators with ethical leadership skills in order to effectively and efficiently improve the performance of the Department. The Constitution of the Republic of South Africa 1996, Chapter 7 section 153 stipulates that leadership plays a significant role in administration and budgeting as well as the planning processes in order to prioritise the needs of the citizens, to promote the social and economic development of the community and to facilitate participation in national and provincial development programmes. The competencies mentioned are achievable where leadership and the employees share common objectives in serving the population.

1.3 PROBLEM STATEMENT

According to the National Development Plan 2030 Chapter 13, the main challenge within the Public Service has been unevenness in capacity that leads to uneven performance in local, provincial and national government. This is caused by a complex set of factors, including tensions in the political-administrative interface, instability of the administrative leadership, skills deficits, the erosion of accountability and authority, poor organisational design and low staff morale.

The weaknesses in capacity and performance are most serious in historically disadvantaged areas, where state intervention is most needed to improve people’s quality of life. There have been many individual

initiatives, but there is a tendency to jump from one quick fix or policy fad to the next. These frequent changes have created instability in organizational structures and policy approaches that further strain limited capacity. The search for a quick fix has diverted attention from more fundamental priorities. A deficit in skills and professionalism affects all elements of the public service.

At senior levels, reporting and recruitment structures have allowed for too much political interference in selecting and managing senior staff. The result has been unnecessary turbulence in senior posts, which has undermined the morale of public servants and citizens' confidence in the state. At junior levels, there has been insufficient focus on providing stimulating career paths that ensure the reproduction of skills and foster a sense of professional common purpose.

The Department of Human Settlements in the Gauteng Province has in the last six years had three Members of the Executive Council (MEC) and four Heads of Department. These executive management changes have impacted negatively on the Department's performance as a result of unstable leadership and political interface relations.

The Gauteng Department of Human Settlements is among the government departments where leadership is expected to play an important role since its main objective is to improve the livelihoods of communities and maintain their dignity. This research will examine the role of stabilising the political-administrative interface relations as a critical factor for performance and service delivery improvement.

1.4 PURPOSE STATEMENT

The study will propose that the assessment of the Department's performance is necessary in order to reveal the organisation's worth to its

stakeholders. The quality of leadership, the level of political interference in the administration, oversight, quality of delivery of its services and the Department's performance components requires periodic assessment and review.

The research will broadly examine leadership dynamics and how they affect the Department's performance. The research will then present the findings in relation to the underlying factors, analyse the findings and present leadership strategies that will lead to improved performance.

1.5 RESEARCH QUESTIONS

The following are the research questions that inform the study:

1.5.1 Primary question

i. What is the impact of Political-Administrative Leadership problems in the Gauteng Department of Human Settlements and its impact on organisational performance management?

1.5.2 Sub question

i. What are the leadership trends in the Gauteng Department of Human Settlements?

ii What are the leadership strategies or framework for consideration for performance improvement in the Gauteng Department of Human Settlements?

1.6 JUSTIFICATION OF THE RESEARCH

The justification of this study are:

The role of the bureaucracy and in particular the relationship between political and bureaucratic leaders has in many cases been central to the

failure to implement institutional reforms, particularly where the interests of politicians and bureaucrats have clashed.

A better understanding of the factors that shape this relationship and how differences impact on reforms, is therefore central to understanding how institutional change happens.

There is also a lack of inclusive government in South Africa. Few efforts are made to engage citizens in meaningful consultation in order to address the service delivery problems or to create realistic expectations of what is possible

The lack of effective leadership and properly co-ordinated 'political-bureaucratic interface' manifests itself in an inability to provide the services that citizens expect from an effective state.

1.7 CONCLUSION

The Gauteng provincial government may favour a leadership framework, such as the one proposed by this study, as a mechanism to improve service delivery performance and current imbalances and inequities. Moreover, the recommendations for an improved leadership framework within the Human Settlement's Department in the Gauteng Province will hopefully contribute to an improvement in service delivery outcomes. By improving and/or redesigning the current leadership approach and/or framework, it is expected that the Department will improve service delivery to previously disadvantaged communities in the Province.

1.8 REPORT OUTLINE

Chapter 1 - Introduction: Chapter one gives a general summary of the study, including the definition of the problem, background to the study, the

contextual framework, problem statement, purpose statement, and research questions that comprises primary and sub-questions.

Chapter 2 - Literature Review: Chapter two outlines the basic theoretical framework of the study by providing literature exploration with regard to the topic and research questions to be addressed. The review of “Transformational Leadership” gives a broad framework that provides a basis to discuss the findings of the research and also to highlight valuable insights for further research in this field.

Chapter 3 - Research Methodology; This chapter defines the research process, research design, sampling method, data collection mechanism and instruments used in the study. These are all discussed in depth.

Chapter 4 - Presentation of the Findings: The fourth chapter presents the raw data, an analysis of the data and the findings of the study. Results are presented in accordance with interview generated research themes and concepts.

Chapter 5 - Interpretation and Analysis of the Findings: Chapter five provides the research data that has been collated, codified and clustered into themes that have emerged to provide evidence for generalisation purposes.

Chapter 6 - Conclusion and Recommendations: In this chapter, the researcher summarises the results of the study and presents the conclusions drawn from the study. The limitations of the study are explained and the recommendations discussed.

CHAPTER TWO
LITERATURE REVIEW

2.1 INTRODUCTION

The purpose of the chapter is to provide detailed literature on the subject of the research. The chapter begins with a brief explanation of a literature review, and then explains the significance of the literature review in any research. It provides a summary of the inter-relations of concepts in the literature review, followed by the presentation of leadership and leadership theories. A theoretical framework is presented, premised on the transformational theory which is used to guide the research engagement.

2.2 SIGNIFICANCE OF LITERATURE REVIEW IN RESEARCH

Literature review occupies the centre of any research to be undertaken. It first provides the researcher with important perspectives and background information about the subject being researched (Welman, Kruger and Mitchell, 2010). This helps to avoid duplication and narrow the focus of the intended research. It also assists in the justification of the proposed research topic and indicates how the topic will contribute to the existing body of knowledge.

Literature review helps in identifying literature gaps in existing knowledge. It then presents the critique of identified arguments of theories. It further assists in the clarification of significance of research, and provision of clear focus of the research. It explains the importance of the research and provides a justification of the proposed research, indicating how it will be unique.

The literature review commences with the exploration of political-administrative interface within prominent leadership theories, that is, the trait theory, situational leadership theory, transactional theory, traditional African leadership approaches and transformational leadership theory. The Political-Administrative Interface Leadership and Leadership theories are important in understanding leadership and its context within the South African and Gauteng's public sector.

2.3 THEORETICAL FRAMEWORK - LEADERSHIP

"Great leadership has the potential to excite people to extraordinary levels of achievement" (Business Strategy Review, 2005). Research in leadership has become a major topic in both social and organisational psychology, and underlying this is the extensive literature supporting leadership as one of the most important factors related to organisational success or failure. An important aspect of leadership research is to determine why some individuals perform effectively in leadership roles whereas others demonstrate mediocre or low levels of effectiveness.

According to a prominent leadership researcher, Stogdill, there are as many definitions of leadership as there are researchers that have contributed to define this concept (Northouse, 2014:1). These definitions have varied from the simplest meaning of leadership as the act of getting people to do what they would not otherwise be willing to do (McCrimmon, 2011:1), to leadership being a combination of task and people-orientated behaviours (Manktelow, 2012:5).

According to Cohen (2010:7), Peter Drucker provides one of the most profound leadership definitions: "Leadership is the lifting of a man's vision to higher sights, the raising of a man's performance to a higher standard, the building of a man's personality beyond its normal limitations, thereby

highlighting the important role of leaders to enthuse, inspire and motivate their team".

Moreover, the importance of leadership in achieving organisational goals is acknowledged by various researchers with Northouse (2010:3) stating that leadership is the capacity to inspire confidence and support among individuals to achieve organisational goals. Yukl (2006:8) also emphasises organisational goals by defining leadership as a process of influencing human behaviour or conduct relating to the tasks or work of followers in achieving organisational goals and objectives. Supporting this, Dubrin (2007:2) defines leadership as the behaviour of an individual when he is directing the activities of a group toward a shared goal. Finally, Prentice (2004:102) defined leadership as the accomplishment of a goal through the direction of human assistants and stated that "A leader is one who successfully marshals his human collaborators to achieve particular ends".

Bass and Bass (2009:18) expands on the definition of leadership and states that virtually all definitions of leadership share the view that leadership involves the process of influence. Accordingly, Kouzes and Posner (2001:2) defines leadership as a process of getting individuals to co-operate for the success of something which would not be possible without the leader's influence. In addition, Gumbe (2010:1) asserts that leadership is a process of mutual influence between a leader and his or her followers to achieve organisational objectives. Therefore, they display influence by showing that leaders cause followers to think and feel positively towards the organisation's goals by becoming the inspiration of staff and motivating them to higher levels of teamwork.

According to Srivastava, Bartol and Locke (2006:1239), extensive research has shown that empowering leadership is positively related to both knowledge-sharing and team efficacy, which in turn impacts positively on performance. Additionally, Kogler-Hill (2004:161) defines teams as

organisational groups composed of members who are interdependent, who share common goals, and who must co-ordinate their activities to accomplish these goals. She further argues that the team leader needs to learn to create the conditions that support team excellence by allowing the team to thrive. Such an approach recognises that there is no one best way for a team to function and allows each team to create its own norms and structure. Moreover, Williams, Parker and Turner (2010:317) suggests that team leaders can influence a team to behave in a positive and constructive way through role modelling and coaching, supporting the argument that leadership influences teams' proactive performance.

2.4 LEADERSHIP THEORIES

2.4.1 Overview

In order to gain an understanding of the nature of leadership, it is important to discuss the theories of leadership and how they have developed over time. Leadership has been the subject of many researchers and over time, many theories have developed. Whilst many of the initial theories tend to focus upon the characteristics, traits and behaviours of effective leaders, later theories began to think through the role of followers and characteristics of the situation (Bolden, Gosling, Marturano and Dennison, 2003:4).

2.4.2 Trait Theory

The trait theory, according to Fleenor (2011:830), is one of the earliest approaches to leadership theories. This theory, originating from the "Great Man Theory", suggests that individuals possessing certain attributes or traits are born leaders. These behavioural characteristics or personality traits are innate leadership qualities that individuals possess and which make them successful leaders.

Researchers have identified characteristics that they assumed were linked to successful leadership (Fleenor, 2011:831). The basic idea was to isolate these unique characteristics and appoint individuals possessing them to leadership positions (Bolden *et al.,* 2003:6). These characteristics would typically include self-confidence, ambition, emotional stability, motivation, intelligence, perseverance and assertiveness. Supporting this theory, Fleenor (2011:831) adds the following characteristics considered as effective leadership attributes, from an earlier study published by Gardner (1989): assertiveness, adaptability, skills in dealing with people, intelligence, task competence, desire for achievement, trustworthiness, self-confidence, courage, decisiveness, motivating people, responsibility, ability to understand followers' needs, and physical vitality.

In recent times, there appears to be an emergence in personality as a predictor of performance and behaviour in the workplace (Fleenor, 2011:831), with much evidence to suggest that certain personality traits are consistently linked to leadership effectiveness (Bligh, 2011:639).

According to Northouse (2013:17), the following four of the big five personality traits are significantly related to effective leadership: extraversion, openness to experience, neuroticism and conscientiousness. Additionally, a modest body of research on the relationship between personality and leadership behaviour has emerged. These developments have, according to Hogan and Kaiser (2012), been ignored despite the evidence that personality traits have effects on leadership. Studies by Gilbreath and Benson (2004) and Sy, Cote and Saavedra (2005) show through empirical support how leadership behaviours affect employees, peers, organisations and their family. Peterson, Smith, Martorana and Owens (2003:801) in a study on the effect of the personality of chief executive officers (CEOs) on top management team dynamics, identifies that personality plays a role in how team processes unfold. They further

establish that CEO personality is linked to a number of top management teams' group dynamics, and that these group dynamics are directly linked to organisational performance. They conclude that CEOs have a significant impact on creating a conducive environment for top managers and organisations to succeed and should be aware of how their personality interacts with the members of the top management team.

Finally, there is a great need for organisations to realise that performance of both employees and organisations can greatly increase by improving leadership selection and acknowledging that personality and leadership effectiveness are related (Hogan and Kaizer, 2012:4).

2.4.3 Situational Leadership Theory

The extensive area of leadership and leadership styles has been debated over a long period of time. More recently, researchers have suggested that there is no one leadership style that can be ascribed to the different situations that managers face in organisations (Vroom and Jago, 2007:22). The situational leadership model is within the area of prescriptive models, which presents several contingency approaches to leadership (Seyranian, 2012:1). The theories that fall within this category in addition to situational leadership are the contingency leadership theory of Fiedler (1967), path goal theory of House (1971) and normative decision theory of Vroom and Yetton (1973). The common characteristic is that all of these theories describe leadership behaviours within different situations a leader may encounter. Furthermore, they assume that leadership behaviours affect the outcomes of the organisation, such as group performance and goal achievement through influencing behaviour of subordinates (Seyranian, 2012:2).

According to Seyranian (2012:3), situational leadership theory is premised on the ideal style of leadership, determined by the existing level of

subordinate maturity. Thompson and Vecchio (2009:837) expands on this and postulates that the translation of the relationship between manager and subordinate can be observed as follows: for subordinates of low-level maturity, managers should show relatively lower consideration and higher task structuring; but as subordinates gain in maturity, task structuring should decrease, while consideration should rise for mid-level subordinate maturity and then subsequently reduce as subordinates achieve high-level maturity. Additionally, Peretomode (2012:15) posits that effective leaders adapt their style according to the maturity level of people. The situational leadership theory therefore consists of four leadership styles that are adapted to the maturity of the subordinates as described below:

1. Directing – is characterised by one-way communication in which the leader defines the roles of the individual or group and provides clear direction on exactly how and when to do the task.
2. Coaching – while the leader is still providing the direction, he or she is now using two-way communication and providing the socio-emotional support that will allow the individual or group being influenced to buy into the process.
3. Participating – this is shared decision-making about aspects of how the task is accomplished and the leader is providing fewer task behaviours while maintaining high relationship behaviour.
4. Delegating – the leader is still involved in decisions; however, the process and responsibility have been passed to the individual or group. The leader stays involved to monitor progress (Peretomode, 2012:16).

Essentially these four leadership behaviours comprise the ability of leaders to diagnose the performance and competence of followers and in turn to adapt their leadership style to partner for organizational performance (Lynch, McCormack and McCance, 2011:1060). Empirical results have shown that situational leadership leads to improved

performance and job satisfaction, when leadership behaviour is properly matched to the situation (Vroom and Jago 2007:19).

Criticism against the situational theory is based on its narrow focus on one situational variable, as well as the limited research on this theory (Seyranian, 2012:4).

2.4.4 Transactional Leadership Theory

According to Odumeru and Ifeanyi (2013:358), transactional leadership, also recognised as managerial leadership as first described by Weber and further explored by Bass, focuses on the role of the supervisor, the organisation and the performance of the group. Nikezić, Purić and Purić (2012:286) defines a transactional 'bureaucratic' leader as one who earns leadership through prescribed rules, regulations, control and discipline and the followers' behaviour is limited to controls and obligations. They further state that a transactional leader operates within an existing system, generally avoids risks, and focuses on time, standards and efficiency.

Another definition of transactional leadership is that of Bass and Avolio (1993: 69) who postulates that transactional leaders regard the relationship between leader and follower as an exchange process, defined by a system of reward and punishment. A transactional leader offers positive reinforcement, praise, compliments and rewards when goals are met and will impose negative reinforcement, for instance coercion, punishment and reprimand when goals are not achieved (Ruggieri, 2009:1018).

According to McShane and Von Glinow (2007:221), transactional leadership allows institutions to achieve their current objectives more effectively by linking job performance to valued rewards and ensuring that followers have the resources needed to get the job done. It takes the form

of an exchange of valued goods between leaders and followers (Van Wart 2008:78–79). Therefore, subordinates strive to achieve these expectations because of their fear of failure or desire for rewards (Donohue and Wong 1994:28). Transactional leadership affects the employee's motivation by exchanging rewards and by establishing an atmosphere in which there is the perception of closer links between efforts and desired outcomes.

It focuses on the effects that leaders' behaviour has on followers, for example recognition, motivation and performance (Anderson 1992:51). Transactional leadership is based on contingent reward. The leader finds out what employees value and then uses various incentives to motivate them in doing what their leaders require of them. The weakness of the contingent reward system is that it may be viewed as a *quid pro quo* system, where what is rewarded is that which is accomplished; it rewards individual performance and not group achievement; and it limits leaders' options when financial resources are scarce and the institution's needs are increasing (Van Wart 2008:78).

In contrast, transformational leadership entails "leading", that is, changing the institution's strategies and culture so that they have a better fit with the external environment (Korac-Kakabadse and Korac-Kakabadse 1998:79–80). It is clear that transactional leaders manage followers so as to advance their own as well as their subordinates' agendas. Subordinates increase their performance as long as they get rewarded.

Transactional leaders rely on certain types of power (legitimate, reward and coercive) not only to manage subordinates, but also to ensure the achievement of institutional goals. They focus on basic self-interest and the immediate needs of followers, which range from clear instructions to adequate working conditions (Van Wart 2008:80). Legitimate power is derived from the hierarchical position that a person occupies in an institution (Gomez-Mejia, Balkin and Cardy 2005:546). Reward power is

based on a person's ability to control resources and on rewarding others (Luthans 2005:414). Bateman and Snell (2004:369) states that coercive power is premised on a manager's ability to punish subordinates for wrongdoing.

According to Adair (2003:23–24), transactional leadership is based on "managing", that is, in helping institutions to achieve their current objectives more effectively. Korac-Kakabadse and Korac-Kakabadse (1998:17) concurs, stating that interactions between individuals and groups within a certain context allow for incremental adjustment; therefore transactional leadership can be equated with management. They argue that managers are not necessarily good leaders, but favour proven technologies and hierarchical structures which are predictable and constitute forms of control. Van Wart (2008:81) supports this view, claiming that transactional leaders are content with the existing systems and structures of the institution because they seem to provide acceptable performance; therefore, there is no desire to adapt them. Leaders who are innovative and able to empower followers are needed (Korac-Kakabadse and Korac-Kakabadse 1998:51).

A study conducted by Puffer, McCarthy, May, Ledgerwood and Stewart (2008:221) into the development of leadership in Russia found serious weaknesses in the transactional style of leadership, whereby leadership condoned the right to punish those who failed to follow orders, thereby using fear as the primary motivator for employees. Moreover, team members were not likely or expected to go beyond their leader's initial prospects and were not motivated to be innovative in their approach to deliver on what was expected. Transactional leadership thus became an obstacle to change and had limited potential to achieve long-term sustainability and competitiveness in these organisations.

Although research generally depicts a negative view of transactional leadership, Avolio (1999:37) posits that both transactional and transformational leadership are required in an organisation, thereby introducing a full-range model of leadership. Essentially this means that effective leaders participate in a full range of styles or behaviours that include both transactional and transformational elements (Whittington, Coker, Goodwin, Ickes and Murray, 2009:1863). Furthermore, leaders in the absence of transactional leadership as a foundation often are not clear on what they expect from employees, leading to ambiguity and lack of clear direction.

2.5 TRADITIONAL AFRICAN LEADERSHIP APPROACHES

Leadership and governance within the South African public service context ought to fit well within the general theme of the African renaissance. The notion of an African renaissance seeks to empower African people, to rebuild and revitalize a people's identity including the recovery of African peoples' identity and dignity (Setsabi 2001:2). Kuye (2003:Discussion) indicates that the African renaissance entails a process of rebirth, renewal, revitalization, rededication, learning and value reorientation, positive transformation, taking charge of one's identity, and bringing about an end to poverty and deprivation in Africa. The African renaissance focuses on the quest for the integration of traditional African leadership and governance in the workplace (Tshikwatamba, 2003:299).

Many studies have thus far concentrated on leadership and governance within the context of Western societies (Nuzvidziwa 2003:3). They have ignored the dynamic nature of traditional African societies. More importantly, these studies did not see the positive content of traditional African leadership. Maylam (1986:1) observes that "African practices are perceived as being peripheral and belonging only outside the world stage, appearing rarely on the central stage and considered a hindrance to

Western civilization." Colonialism has hindered African development. Nonetheless, there are useful approaches that can be adopted within an institutional context from traditional African leadership and governance. Aspects such as accountability, responsibility, transparency, collective management (participation) and humaneness are prerequisites for effective leadership and governance in traditional African societies, which can contribute positively to the South African public service.

Moral and value-based leadership is essential in traditional African societies (Molopo 2003: Discussion). There are many sayings in African culture that point leaders in the direction of democratic leadership and effective governance. These could enrich broad understanding of an improved leadership and governance framework for the South African public service. Traditional African leadership and governance, for instance, focus on a strong system of common beliefs and values (Naidoo 1996:10). Naidoo (2003:Discussion) indicates that these beliefs and values are still widely respected and adhered to in South Africa, although Molopo (2003:Discussion) suggests that in some communities, particularly those in urban areas, these beliefs and value systems are gradually being eroded. Nuzvidziwa (2003:1) argues that culture is one resource that Africans should turn to in order to reap the benefits of transformational and team leadership and governance in the South African public service. It is thus necessary to review and investigate traditional African leadership and governance as it exists in South Africa today.

In reviewing traditional African leadership and governance, Molopo (2003:Discussion) points out that there are certain key phrases in the Sesotho language (one of the eleven official languages in South Africa) that pertain to leadership and effective governance in the South African public service. One such phrase is *"Morena ke Morena Ka Sechaba, eseng ka lelapa la hae kappa labo, che*" In other words, "a chief is a chief by the people and through the people and not by his own immediate family

or through relatives." Chiefs are people who head tribes or communities in rural villages in traditional African societies in South Africa (Nuzvidziwa 2003:3). In other words, people become leaders through the emergent leadership process. Adair (2003:9) indicates that this type of leadership is not assigned by position, but instead emerges over a period of time through communication and interaction. Lourens (2001:21) suggests that in Western leadership when others perceive an individual as the most influential member of an institution or community, regardless of that individual's title, the person is displaying emergent leadership. In traditional African societies, too, when an individual is perceived by the community as the most influential member of the clan or tribe, regardless of his or her title, the person is displaying emergent leadership (Naidoo 2003:Discussion).

In contrast to the above, leadership that is based on occupying a position within an institution or community is called assigned leadership (Rost 1993:118). Team leaders or departmental heads, as is the case in public service departments throughout South Africa, are all examples of assigned leadership within an institutional context. A community leader appointed by the community is another example of assigned leadership, such as, for example, traditional leaders in African societies. Northouse (2001:4) nonetheless posits that persons who are assigned to a leadership position do not always become the real leaders in a particular setting. Adair (2003:9) reiterates that the individual acquires emergent leadership through other people in an institution or community, who support and accept the individual's behaviour. Researchers have also found that the person's personality plays a role in such emergent leadership. Other members of their group more frequently identify those individuals who are more dominant, more intelligent and more confident about their performance, as leaders. It can be argued that, when an individual is engaged in leadership, that individual is a leader, whether or not the

individual was explicitly assigned to be the leader or instead emerged as a leader.

Tshikwatamba (2003:299) discusses the question of *ubuntu* (humanness) extensively as being inseparable from the integration of traditional African leadership and governance in the workplace. Even a brief look at traditional African leadership and governance reveals that effective leadership and governance involves the integration of *ubuntu*. *Ubuntu* has a particularly important place in the African value system and emanates from African mores. Mbigi (1997:2) translates *ubuntu* as a collective personhood and morality. *Ubuntu* requires that an individual who is part of the collective, for example a tribe, family or institution, should be afforded unconditional respect and the right to be heard irrespective of his or her social status. It creates images of supportiveness, co-operation and solidarity. According to Naidoo (1996:1), *ubuntu* positively contributes to the sustenance and well-being of a people, community, society or institution, by promoting the common good of all people. *Ubuntu* seeks to bring back humanness into interpersonal and group relationships (Naidoo 1996:1). Spontaneous co-operation is the proper basis for relationships in an institution. This may lead to harmonious institutions.

Setsabi (2001:5) argues that *ubuntu* is a universal concept because it brings about tolerance and recognition of the humanity in all cultural groups. According to Nuzvidziwa (2003:3), these attributes underpin institutional and personal success stories, and can be viewed as an institution's intangible assets. They will, moreover, ensure a dynamic and effective public service (Nuzvidziwa 2003:3). *Ubuntu* will create favourable conditions within an institutional context. It would therefore be appropriate to call traditional African leadership and governance value-based and ethical leadership. Traditional African leadership differs from Western participatory leadership in both conceptualization and fundamental application (Henry 1975:24). Molen *et. al.*(2002:59) defines participation

as “an activity undertaken by one or more individuals previously excluded from the decision-making process.”

Participation is viewed as people involving themselves to a greater or lesser degree in institutions indirectly or directly concerned with the decision-making about, and implementation of, development. Within an institutional context in Western democracies, participatory leadership is a practice by which employees are offered full explanations of decisions already made by management as pseudo decisions (Pateman 1970:68). In this scenario, employees are not really part of the decision-making processes, although they may be informed of the decisions taken. Ideally, participatory leadership should be a way of increasing the involvement of employees in policy-making and establishing departmental strategic goals. This practically means that employees are merely involved secondarily and that their involvement is at the implementation level of decisions and not at the level of formulation. Although the argument put forward in the South African public service is that it promotes participative leadership, it is contended that traditional African leadership can in fact be more feasible in promoting effective governance. The majority of employees are regarded as passive and ill-informed participants where a few people reach consensus and employees at large merely participate and are involved in the policy implementation level.

In the traditional African leadership model, competence is the ability to pursue strategies that contribute to the realization of collective goals. In this setting, individual goals are aligned to the achievement of collective objectives. Traditional African leadership centres on the dedication of the community, which has been connected to self-discipline, self-sacrifice, solidarity and sociality. Markus and Kityama (1991:227) asserts that when collectiveness is the dominant value orientation, people, employees and communities experience fundamental connectedness to each other. This determines the institutional culture and values. The institution enjoys the

custodianship of process and ownership thereof. The desire to maximize employees' commitment to the institution and the ultimate object of motivating them to operate as co-owners, and not as mere employees, is attainable when the practices and values of traditional African leadership are integrated.

In traditional African leadership, according to Mbigi (1997:2) and Tshikwatamba (2003:302), harmonious relations between individuals are bonded by *ubuntu*. Traditional African leadership is both the theory and the practice of 'Afrocentriciting' and of placing leadership and management practices at the centre of the social and cultural orientation. It is about anchoring African practices, ethos and value systems, and exemplifying the African collective will. Tshikwatamba (2003:302) points out that, in its theoretical sense, traditional African leadership entails interpretation and analysis from the perspective of Africans as subjects rather than as objects on the periphery of Western leadership and management practices. In its practical sense, collectiveness entails authentic African-based leadership and governance (Khoza 1994:118).

Setsabi (2001:3) argues that Africans by implications do not need to be lectured on effective leadership and governance, as the basis of leadership and governance is found within traditional African societies. The example given by Setsabi (2001:3) is the right to be heard and the need for tolerance, expressed in the phrase "*Le bo Motanyane, Molomo-mosehlanyana*." In other words: "Everyone has the right to openly express themselves at Chiefs' gatherings, without fear of intolerance." Tolerance has been the basis of democracy in South Africa since 1994. It is important to ensure that this principle continues to be respected in the South African public service. There is a Sotho saying reminding leaders of the need for tolerance and democratic leadership: "*Mooa Khotla ha a tsekisoe*" In other words: "Any member can say anything in a public gathering and should not be charged" (Maminime 2001:2). This calls for

tolerance and the need for a balanced leadership that embraces the demands of different types of people.

Mbigi (1997:2) states that diligence and honesty are part of the moral basis on which traditional African societies are built. According to Molopo (2003:Discussion), the emphasis of traditional African leadership and governance is on a system that works, by using for instance, "*Khahlametsano* (compromise) and *le lumme* (consensus)." Molopo (2003:Discussion) states that there are other values found in traditional African societies that will be applicable within the South African public service. Amongst these are "*hlompho* (respect) and *kutloelo bohoko* (empathy)."

The underlying system of traditional African leadership and governance is based on a set of values with regard to morality, reconciliation, equality of all people, human dignity, sharing, peace and justice. Naidoo (1996:11) suggests that traditional African leadership and governance are a purely indigenous African philosophy of life. Naidoo (1996:11) also states that traditional African leadership and governance recognises other people's human dignity and integrity, encompassing the universal values of brotherhood and sisterhood. Moral leadership is essential in traditional African societies, which means not only taking responsibility for one's actions, but also explaining them. Leadership means that explanations of one's actions should be provided, not only to society but also ultimately to the ancestors. Leadership in traditional African societies involves an obligation to act responsibly on behalf of one's people. A leader's actions are subject to sanction by the ancestors (Nuzvidziwa 2003:3). Leaders are not regarded as ordinary men or women, and it is their duty to serve the community productively and with humility. Leaders in traditional African societies balance their responsibilities and power through societal and self-imposed safeguards that require of all leaders to consult and listen to their people in order to govern in the interests of these people. "Traditional

African leadership and governance derives much of its legitimacy from its embeddedness in the social and cultural life of rural communities, where the discourses of tradition and cultural identity remain persuasive for many of the residents." (Mbigi 1997:2).

Traditional African leadership and governance generally emphasizes participatory values as tools to be utilized by effective leaders (Nuzvidziwa 2001:11). It was seen as imperative for leaders to involve their followers in decisions that concerned them. In almost all African communities the use of open-air informal gatherings as assemblies for reaching consensus on both contentious and non-contentious issues is well documented and widespread. The sayings extolling the virtues of participatory leadership in Sotho society confirm this; for instance, there is a saying: "*Letlaila le tlailela Morena*." In other words, "let people say what they want even if it is not good." (Nuzvidziwa 2001:11).

Although it is emphasized that these leadership and governance practices are African, they are not sectarian, as they can be applied to any setting; cultural orientation and *ubuntu* will always be essential ingredients. According to Mbigi (1997:2) and Khoza (1994:118), traditional African leadership and governance is fundamentally positioned at the centre of African cultures, and uses a communitarian approach to conflict resolution and other essential transactional (day-to-day) aspects of leadership and governance. Within an institutional context, this would entail taking joint accountability and responsibility for goals in an institution. This principle of joint leadership and governance could be particularly important for the South African public service. In promoting this principle, both leadership and public servants would have co-ownership of public service delivery. Both leadership and public servants would be jointly responsible and accountable for service delivery outcomes. In this way, effectiveness and efficiency could be increased in the public service.

2.6 POLITICAL-ADMINISTRATIVE INTERFACE

In most democracies, the interface between senior occupants of the bureaucracy and politicians elected to become members of the executive is subject to continuous debate. Essentially, democracies have to balance two distinct sets of values, firstly non-politically partisan and fair service delivery to the public, and secondly, subject to the law, the responsiveness of public servants to the policies of the current executive.

Weber's model of bureaucracy is often taken as a reference point in this discussion. His model suggests that the division of labour between politicians and bureaucrats should best be organised so that a clear distinction between the two sets of actors exists. Here civil servants are instrumental and subordinate to the politicians appointed to head a department. While the Member of the Executive Council (MEC) is in charge of defining the policies that bureaucrats have to implement, Weber suggests that civil servants might come to dominate the relationship by virtue of their longer experience in government, which brings with it greater technical expertise and experience than what a newly appointed MEC may possess. Thus the relationship is to be categorised by 'informational asymmetry' or the possibility that MECs ('principals') can be obstructed in achieving their objectives because senior civil servants (or 'agents') are in a position to fail to provide important information. This has contributed to the modern movement towards creating formal agreements that state the goals and reporting requirements between the administrative and political functional areas and can be seen as an attempt to mitigate this challenge (Matheson, Weber, Manning and Arnould, 2007).

However, Weber's model, which was considered as offering an ideal type bureaucracy, was rarely found in practice. A view subsequently emerged that the public service was inherently a political creation and could never be entirely apolitical (Peters and Pierre, 2004). The public service,

because it is responsible for delivering services to the public cannot help but participate in the political role of deciding what services society will get from the public sector and how these will be delivered (Matheson, *et al*. 2007:5).

With the Act of Union in 1910, South Africa adopted the British cabinet system of government and with it the idea that administrators should carry out instructions in a politically unbiased manner. Marais argues that this system was abandoned after the National Party assumed power in 1948. However, the post-1948 and pre-1994 civil service continued to regard itself as functioning in accordance with the values of political impartiality and administrative competence (Picard, 2005:197-198). It should be noted that this view was promoted within the highly constricted Apartheid paradigm and a survey conducted by the Human Sciences Research Council in August 1991 showed that the top echelons of the civil service still strongly supported Apartheid laws and practices. The incoming African National Congress (ANC) administration found a situation where some public servants from the previous dispensation could be described as 'de-motivated and in instances hostile to the new administration. They did not agree with the political objectives that were put in place, neither could they relate to a democratic and empowering organisational culture' (Fraser-Moleketi and Van Dyk-Robertson 2005:564).

Given the high level of politicisation of the public service in the years before 1994, it is perhaps not surprising that the new government sought to appoint senior public servants from within its ranks. In 1998, the Presidential Review Commission (PRC) specifically acknowledged that there was a threat, real or perceived, of disloyalty of incumbents from the previous dispensation. It also acknowledged the need for 'political appointments' in the public service to rectify this situation. However, it also suggested that this should be an interim measure and not a permanent

feature of the public service, and emphasized that skill and competence should be the guiding norms in future (Mafunisa 2003:85).

2.7 INTERNATIONAL COMPARISONS

In 2007 the Organization for Economic Cooperation and Development (OECD) published a study on the political involvement in bureaucracies and the nature of the political administrative interface in 12 countries, including South Africa. Information for the South African segment of the study was provided by the South African Management Development Institute. All the countries surveyed espoused the principle that civil servants should perform their duties in a manner that serves the collective rather than partisan interests, either by entrenching the principle in the Constitution, a law or regulation, or by placing limitations on political involvement in administration.

Table 1 below provides an overview of political involvement in key staffing decisions on the 12 countries studied, from higher to lower levels of involvement. South Africa is rated third.

Table 1: Overview of political involvement in Staffing Issues

Country	**Appoint-ments**	**Dismissal**	**Promo-tion**	**Transfer to another Function**	**Perform-ance Assess-ment**
United States	High	High	High	High	High
Italy	High	High	High	High	Medium
South Africa	High	Medium	High	High	High
Mexico	Medium	Medium	High	Medium	Low
France	Medium	Medium	Medium	Medium	High
Poland	Medium	Medium	Medium	Medium	Medium
Belgium	Medium	Medium	Medium	Medium	Medium
Sweden	Medium	--	--	--	--

New Zealand	Low	Medium	Low	--	Low
Korea	Low	Low	Low	Low	Low
Denmark	Low	Low	Low	Low	Low
United Kingdom	None	None	--	Low	--

The fact that politicians who are part of the Executive and who are involved in the appointments or dismissals of public servants does not automatically make these actions political ones. The Swedish constitution, for example, requires that all appointments to posts in the public service be made on 'objective grounds such as skills and merits' even though they might be made by politicians (Matheson *et al*. 2007:15).

Furthermore, there is no zero sum relationship between public administration systems that allows for a high degree of political involvement and ones that stress merit-based appointments and promotions. The United States, for example, is often cited as possessing a highly political public administration, yet the greater part of that country's public service is governed by the principle of promotion on merit and over 90% of Federal Government employees are career officials. However, about 2 000 to 3 000 positions are filled by appointees who are obliged to resign once a presidential term finishes. Furthermore, at senior levels, officials are usually nominated by, or in the name of, the President and will usually relinquish their posts at the end of the presidential term (Mafunisa 2003:93).

2.8 POLITICAL INVOLVEMENT IN THE APPOINTMENT OF CIVIL SERVANTS

While there was widespread agreement on the general principle of political non-partisanship, the countries surveyed did not necessarily equate this with an apolitical process for senior appointments. The survey showed that the level of political involvement in the appointment of senior public

servants varied widely between countries. The biggest contrasts appear between the United States, where all senior appointments are directly made by politicians and Denmark as well as the United Kingdom, where there are no politically driven appointments (apart from the political advisors, who function outside the normal public service structures). The majority of senior positions in the United States are appointed 'at the pleasure of the President'. The Personnel Office in the White House plays a major role in most appointments, which in turn is managed by politically selected administrators, who are appointed by the President. By contrast, in the United Kingdom, even the most senior positions are filled by administratively appointed career officials.

In the South African context, the report suggests that officials on Deputy Director levels are appointed using administrative criteria. Directors and Chief Directors are appointed using a hybrid system. This refers to a procedure whereby administrative selection criteria are combined with political considerations. Finally, high levels of political involvement can be found in the appointment of Deputy Directors General and Directors-General (Matheson *et al*. 2007:15-16).

2.8.1 Political involvement in the dismissal of civil servants

The study showed that, in the South African case, the autonomy of public servants on Director, Chief Directors of Deputy Director General levels is strengthened by the fact that although all were appointed by way of a political or hybrid procedure, they can only be dismissed through a purely administrative process (Matheson *et al*. 2007:17).

2.8.2 Political involvement in the promotion or transfer to another position of civil servants

The study suggests that although Deputy Directors General, Chief Directors and Directors cannot be dismissed on political grounds, possible career advancement will to some extent depend on political considerations. A similar situation for officials of equivalent rank prevails in Italy. With regard to arrangements for transfers to another position of equivalence, a high level of political involvement can be found in such cases.

2.8.3 Political involvement in arrangements for performance assessments

The arrangements for performance assessments in the countries surveyed were essentially similar to the results obtained in relation to appointment and promotional procedures. A purely administrative process informs the performance assessment for Deputy Director, while hybrid measures are used from Director to Deputy Director General, with the assessment for Directors General subject to a high level of political involvement.

In this category, South Africa was placed fourth highest out of the 12 countries surveyed, below the United States, France and Italy. In the South African case, performance assessments are seemingly subject to less political involvement than appointments and dismissals, whereas the opposite situation prevails in France, where the rankings for appointments, dismissals, promotions and transfers generally place that country in the middle of the 12 surveyed, with high levels of political involvement in actions involving officials equivalent to Directors General, the hybrid measures used for officials on the level of Deputy Directors-General, Chief Directors and Directors, and administrative arrangements used in issues affecting officials on the level of Deputy Directors). A shift towards political and hybrid measures occurs during performance assessments, with high levels of political involvement in the assessments of officials equivalent to Directors-General, Deputy Directors-General and Chief Directors and hybrid measures used for the rest.

This places France close to the situation of systems with more political involvement such as the United States and Italy. The study suggests that, in view of the strong tradition of equal and non-partisan access to the public service that can be found in France, the higher level of political involvement in performance evaluations can possibly be ascribed to the

need to ensure responsiveness to the government's political agenda (Matheson, Weber, Manning and Arnould 2007:18).

As the gains of the post-1994 transition are consolidated, and the public service and the rest of the society is normalised, a shift to the 'complementary model' of politics and administration should be considered. It suggests that political office bearers and public servants perform distinctly different roles but that each contributes towards the greater whole of national governance. The administrative component requires political and strategic direction from political heads, and these in turn need effective administrative machinery for the political programmes to be transformed into government policy, something of particular importance for Directors-General). As part of their work, public servants assist in shaping policies and giving practical content to the implementation process. The public service should, therefore, not be insulated from the political process.

2.9 CONCEPTUAL FRAMEWORK

2.9.1 Transformational Leadership

Leadership is about influencing, motivating and enabling others to contribute to the effectiveness and success of the institution. Leaders use various forms of influence, from subtle persuasion to direct application of power, to ensure that followers are motivated to achieve institutional goals (McShane and Von Glinow 2007:213–214).

The effectiveness and success of many institutions can be attributed to transformational leadership. The literature suggests that there is a relationship between transformational leadership and the effectiveness of institutions as well as links between the transformational leadership of

superiors and the performance of their subordinates (Cavazotte, Moreno and Hickmann 2012:443; Avolio and Bass 2004:11).

Transformational leadership has not only become a silver bullet for achieving success in institutions, but the relevance of the chief executive officer's (CEOs) leadership for institutional performance during institutional change is also important (Ling, Simsek, Lubatkin and Veiga 2008:558–559). Stoker, Grutterink and Kolk (2012:582) agrees, observing that transformational CEOs play a key role in effectively achieving change, because they encourage employees to constantly anticipate and adapt to change.

The White Paper on the Transformation of the Public Service of 1995 focused on the overall transformation of the public service. It provided for the development of a new vision and mission for the public service: "The Government of National Unity is committed to continually improve the lives of the people of South Africa through a transformed public service which is representative, coherent, transparent, efficient, effective, accountable and responsive to the needs of all" (Republic of South Africa 1995:para 2.1). This is also emphasised in Section 195 of the Constitution of the Republic of South Africa of 1996 (Republic of South Africa 1996:107–108) which provides normative guidelines on the transformation of public administration which impact on leadership and management. According to Kuye (2006:296) the proclamation of the Public Service Act 103 of 1994 was regarded as the "beginning of transformation of the South African Public Service". Significant changes were required in the composition and functioning of the public service.

The public service has succeeded in establishing an integrated public service that reflects South African demographics. Kuye (2006:296) points out that the public service has not changed much regarding its structure and nature, which is centralised control with top-down management, lack

of accountability and transparency and absence of effective management information and lack of effective leadership (Kahn and Naidoo 2011:81).

From a developmental state perspective, Nzwei and Kuye (2007:198) presents two crucial premises of a developmental state that disqualifies developing countries: 1) developing countries are disadvantaged in the world of economy and their reliance on market forces to produce significant growth would take years; and 2) those developing countries that possess the power to overcome such challenges will play catch-up as late developers. Nzwei and Kuye (2007:200–201) argues that South Africa is experiencing basic social rights challenges, which among others includes basic primary education, reasonable good health and basic housing. Maserumule (2007:214) agrees, stating that the eradication of social challenges such as poverty and poor public services requires an effective public service that is able to enhance government's capacity to implement its developmental programmes. An effective leadership approach is required not only to transform the public service but also to promote the developmental state of South Africa (Kahn and Naidoo 2011:88–89).

2.9.2 Transformational Leadership theory

Transformational leadership is a reflection of the traits and behaviours that are necessary for initiating change (Burns 1978). Bass and Riggio (2006) agrees, stating that transformational leadership relates to issues of transformation and change. This is accentuated by Storker *et al*. (2012:585) who suggests that transformational leaders are not only essentially change agents, because they show subordinates the future and inspire them to achieve this new future, but they are also effective in a situation of crisis or uncertainty.

Transformational leadership refers to behaviours that inspire and challenge people to achieve goals (Senior, Martin, Thomas, Topakas,

West and Yeats 2012:282). Transformational leadership challenges the old order and breaks the continuity of the traditional way of doing things; it is a risky adventure that fosters change. It motivates and inspires employees by providing meaning and challenges to solve complex problems (Conger and Kanungo 1998:13–15).

Employees are encouraged to use their innovative and creative skills to produce better goods and services. This makes employees optimistic and enthusiastic about the future (Reggio and Murphy 2002:108). Transformational leaders motivate their employees to transcend their self-interest for the achievement of team and institutional goals. This stimulates employees to achieve self-actualisation (Senior *et al*. 2012:282). Anderson (1992:51) concurs, stating that transformational leaders motivate subordinates to achieve higher-level self-actualising needs, instead of working through a simple exchange relationship. Self-actualisation becomes the primary motivator of subordinate behaviour as opposed to external rewards. Visioning, inspiration and intense and honest concerns for the welfare of subordinates are the cornerstone of transformational leadership (Donohue and Wong 1994:29). Several elements define the characteristics of transformational leaders. These include creating a strategic vision, communicating the vision, modelling the vision and building commitment towards the vision (McShane and Von Glinow 2007:255–256).

Transformational leaders' persistence and consistency reflect an image of honesty, trust and integrity. They build commitment by involving employees in the process of shaping the institution's vision (Conger and Kanungo 1998:66; Donohue and Wong 1994:29; Reggio and Murphy 2002:109). According to the theories of transformational leadership (Avolio and Bass 2004; Anderson 1992), there are five dimensions of the construct, as highlighted below. First, idealised influence relates to the role played by the leader as a model for followers, prompting them to emulate

the leader, follow the leader in all actions and adopt the leader's values and principles. Second, motivational inspiration describes leaders who have the ability to convey ambitious expectations to their followers, inspiring them to achieve objectives that result in significant advances for the institution or for society. Third, intellectual stimulation is exhibited by leaders who are able to question the status quo and appeal to the intelligence of their followers in order to promote thinking processes that favour creativity and innovation. Fourth, individualised consideration concerns leaders who develop an environment of personal support for their group and who understand and treat every follower as having distinctive characteristics, needs and desires. Fifth, emotional intelligence is the ability to perceive and understand emotions and apply them to situations that arise (Salovey and Mayer 1990). Yukl (2008:712) maintains that two of the above dimensions, namely inspiration motivation (vision articulation) and intellectual stimulation (encouraging innovative thinking), also enhance individual and team performance. This means that transformation leaders play a key role in institutions' effectiveness. According to Cavazotte *et al.* (2012:445), the more relational elements there are in an activity, the greater the emotional intelligence that will be required of the individual who will be in charge. Hence leaders who have the ability to perceive their emotions and understand the impact of their emotions on their actions and on those of others should have a better chance of providing effective leadership. Van Rooy and Viswesvaran (2004) argues that emotional intelligence is a more important predictor of personal success than personality traits.

Senior *et al*. (2012:282) argues that transformational leaders are more capable of transforming an institution because they are prone to supporting a general culture of change. Conversely, transactional leaders lean towards observing followers and rewarding desired behaviour accordingly. It is clear that transformational leaders routinely demonstrate the capacity to develop successful leader-follower relationships, which is

critical for effective leadership and is also generally more effective than intelligence in predicting leadership effectiveness (Judge, Ilies and Colbert 2004). The leader-follower relationship is crucial at a time of transition and in forming a new institutional culture that is inclusive of all constituent armed forces. It is a means of passing on the baton to the next generation of leaders who will not only pursue the new institutional culture but also ensure that it encompasses the beliefs, values and traditions of all the armed forces.

Transformational leaders motivate their followers to perform above their own and the leader's expectations. Such leaders accomplish this by raising the importance of certain goals, by demonstrating the means to achieve them, and by inducing followers to transcend their self-interest for the achievement of goals (Reggio and Murphy 2002:106–107). Transformational leadership allows leaders to change teams or institutions by creating, communicating and modelling a vision for the institution and by inspiring followers to strive for that vision (McShane and Von Glinow 2007:221). It motivates subordinates to work for transcendent goals and for higher-level self-actualising needs, instead of working through a simple exchange relationship (Anderson 1992:51). Self-actualisation becomes the primary motivator of subordinates' behaviour, rather than external rewards. Visioning, inspiration, and intense and honest concern for the welfare of subordinates constitute the cornerstone of transformational leadership (Donohue and Wong 1994:29).

Transformational leaders create a strategic vision of a realistic and attractive future that bonds followers together and focuses their energy on a superordinate organisational goal (Korac-Kakabadse and Korac-Kakabadse 1998:79). Visions are typically described in a way that distinguishes them from the current situation, yet makes the goal both appealing and achievable (Wright *et al.* 2007:215). Transforming a vision into reality requires the commitment of the followers.

Transformational leaders use words, symbols and stories that build a contagious enthusiasm which energises followers to adopt the vision as their own (Wright *et al.* 2007:216–217). Their persistence and consistency reflect an image of honesty, trust and integrity. They build commitment by involving followers in the process of shaping the institution's vision (Reggio and Murphy 2002:109).

Transformational leadership influences followers to transcend self-interest and commit themselves to excellence. It focuses on the followers' emotional responses, self-esteem, and trust and confidence in their leaders, and on the followers' values and motivation to perform above and beyond what is expected of them (Luthans 2005:562). The vision and empowerment of leaders enable followers to transcend their own self-interest for the sake of the leaders and the institution (Reggio and Murphy 2002:106).

Transformational leaders can relate to their followers' need for identity, and are able to strengthen their self-concept and become part of the followers' identity (Van Wart 2008:80). It is clear that transformational leaders constantly motivate followers to increase their performance by stretching them to achieve above their own expectations. They show a keen interest in the well-being of followers and create conditions that allow followers to achieve organisational and individual goals. By satisfying followers' needs, transformational leaders are able to inspire followers to use their competencies to increase their performance, which, in turn, results in better service delivery (Bass and Avolio 1994:11).

Transactional leadership relies on a sense of reciprocity between leaders and subordinates. It does not individualise the needs of subordinates, nor does it focus on their personal development (Rost 1993:140). Transformational leadership, however, changes people, affects their

outlook on individual and collective life, and allows them to commit to a new identity and shared values (Morgan, Green, Shinn and Robinson 2008:301). This kind of leadership challenges the old order and breaks the continuity of the traditional way of doing things; it is a risky adventure that fosters change (Reggio and Murphy 2002:108). Followers are inspired to use their innovative and creative skills to produce better goods and services. This makes followers optimistic and enthusiastic about future work activities. Transactional leadership improves institutional efficiency, whereas transformational leadership steers institutions to a better course of action (Conger and Kanungo 1998:13–15).

The difference between transactional and transformational leadership is that the former can be referred to as “managing”, while the latter entails being a leader of innovation (Tucker and Russell 2004:103). Transformational leaders work to change the institution, whereas transactional managers work within the existing structures (Van Wart 2008:81). Transactional leaders use existing power and authority to achieve goals, while transformational leaders motivate people to work for new and greater achievements which lead to change. Transformational leaders appeal to higher motivation and add to people’s quality of life and that of the institution. Transformational leaders provide energy-producing characteristics that generate new change for an institution, which transactional management cannot do (Tucker and Russell 2004:104).

Transformational leadership is preferred because it inculcates in followers commitment, inspiration, self-esteem, intellectual stimulation and individualized consideration (Tucker and Russell 2004:2–3). It instills in them a desire to improve their performance and to increase productivity. It encourages followers to internalise the leader’s vision and mission and use competencies to achieve organisational and individual goals. It also motivates followers to use their personality to build sound employee relationships (Van Wart 2008:74–75).

Transformational leaders are agents of change who energise and direct followers to a new set of corporate values and behaviours (Reggio and Murphy 2002:108). Esterhuyse (2003:2) is of the opinion that transformation can bring about second-order change in an institution which fundamentally transforms its basic structure, culture and defining values, including the overall form of the organisation. Esterhuyse (2003:2) states that, in order to steer an institution through second-order change, leaders must be willing to act as visionaries and leaders of change and have the appropriate skills of a coach, trainer and facilitator. Morgan *et al.* (2008:302–303) concurs, claiming that transformational leadership is more pertinent in managing transformation. When comparing the characteristics of transactional and transformational leadership, it is clear that the latter possesses the qualities that will promote transformation; therefore it is to be preferred (Morgan *et al*. 2008:302–303; Bass and Avolio 1994:11; Van Wart 2008:80). In this context, Departmental leaders, as transformational leaders, would create an enabling organisational culture that promotes transformation in which, among other things, gender equality and equity would be promoted, and followers would be motivated not only in exceeding the effectiveness of the Department, but also in becoming a formidable force in the South African Public Service.

2.9.3 Transformational Leadership implications for the Department

According to Cavazotte *et al.* (2012:444), transformational leadership is different from transactional leadership in the following areas: (1) transformational leaders are seen as agents of social and institutional change; (2) they are models of conduct and able to articulate a new and stimulating vision for their followers; (3) they raise the morale and inspire their followers to achieve self-actualisation; and (4) they motivate their followers to greater achievements or conquests in transcending personal and institutional goals. Transactional leadership improves institutional

efficiency, whereas transformational leadership steers institutions towards a better course of action (McShane and Von Glinow 2005:451).

Leaders and managers in the Department need to realise that complex and dynamic cultural changes needed for sustained organisational improvement are more likely to occur as a result of staff involvement and a transformation of feelings, attitudes and beliefs. Leadership has to be broadly delegated among the staff for activities in which they are competent in order to achieve critical Departmental goals, gain commitment to a set of values, statements of "what ought to be" which then becomes the heart of the culture of the organisation. Departmental leaders should be able to articulate an appealing vision and clarify the vision of the organisation in terms that are understandable to others. The leaders and managers need to appeal to the followers' desire to contribute to the organisation's goals and arouse the devotion and involvement of followers. The staff will then be willing to take a high personal risk to achieve the vision of the Department. A leader in an organisation is required to incur trust and honesty by clearly defining the decisions made and how they contribute towards the organisation's goals.

There is a need to show respect by treating staff as professionals. The participation and contribution of others must be valued. Leaders need to understand that they need others and they appreciate others' efforts by celebrating their successes and accomplishments within the organisation through establishing a trusting and supportive environment which will allow others to step forward and realize their own potential. Such situations allow group members to feel safe, and thus more willing to take risks; set a respectful tone for interaction with all stakeholders in the organisation and community, and promote an atmosphere of caring and trust within the Department. This will impact positively on the culture of the Department and facilitate the transformation process in the following ways:

1. developing social skills of advocacy;
2. improving inter-group relations;
3. promoting team building and inspiration without domination;
4. exercising authority in order to lead the various activities in the learning situation in the Department;
5. motivating and inspiring others by providing a challenge and meaning to their work;
6. building team morale, and enhancing enthusiasm and a positive outlook in working with others in the community to formulate a vision for the Department.

The vision must be communicated in a way that ensures commitment among staff and the community to demonstrate a willingness to change own practices in the light of new understanding gained from transformational leadership skills and to develop themselves first to become better contributors to the group. Leaders have to learn new ways of working and also find new ways to unlearn old practices and model problem-solving techniques that followers can readily adapt to their work. It is necessary that an inclusive approach is followed, because when people engage in creative problem-solving, their ideas and mistakes are not criticized and they are encouraged to try their ideas. Leaders need to stimulate followers to view problems as challenges they can and will meet and conquer to shape the actions of the followers to enable them to perform as close as possible to the benchmark and keep abreast of trends and issues.

In addition, in addressing threats and opportunities in the organisational environment and in the society at large, leaders provide moral support and encouragement by making staff members feel appreciated for their positive contribution to every initiative. Departmental leaders need to engage in behaviours that support and encourage followers and help them develop and grow to understand and appreciate other people's points of

view. Moreover, the culture needs to show empathy and care for others to support an effective committee structure for decision-making. There is a need to facilitate effective communication among staff and provide appropriate professional autonomy in decision-making.

The staff is encouraged to develop or review professional goals consistent with Departmental goals by evaluating their own practices and refining them as needed. Transformational leaders facilitate opportunities for staff to learn from one another and motivate their followers to do extra work and move to the level of superior performance by having high expectations and expecting followers to be effective innovators and establish a learning organisation where people learn from their experiences, generalize them to “real life” and recognize the importance of the strategic planning process. Not everything can or should be immediately completed. Understanding that it is necessary to take time to interact, learn, and share is part of learning to be a transformational leader.

2.10 CONCLUSION

The literature shows that transformational leaders possess traits and behaviours that are not only necessary for transformation and change, but also strengthen institutions’ competitiveness and effectiveness in the market. Since transformational leaders have internalised and embraced change, they are change agents, because they inspire people to achieve a new future amidst a crisis or uncertainty (Stoker *et al*. 2012). Transformational leaders are able to build human capacity by using their leadership abilities to enhance people’s competencies in achieving self-actualisation and motivating them to internalize the institution’s vision and mission, and transcend their self-interest and desires for the achievement of group and institutional goals. Such leaders use institutional resources to influence and change the behaviour and performance of employees, enabling them to constantly anticipate and adapt to change, which

enhances the institution's effectiveness and productivity. Transformational leaders inspire employees to internalise the institution's culture, which allows them to operate in situations in which there are limited institutional guidelines and little or no supervision (Wilkens 1984).

Transformational leaders are more likely to establish a successful leader-follower relationship (Stoker *et al*. 2012), which is needed in the Department, especially with a view to developing the next generation of leaders. Such leaders are able to create an environment in which employees can increase their capacity to be attentive and sensitive to changes in the external environment, which may affect the institution's competitive landscape (Carmeli *et al*. 2010).

CHAPTER THREE
RESEARCH METHODOLOGY

3.1 INTRODUCTION

This chapter presents a detailed explanation of the research methodology utilised for this research study. It covers the steps the research followed, guided by the research methodology used. It begins with the definition of research methodology in general, elaborating on both qualitative and quantitative research methodology. It then explains the research design. It provides a detailed account of data collection, analysis and interpretation. The chapter then provides a reflection on reliability and validity processes which are critical in any social research. It reflects on critical ethical considerations as issues to consider in conducting any social research.

3.2 APPROACHES TO RESEARCH

3.2.1 Quantitative research methodology

Different researchers give different definitions of “quantitative research”, and these include, amongst others, that quantitative research is the numerical representation and manipulation of observations for the purpose of describing and explaining the phenomena that those observations reflect. It is used in a wide variety of natural and social sciences, including physics, biology, psychology, sociology and geology (Wikipedia Encyclopedia, 2005).

In addition, according to Cohen (1980), quantitative research is defined as social research that employs empirical methods and empirical statements. He states that an empirical statement is defined as a descriptive statement about what “is” the case in the “real world” rather than what “ought” to be

the case. Typically, empirical statements are expressed in numerical terms. Another factor in quantitative research is that empirical evaluations are applied. Empirical evaluations are defined as a form that seeks to determine the degree to which a specific programme or policy empirically fulfills or does not fulfill a particular standard or norm.

Moreover, Creswell (1994) has given a very concise definition of quantitative research as a type of research that is “explaining phenomena by collecting numerical data that are analyzed using mathematically based methods (in particular statistics)”. Quantitative research depends on instrument construction, s in qualitative research, “the researcher is the instrument” (Patton 2001:14). Thus, it seems when quantitative researchers speak of research validity and reliability, they are usually referring to research that is credible while the credibility of qualitative research depends on the ability and effort of the researcher. Although reliability and validity are treated separately in quantitative studies, these terms are not viewed separately in qualitative research. Instead, terminology that encompasses both, such as credibility, transferability and trustworthiness, is used.

3.2.2 Qualitative research methodology

A quantitative approach is one in which the investigator primarily uses post-positivist claims for developing knowledge (i.e. cause and effect thinking, reduction to specific variables and hypotheses and questions, use of measurement and observation, and the test of theories), employs strategies of inquiry such as experiments and surveys, and collects data on predetermined instruments that yield statistical data.

Alternatively, a qualitative approach is one in which the inquirer often makes knowledge claims based primarily on constructivist perspectives (i.e. the multiple meanings of individual experiences, and meanings

socially and historically constructed with the intention of developing a theory or pattern, or advocacy or participatory perspectives (i.e. political, issue-oriented, collaborative or change-oriented) or both. It also uses strategies of inquiry such as narratives, phenomenologies, ethnographies, grounded theory studies, or case studies. The researcher collects open-ended. emerging data with the primary intent of developing themes from the data.

Qualitative research uses a naturalistic approach that seeks to understand phenomena in context-specific settings, such as a "real world setting where the researcher does not attempt to manipulate the phenomenon of interest" (Patton 2001:39). Qualitative research, broadly defined, means "any kind of research that produces findings not arrived at by means of statistical procedures or other means of quantification" (Strauss and Corbin 1990:17) and is the kind of research that produces findings derived from real-world settings where the "phenomenon of interest unfolds naturally" (Patton 2001:39). Unlike quantitative researchers who seek causal determination, prediction and generalization of findings, qualitative researchers seek instead illumination, understanding and extrapolation to similar situations (Hoepfl 1997).

Qualitative analysis results in a different type of knowledge than does quantitative inquiry because one party argues from the underlying philosophical nature of each paradigm, enjoying detailed interviewing and the other focuses on the apparent compatibility of the research methods, "enjoying the rewards of both numbers and words" (Glesne and Peshkin, 1992:8). This means methods such as interviews and observations are dominant in the naturalist (interpretive) paradigm and supplementary in the positive paradigm, where the use of survey serves in opposite order. Although it has been claimed (Winter 2000) that quantitative researchers attempt to disassociate themselves as much as possible from the research process, qualitative researchers have come to embrace their involvement

and role within the research. Patton (2001) supports the notion of the researcher's involvement and immersion into the research by discussing that the real world is subject to change and therefore a qualitative researcher should be present during the changes to record an event before and after the change occurs. However, both qualitative and quantitative researchers need to test and demonstrate that their studies are credible.

3.2.3 Qualitative research in South Africa

As far as could be established, no systematic historical analysis of qualitative studies in South Africa has been done thus far (Schurink, 2008). Schurink's (2003) synoptic study of the local literature reveals that, while this research style has been institutionalised at certain South African universities, most notably sociology, psychology and education, and at certain centres and organisations, it is not widespread (Mouton and Muller 1998). According to these authors, examples of qualitative empirical studies become harder to find as one moves outside South African anthropology and history. Whilst South African researchers have used qualitative research methods in the past, it seems that since the 1990s utilising these methods in local research has steadily increased (Schurink 2003). Mouton and Muller (1998:14) correctly points out that local qualitative research is characterised by plurality based on the variety of philosophical, theoretical and methodological approaches utilised in the field.

According to Schurink (2003), all the known types of qualitative research are found in local qualitative studies. While single methods like unstructured interviews have been used, more recently researchers have started employing multi-methods, such as a combination of in-depth interviews, participant observation and/or documents of life. As far as analytic traditions of qualitative research are concerned, local scholars

have used all the known methods, like analytical induction (AI) and grounded theory (GT), the latter being particular popular (Schurink 2003). Grounded theory is one of the most commonly used approaches in qualitative research in South Africa, especially in theses and dissertations (Mouton et al. 2001:501).

Schurink (2003) believes that qualitative research is alive in organizational or management and related areas and disciplines in South Africa, but as to it being well, hard work is required to not only sustain such research but also to expand it by taking advantage of developments and trends abroad. Schurink (2004) is of the opinion that if there is authentic commitment to creating optimally managed and profitable industry with creative leaders in a diverse South Africa, and if there is a shared view that the social sciences in general and qualitative research in particular are required for such a course, then it is incumbent on researchers to appreciate the responsibility that the younger generation of qualitative researchers working in organizational, leadership and other fields of study has to undertake quality research.

3.3 RESEARCH DESIGN

An important aspect of this research was to decide how the data should be collected. According to Dooley (1999:44) a research design is a detailed plan or method for obtaining data scientifically and it provides the necessary structure. Mouton (2001:4) states in this regard that “a research design is a plan or blueprint of how you intend conducting the research.” The research design thus focuses on the end product of the study, for example, what kind of study is being planned and what kind of result is expected.

Research design can be described as a systematic investigation or enquiry whereby data is collected, analysed and interpreted in some way in an effort to understand, describe, predict or control an educational or

psychological phenomenon or to empower individuals in such contexts. Mertens (2005) suggests that research methods and processes are influenced by the researcher's theoretical framework. The theoretical framework, as distinct from a theory, is sometimes referred to as the paradigm and influences the way knowledge is studied and interpreted.

Mackenzie and Knipe (2006) is of the opinion that it is the choice of paradigm that sets out the intent, motivation and expectations for the research. They argue that without nominating a paradigm as the first step, there is no basis for subsequent choices regarding methodology, literature or research design.

Puth (1996:87) suggests that "selecting an appropriate research design is often complicated by the availability of a large variety of methods, techniques, procedures and ever-more-sophisticated computer programming and technology." Smith (1998:29) similarly emphasizes the reality that the design of the research study is one of the most challenging steps in the research process. Smith (1998:29) explains that, "decisions have to be made about what degree of precision is needed and how much depth of understanding is required. This trade-off also needs to be balanced against the time and budget available." The researcher herein thus took into account the practicality of different approaches whilst ensuring that the study is ethical and complies with the codes of conduct that apply to social research.

Dooley (1990:47) states that the components of a research design involve the maximum control over factors that could interfere with the validity of the findings. In this respect, a research design guides in planning and implementing a study. It focuses on the overall strategy and rationale for the study. It also focuses on the specific setting, the sample and the phenomenon to be studied. However, this must be linked to the other steps of the research process. Research design also focuses on the logic

of the research study, by asking, for example, what kind of evidence is required to address the research question adequately.

As indicated, the current study will explore the issue of Leadership and the Political-Administrative Interface within the Department of Human Settlements in the Gauteng Province. Consequently, the relationships with internal stakeholders in relation to the Political-Administrative Interface will also be investigated, such as the factors that affect the sustainability of the public service in ensuring effective service delivery, for example, the leadership strategy to be adopted.

3.3.1 Research design format

The format for the design of this study follows the traditional research approach of presenting a problem, asking a question, collecting data to answer the question, analysing the data, and answering the question.

3.4 DATA COLLECTION

According to Bulmer (2000:205), “the most critical phase in social research is that during which data are actually collected.” Puth (1996:86) argues that, as every research project is a search for information on some topic, researchers can be more confident of the quality and the appropriateness of their information if they draw on all the relevant resources: “Often there is a wealth of information and data on the research problem already collected by others, in which case it may not be cost-effective or necessary to conduct a whole new research project in order to answer the research question. In many cases, existing secondary data may be sufficiently relevant and comprehensive to answer at least a certain part of the overarching research question.” An exploration of secondary data resources can begin with a search of published data and the identification of unpublished data that is relevant to the topic or problem area. It is

essential to explore all the possibilities of secondary data sources before proceeding with the remaining steps of the research process. Miles and Huberman (1994:40) remarks that some inexperienced researchers believe they can ignore past work and use entirely new ideas and methods. They refer to the misguided approach as the Einstein Syndrome, since researchers who suffer from it fail to connect their ideas with lessons from others. By discarding previous lessons as irrelevant, they fail to learn from the studies from others (Miles and Huberman 1994:40).

Creswell (1998:130) suggests that multiple sources of information be used in case studies to provide a detailed picture for holistic analysis. For the purpose of this study, data were obtained from documents and discussions about the South African public service. These were triangulated to ensure the validity of the information. Data for the document and record review were obtained from books, journals, newspapers, official government documents, papers, public service departments, and internet search. An advantage of this method lies in the possibility of enhancing the reliability and validity of data as well as in cross-checking the data obtained (Mouton 2001:197). Information obtained from the sources mentioned above was collected and integrated in an attempt to add any other nuances that might reside in these sources.

The documentary sources were compared with data already gathered from the discussions, and then added as new information to the present study. The data from all the available sources that were utilized during the research process were thus collated and integrated to conclude the data collection stage (Mouton 2001:197). Documents were downloaded from the departmental websites and analysed. This process was intended to keep the data available for further verification as needed.

Completing the data collection process is described by Ely, *et al*. (1991:91) as “knowing when to leave the field”; this is a “judgment based

on the researcher's sense that substantial amounts of data have been gathered on the initial questions that have emerged during the study". Ely, *et al.* (1991:92) indicates that there are certain criteria to guide the decision to end data collection or to leave the field:

(i) when a feeling of immersion is reached;
(ii) when few unanswered questions remain;
(iii) when the most important questions are answered;
(iv) when staying in the field is only for the sake of fun, or feeling needed; and
(v) when a sense of redundancy and feeling completed is reached, not when a great deal of time is spent, or a large amount of data is collected.

3.5 DATA PRESENTATION

Data presentation covers all critical steps from introduction to the conclusion of the research report, including the summary of all findings and recommendations for consideration.

Chapter 1 on Introduction and Background provides a brief explanation of pertinent historical and contemporary issues around leadership development. It provides a synopsis of the key leadership and strategy challenges and their relevance to the research to be undertaken. It will give broad global perspectives on leadership, continental experiences as well as the South African perspectives.

Chapter 2 on Literature review presents the available literature on the topic being researched. It will give a scholarly reflection of the coverage of the topic of leadership framework implementation. It will further provide an historical account of concepts discussed, their implementation and how

these have evolved. It will give a synopsis of literature gaps and the areas the research will be focusing on.

Chapter 3 on Research Methodology explains that the research methodology will be solely the qualitative social research paradigm. Research methodology will illustrate the research design, approach, sampling, and data analysis in conducting research. It will provide appropriate and applicable methods through which data will be sourced, analysed and interpreted in drafting the research report. Self-managed questionnaires and interviews were conducted to obtain data from the selected sample.

Chapter 4 on Data analysis and Interpretation will present the data collected and analysis conducted. Different analytical tools such as coding will be used in this regard. This will sort all sourced data in response to the research questions and will also provide critical analysis of the topic being researched.

Chapter 5 on Conclusion and Recommendations is where the conclusion draws on critical data analysed, and contextualised within the broader research questions based on the problem statement and the purpose statement. It will then provide recommendations on possible areas for consideration in improving the performance of the Gauteng Department of Human Settlements. This will largely relate to leadership framework implementation.

3.6 DATA ANALYSIS

The process of data analysis involves making sense out of text. Analysing qualitative studies requires a lot of subjective judgment and interpretation (Reamer 1998:354). In this study data collected was in the form of structured interview questionnaires which were read and checked to

eliminate spoiled ones and remain with the correctly completed ones. The readings of questionnaires were done in order to come up with the summary of all the respondents' major points in relation to the study.

Phenomenological research identifies significant statements to generate meaning; it attempts re-telling the respondents' stories in such a way as to develop themes or trends on the subject of investigation (Creswell 2003:190-191). Qualitative data analysis involves reading descriptive data, making notes on the trends found in the data and developing some descriptive categories (Roberts and Greene 2002:763). Unlike quantitative data, while there are some widely accepted procedures, there are no exact formulas for analysing qualitative data. Instead, analysing qualitative data requires a lot of subjective judgement and interpretation (Neuman 2003:154). In qualitative studies, researchers need to engage with extensive information that must be themed, organised and analysed.

3.7 RELIABILITY AND VALIDITY

Although the term 'reliability' is a concept used for testing or evaluating quantitative research, the idea is most often used in all kinds of research. If the idea of testing is seen as a way of information elicitation then the most important test of any qualitative study is its quality. A good qualitative study can help to "understand a situation that would otherwise be enigmatic or confusing" (Eisner 1991:58). This relates to the concept of good quality research when reliability is a concept to evaluate quality in quantitative study with a "purpose of explaining" while quality concept in qualitative study has the purpose of "generating understanding" (Stenbacka 2001:551). The difference in purposes of evaluating the quality of studies in quantitative and quantitative research is one of the reasons that the concept of reliability is irrelevant in qualitative research. According to Stenbacka (2001), "the concept of reliability is even misleading in qualitative research. If a qualitative study is discussed with reliability as a

criterion, the consequence is rather that the study is no good" (Stenbacka 2001:552).

On the other hand, Patton (2001) states that validity and reliability are two factors which any qualitative researcher should be concerned about while designing a study, analysing results and judging the quality of the study. This corresponds to the question of "How can an inquirer persuade his or her audiences that the research findings of an inquiry are worth paying attention to?" (Lincoln and Guba 1985: 290). The answer to the question, according to Healy and Perry (2000), is that the quality of a study in each paradigm should be judged on the merits of its own paradigm. For example, while the terms reliability and validity are essential criteria for quality in quantitative paradigms, in qualitative paradigms the terms credibility, neutrality or confirmability, consistency or dependability and applicability or transferability are the essential criteria for quality (Lincoln and Guba 1985). To be more specific with the term of reliability in qualitative research, Lincoln and Guba (1985:300) uses "dependability" in qualitative research which closely corresponds to the notion of "reliability" in quantitative research. They further emphasize "inquiry audit" (Lincoln and Guba 1985:317) as one measure which might enhance the dependability of qualitative research. This can be used to examine both the process and the product of the research for consistency (Hoepfl 1997). Similarly, Clont (1992) and Seale (1999) endorse the concept of dependability with the concept of consistency or reliability in qualitative research. The consistency of data will be achieved when the steps of the research are verified through examination of such items as raw data, data reduction products and process notes (Campbell 1996).

To ensure reliability in qualitative research, examination of trustworthiness is crucial. Seale (1999), while establishing good quality studies through reliability and validity in qualitative research, states that the "trustworthiness of a research report lies at the heart of issues

conventionally discussed as validity and reliability" (Seale 1999:266). When judging or testing qualitative work, Strauss and Corbin (1990:250) suggests that the "usual canons of 'good science'… require redefinition in order to fit the realities of qualitative research".

In contrast, Stenbacka (2001) argues that since the reliability issue concerns measurements it has no relevance in qualitative research and suggests that the issue of reliability is an irrelevant matter in the judgement of quality of qualitative research. Therefore, if it is used then the "consequence is rather that the study is no good" (Stenbacka 2001:552). To widen the spectrum of conceptualization of reliability and reveal the congruence of reliability and validity in qualitative research, Lincoln and Guba (1985:316) states that: "Since there can be no validity without reliability, a demonstration of the former [validity] is sufficient to establish the latter [reliability]". Patton (2001) with regard to the researcher's ability and skill in any qualitative research also states that reliability is a consequence of the validity in a study.

3.8 LIMITATIONS OF THE STUDY

The study was conducted under academic supervision as part of the completion of a Masters programme and there was limited time to complete this research. The premise of this study is that the application of values, ethical and socio-political principles and conduct are meant to prevent harm and to promote respect and fairness towards the participants in this study. This research makes every attempt to be sensitive, while keeping the interests of the Gauteng Provincial Government in mind.

Given the constraints of time, the researcher was not able to examine the topic in a comprehensive manner. The researcher has therefore delimited the time-frame of the study and the sample of the study. The researcher has also confined the study to the Gauteng Department of Human

Settlements. The decision was arrived at in the interests of sustaining the manageability and quality of the research. Furthermore, there came a point in data collection beyond which further documents and discussions added very little in the way of insight or understanding, and the researcher thus took a broad-based approach to the design of the project to avoid the danger of having too much data that could not be synthesized.

3.9 ETHICAL CONSIDERATIONS

Ethical issues or considerations are important in any kind of social research, and can be understood as ethical behaviours that prescribe moral principles, rules or standards governing the conduct of a person or a profession. From the research perspective, ethical considerations are the inherent relationship between the researcher and the research participants. The main concern is usually the right of participants to confidentiality and avoidance of any harm, including possible exposure to vulnerable groups. Furthermore, potential ethical conflict can occur when the researcher is identifying and accessing the sample group to be interviewed.

It was therefore prudent for the researcher to strike a balance between maintaining privacy and the management of relevant data for the research. It was also important to keep in mind the consequences of poor management of the information solicited and the confidentiality aspect of such data.

In attempting to deal with ethical considerations, the researcher applied the university's ethics protocols. Additionally, due to the fact that the researcher is a Senior Legal Advisor in the Department, informed consent, confidentiality and protection of participants was guaranteed. A letter outlining the research objective, purpose of the research and management of confidentiality was presented to the research participants. Secondly,

research participants were guaranteed confidentiality and anonymity by assuring them that no names would be divulged in the data presentation.

Ethics in research is discussed here with the view to indicating the ethical context within which the study was conducted. Ethics refer to standards of conduct to ensure moral behaviour (Royse 1999:85). A fundamental question here is whether the study itself is ethical. In social sciences, issues to consider in assessing whether a study is ethical include harmful labelling of people causing serious psychological distress or withholding needed treatment (Fortune 1999:30-31).

3.9.1 Informed consent

Respondents were informed about the purpose of the investigation and the procedure that will be followed. As pointed out by Barnett, Miller-Perrin and Perrin (1997:37) and De Vos *et al*. (2002) respondents need to be provided with adequate information and all the procedures to be followed during the investigation. It was therefore clarified to the respondents that participation in the research was voluntary and they should not feel pressured to take part if they did not wish to do so.

3.9.2 Confidentiality

The researcher will not reveal the identity of participants or any confidential information obtained during the study. Participants were not coerced to take part in the research but their participation was discussed freely and amicably.

3.9.3 Anonymity

Sieber (1982:145) indicates that the right to privacy is the individual's right, and disclosure of the findings and conclusions of the research was done

with caution. For instance, Terreblanche and Durrheim (1999:70) contends that results of studies should be published with careful attention to the rights of participants and protection of identities of individuals and groups, especially if anonymity was guaranteed in the consent agreement.

3.10 CONCLUSION

This chapter presented the methodology and the applied method of collecting information in the study. Research methodology plays a central role in laying the foundation of any social research. It establishes the critical steps to be followed in a systematic way. The methodology used was qualitative and focused on an interpretivism approach where individuals relate their experience and opinions on the research topic.

The research design is explorative and focuses on the issue of Leadership and the Political-Administrative Interface within the Department of Human Settlements in the Gauteng Province. Data collected was through open literature from scholarly articles, interviews with research participants, and observations. Data was analysed through coding and separation of critical themes.

Reliability and validity played an important role in managing issues around the integrity of the research. Ethical considerations were taken into account in ensuring that issues of confidentiality are adequately addressed.

The following chapter will introduce the presentation of data collection through the interviews conducted.

CHAPTER FOUR
PRESENTATION OF THE FINDINGS

4.1 INTRODUCTION

This chapter reports on the interview responses in relation to the Political-Administrative Interface and preferences relating to the paradigm of the transformational leadership model. The purpose of the interviews with the respondents was to address the research objectives, research questions and literature themes of the study. The data collection instruments examined the Political-Administrative Interface and the relevance of the constructs of the transformational leadership model to the Department.

The data presentation of this study was gathered through the use of in-depth face-to-face interviews with the respondents. The respondents were assured of anonymity. The research was conducted at the Gauteng Department of Human Settlements in South Africa. The data was collected from 10 managers from the Head Office. The ages of the managers interviewed ranged from 30 to 55. The researcher noted that out of ten managers interviewed, two were Caucasian, seven were African and one Indian. All managers interviewed were in possession of degrees and four managers were pursuing post-graduate degrees.

The data presents the responses from the respondents. The data sought to investigate the impact of Political-Administrative Leadership problems in the Gauteng Department of Human Settlements and its impact on organisational performance management. The responses were based on the research questions below:

1. Does the Political-Administrative Leadership Interface lead to the decline of staff morale within the Department?

2. What is the impact of Political-Administrative Leadership problems in the Gauteng Department of Human Settlements and its impact on organisational performance management?
3. What are the leadership trends in the Gauteng Department of Human Settlements?
4. What are the leadership strategies or framework for consideration for performance improvement in the Gauteng Department of Human Settlements?

4.2 NATURE OF PARTICIPANTS FOR INTERVIEWS

After the target audience was interviewed, a qualitative method was employed to analyse the content of the interviews. The results obtained were regarded as being representative of the management population at the Department of Human Settlements in the Gauteng Province only and not for the entire Department.

The semi-structured interviews held with managers and senior managers highlighted the impact of Political-Administrative Leadership challenges. The researcher collected the data through the one-on-one face-to-face interviews. All the data collected were electronically recorded. The data is presented in two parts: the first part presents demographic data of the respondents; the second part of the data is concerned with the issues raised by the respondents regarding the leadership trends and the related challenges.

4.3 PROFILE OF THE RESPONDENTS

The respondents were managers and senior managers from the Gauteng Department of Human Settlements. The data pertaining to their age, ethnicity and education level was solicited. Further to this the data about their designation, current position, number of years in the position and

number of years in the department was asked and recorded. A total of 10 managers were interviewed, seven men and three women. The ages of the respondents ranged from 30 to 45. Two managers were Caucasian, one was Indian and the remaining seven African. Figures 1 and 2 below reflect the respondents' profiles.

Figure 1 ETHNICITY

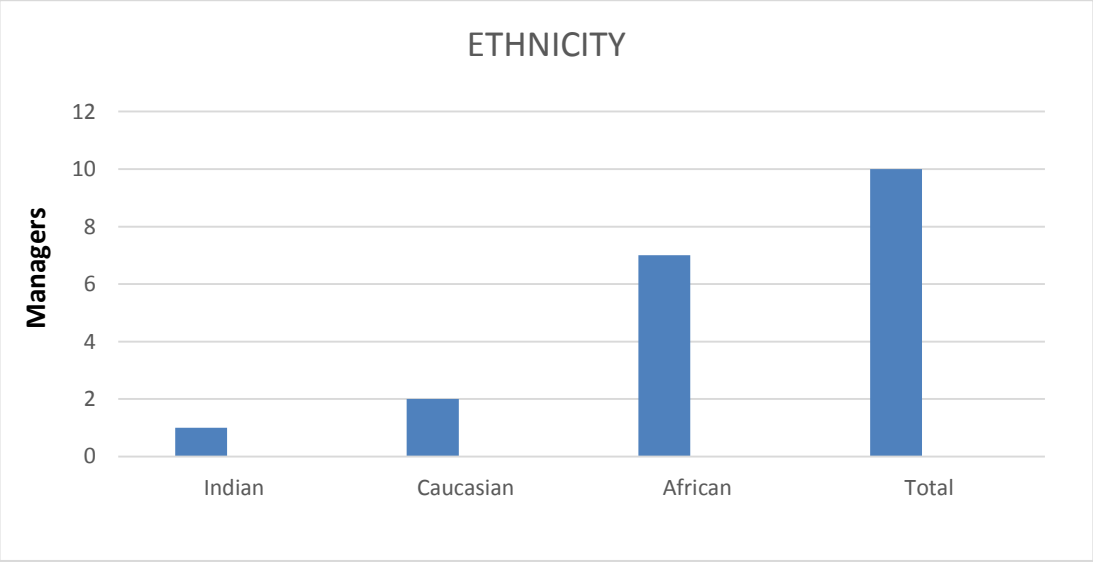
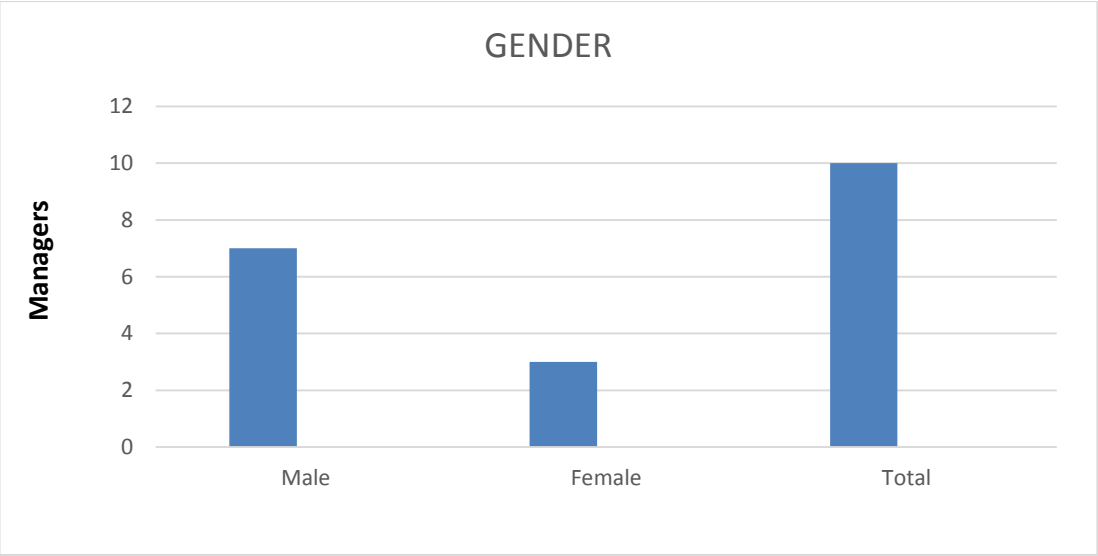


Figure 2 GENDER



4.4 THE CONTEXT

The Department has thus far had a stable Member of the Executive Council (MEC) responsible for Human Settlements who was appointed in February 2016. During 2016 the Department had an Acting Head of Department from January 2016 until November 2016.The Department has a newly appointed female Head of Department as f December 2016. The MEC for Human Settlements and the Head of Department are required to improve the performance results of the Department. Thus, the stabilising of the political-administrative interface relations is a critical factor for performance and service delivery improvement within the Department.

4.5 INTERVIEWS WITH GOVERNMENT OFFICIALS

The data collected from individual respondents through interviews were put into four categories. All responses from respondents are presented in this reported format and no direct quotes were used from the respondents. The categories are Higher Purpose and Vision; Ubuntu; Integrity; Service; and Transformation from the Inside Out.

This subsection reflects the views of the interviewed respondents.

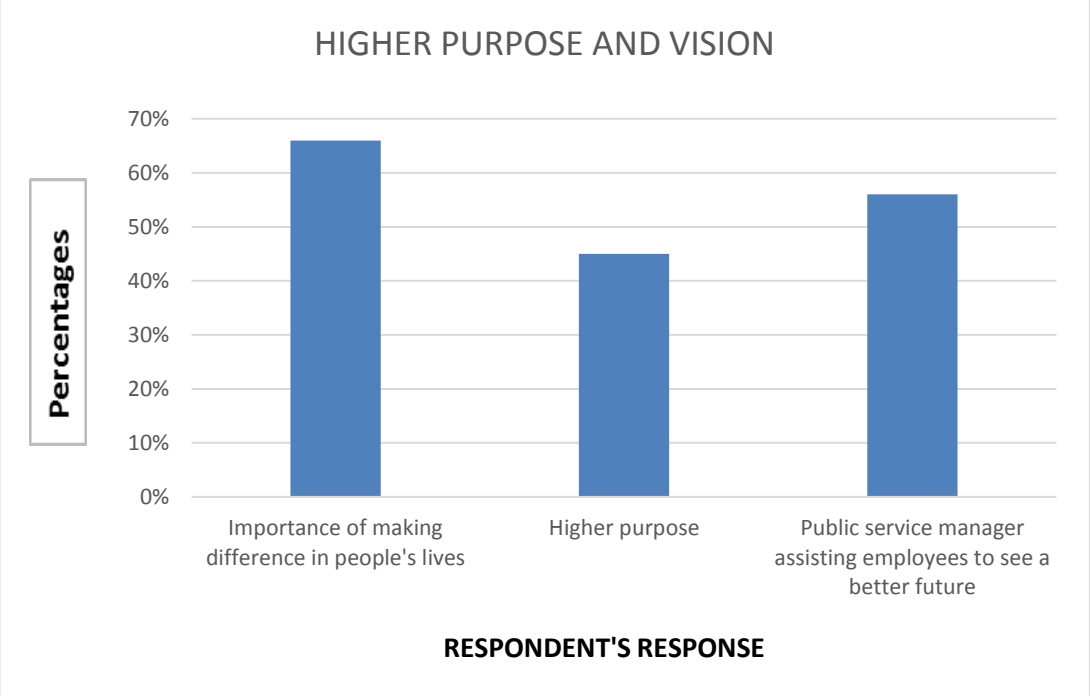
4.5.1 Higher Purpose and Vision

4.5.1.1 Importance of Higher Purpose and Vision

Figure 3 reflects the respondents' responses to the questions related to higher purpose and vision. There was strong agreement on higher purpose and vision among the respondents in response to all the questions. In particular, 66% of the respondents indicated that it is extremely important to make a difference in people's lives. Moreover, 45% of the respondents reiterated the importance of higher purpose and described it as making a difference.

When asked whether it was important for a public service manager 'To assist employees to see beyond their present constraints by focusing on a better future', 56% of the respondents indicated that this was extremely important. Similar to the previous question, none of the respondents regarded providing assistance to employees to enable them to focus on a better future as unimportant.

Figure 3 HIGHER PURPOSE AND VISION



4.5.1.2 Higher Purpose and Reason for Joining the Public Service

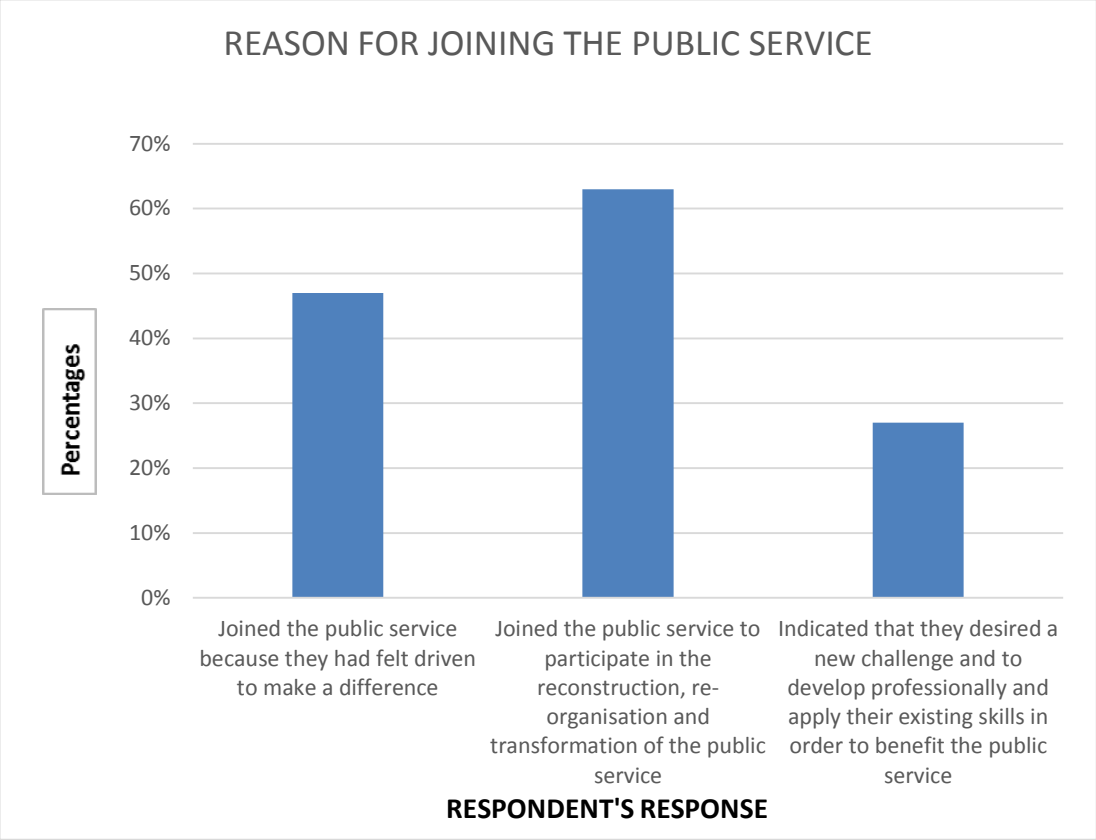
The respondents were asked to indicate their primary reason for joining the public service. Figure 3 depicts the reasons why the respondents had joined the South African public service.

It emerged that 47% of the respondents had joined the public service because they had felt driven to make a difference. Some 63% of the respondents indicated that they had joined the public service "to participate in the development of the people of South Africa and being part of the "reconstruction, re-organisation and transformation of the public service".

On the other hand, 27% of the respondents had joined the public service to seek a professional challenge. Many of these respondents revealed that they desired a new challenge and to develop professionally and additionally apply their existing skills in order to benefit the public service.

In short, the respondents regarded higher purpose as an important attribute for public service managers. There was strong agreement on the part of the respondents to make a difference in society. The majority of the respondents indicated that they had joined the public service primarily to make a difference and then to secure a job opportunity and find a professional challenge.

Figure 4 REASON FOR JOINING THE PUBLIC SERVICE



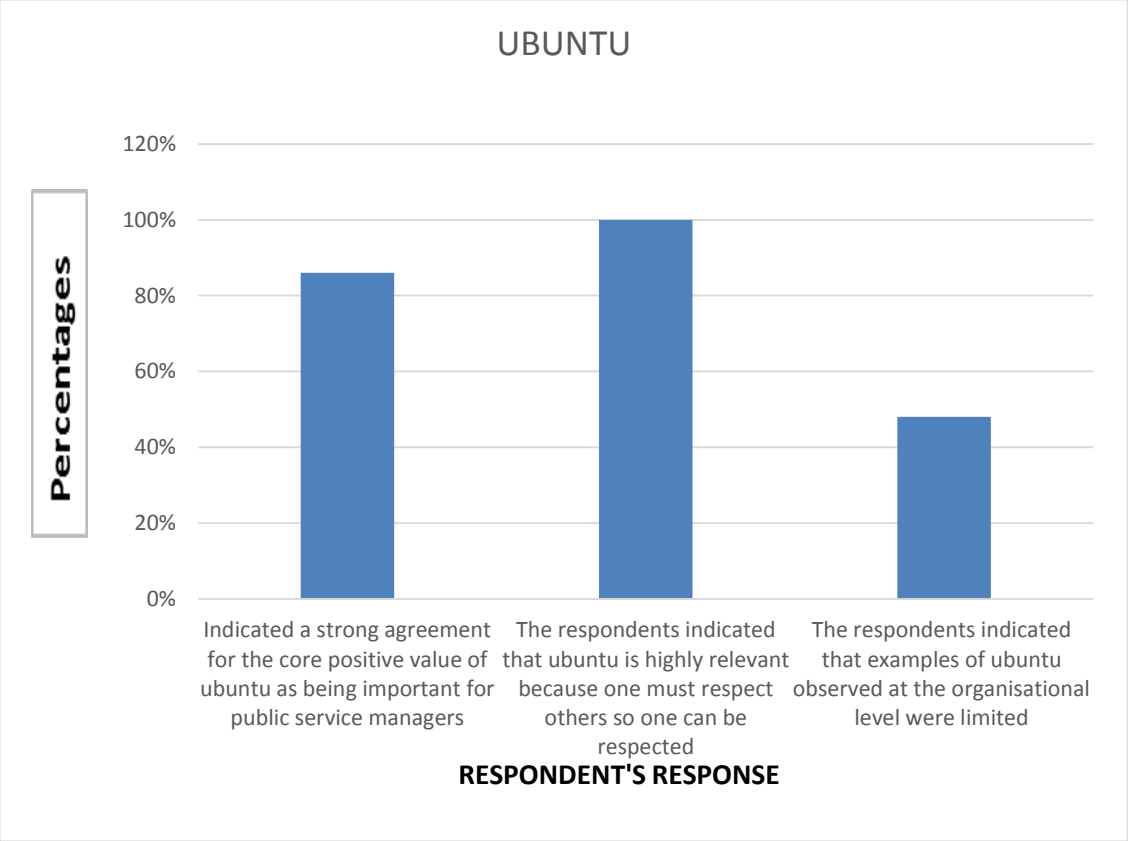
4.5.2 Ubuntu

Ubuntu was explained to the respondents as showing compassion, empathy, humility, respect and dignity. In particular, 86% of the respondents indicated a strong agreement for the core positive value of ubuntu as being important for public service managers. The extent to which ubuntu was deemed relevant for these managers is depicted in Figure 5 below. Furthermore 100% of the respondents indicated that

ubuntu is highly relevant because “one must respect others so one can be respected”. However, some respondents indicated that they were not experiencing ubuntu in their departments although others provided a few examples of ubuntu being experienced.

Similarly, 48% of the respondents indicated that examples of ubuntu observed at the organisational level were limited and tended not to extend beyond concern for people because in some cases displays of compassion and empathy were perceived as being short-lived. Some of the respondents perceived that ubuntu is poorly practised because managers never say thank you and are at times not supportive.

Figure 5 UBUNTU



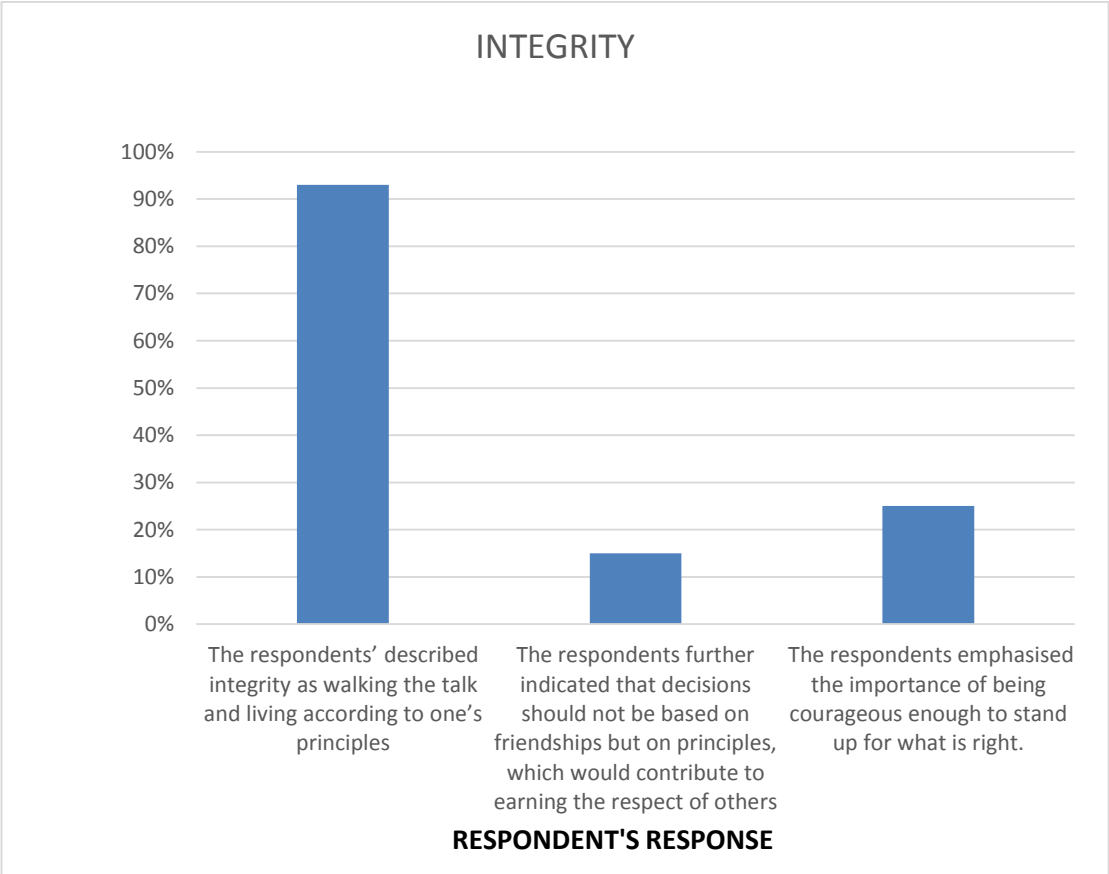
4.5.3 Integrity

The respondents regarded integrity as important for public service managers. The extent to which integrity was deemed relevant for these managers is depicted in Figure 6. The researcher explained integrity to the respondents as the quality of being honest and courageous, as manifested by standing up for one's convictions and 'walking the talk'. In particular, 93% of the respondents described integrity as walking the talk and living according to one's principles. Some respondents linked integrity to decision-making and respect. Some 15% of the respondents further indicated that decisions should not be based on friendships but on principles, which would contribute to earning the respect of others.

Other respondents described integrity as referring to being consistent and honest. Some respondents argued that integrity is an outcome of a combination of things. The latter was elucidated by the respondents who explained that if one is consistent in applying values in an organisation or keeping a promise then it results in integrity. On the other hand, various respondents indicated integrity as being aligned with and actively promoting values. Therefore integrity results in leaders walking the talk and finally, being truthful about the results.

Integrity was also regarded as being related to authenticity. The notion of being authentic or true to oneself was expanded upon by several respondents as being intricately linked to integrity because when a leader acts with integrity, it is not possible for one to be fake. In addition, 25% of the respondents emphasised the importance of being courageous enough to stand up for what is right. Several respondents explained that courage is the deepest value for the public sector. Courage helps one to stand up for what one believes in because courage is needed to stand up and be counted to condemn corruption.

Figure 6 INTEGRITY



4.5.4 Service

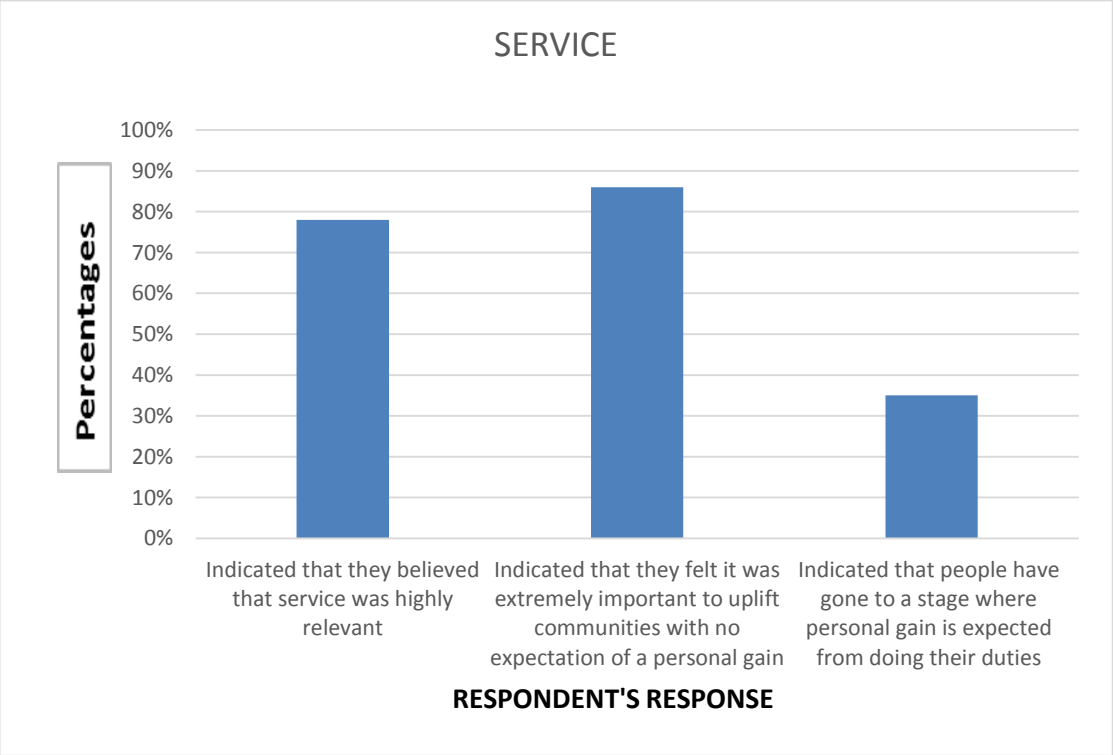
The researcher explained service to the respondents as giving to others with no expectation of personal gain. The respondents perceived the core positive value of service as important for public service managers. The extent to which the respondents construed service as important for the public service managers is reflected in Figure 7. Many of the respondents (78%) indicated that they believed that service was highly relevant. There was a very strong agreement on the construct of service and the majority of the respondents (86%) indicated that they felt it was extremely important to uplift communities with no expectation of personal gain.

Several respondents (56%) indicated that there are only a few people who are committed to and who derive pleasure from serving others. Many

respondents agreed with the latter statement and were also of the opinion that few people give without expecting some personal gain. Greed was identified as a major threat to service in that some people expect some 'gain'. Some respondents (35%) indicated that people have reached a stage where personal gain is expected from doing their duties and they have forgotten that they have been appointed to provide a service. Some respondents (15%) claimed that others will expect something in return and that is why there are stories about bribery.

A few respondents (28%) observed that, even though they are working in the public service, the Department has not even defined what service means to the employees. Some respondents defined service as showing dedication to the work of the department; however, a few respondents indicated that senior managers are not as dedicated to the Department for whatever reason.

Figure 7 SERVICE



4.5.4.1 Prioritisation of the Core Values

The respondents were required to indicate which of the core value(s) they thought would be the most necessary if leaders of the Department were to improve organisational performance. Most of the respondents indicated that they believed that all the values are important in improving organisational performance.

However, after further prompting, some of the respondents did prioritise certain values. Integrity was regarded by most of the respondents as a core value in the improvement of organisational performance. Various respondents felt that integrity is the umbrella value and that other values, such as ubuntu, love and compassion, flow from integrity, while some respondents were of the opinion that, if managers are not honest, they will continue to make the same mistakes and they will not learn from their weaknesses. Most of the respondents emphasised the importance of being honest, especially in the context of existing corruption in the public service.

The next value perceived as vital for managers for performance improvement within the Department was trust. Trust was described by several of the interviewees as a reciprocal process in that being trustworthy engenders trust. According to the respondents, when the team sees that you trust them, the team will in turn trust you as their leader. In addition, the respondents believed that trust is created when a leader trusts their team to do their best and allows them to make mistakes.

The respondents accorded reflective practice the third highest rating with the respondents indicating that if this practice is applied on a daily basis it could contribute to strengthening a leader's integrity. The respondents also believed that reflective practice could assist team members to

become more compassionate when one realised how one's mistakes could have destroyed another person or the community.

Several respondents considered reflective practice to be an all-encompassing value because it encouraged reflection on how decisions are made and implemented and how they impact on the organisation as a whole.

The next value that was considered as critical for organisational performance was service. Many of the respondents justified this selection by emphasising the importance of serving others and making a difference in the communities.

4.5.5 Transformation from the inside out

Most of the respondents regarded transforming from the inside out relevant for public service managers. Figure 8 below depicts the survey respondents' perceptions of the importance of changing from the inside out for public service managers.

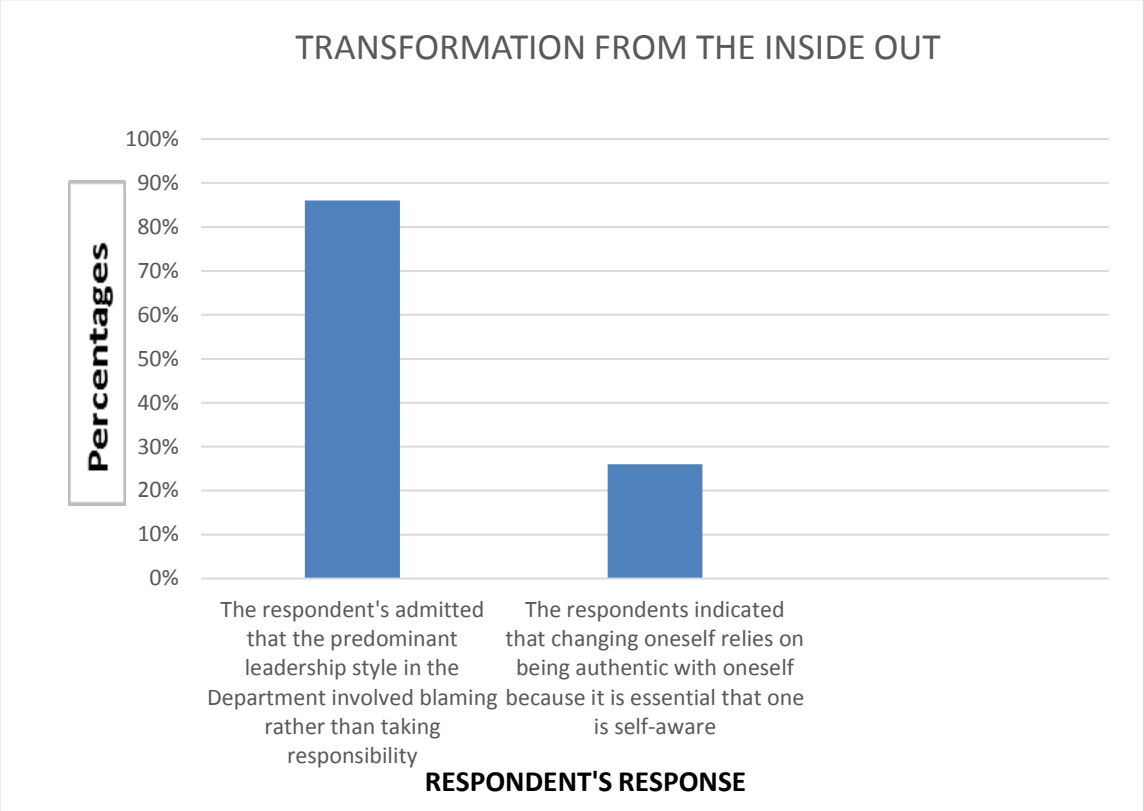
As discussed in the literature review, taking responsibility and being proactive are core dimensions of transforming from the inside out. The interview respondents were asked whether the leadership style that involved taking responsibility or blaming others was prevalent in their department. The aim of this question was firstly to determine the extent to which officials within the departments are changing from the inside out, and secondly, how receptive they are to being transformed from the inside out.

The majority of the respondents (86%) admitted that the predominant leadership style in the Department involved blaming rather than taking responsibility. According to some of the respondents, blaming may be

observed in behaviours that reflect a lack of accountability, blaming other units for not contributing, not learning from mistakes, passing the buck and finding a scapegoat.

Several of the respondents (26%) had a different perspective of transformation from the inside out as they related it to authenticity, and indicated that changing oneself relies on being authentic with oneself because it is essential that one is self-aware. Transformation from the inside out was considered to be linked to behavioural change. Accordingly, behavioural change requires one to change from the inside out by transforming those factors that fall within one's locus of control.

Figure 8 TRANSFORMATION FROM THE INSIDE OUT



4.6 CONCLUSION

It is evident from the above that the interviewed respondents deemed Transformational Leadership to be relevant for the public service. The

technical skills of managing strategy, planning, projects and finances were perceived to be important; however, the core positive values of transforming from the inside out, service and integrity were the most significant core positive values for the interviewed respondents in improving organisational performance.

CHAPTER FIVE
INTERPRETATION AND ANALYSIS OF THE FINDINGS

5.1 INTRODUCTION

This chapter analyses and discusses the data presented in the previous chapter; the data is discussed in relation to the aspects of leadership presented in the literature review and the conceptual framework in chapter two. This chapter reports on the findings of the respondents' opinions on overall performance of the department, as well as their views on the relevance of Political-Administrative Interface and Leadership for the Gauteng Department of Human Settlements. These findings reflect the perceptions of the interviewed respondents. The main focus is on the issues of transformational leadership, Political-Administrative Interface and also the challenges that the managers encounter and which prevent them from performing their duties. Transformational leadership is further discussed as a tool that enhances effective leadership which leads to good service delivery within the Department. In this chapter, the perceived overall performance of, and the critical challenges facing, leaders in the department are examined. In addition, leadership effectiveness and attributes and the styles perceived to promote and hinder organisational performance are deliberated on. This analysis also tries to give meaning to data and provides answers to the research questions.

Moreover, ways to improve organisational performance by overcoming the challenges facing leaders and fostering leadership effectiveness are discussed. Subsequently, the extent to which there is congruence between the values of the respondents in the Department on leadership and employees is reviewed. The impact of transformational leadership on organisational performance on the Department is then discussed.

5.2 THE PROBLEM AND CONCEPTUAL FRAMEWORK OF THE STUDY

According to the National Development Plan 2030 Chapter 13, the main challenge within the Public Service has been unevenness in capacity that leads to uneven performance in local, provincial and national government. This is caused by a complex set of factors, including tensions in the political-administrative interface, instability of the administrative leadership, skills deficits, the erosion of accountability and authority, poor organisational design and low staff morale.

The Department of Human Settlements in the Gauteng Province has in the last six years had three Members of the Executive Council and four Heads of Department. These executive management changes have impacted negatively on the Department's performance due to unstable Leadership and Political Interface relations. The Department is among the government departments where leadership is expected to play an important role since its main objective is to improve the livelihoods of communities and maintain their dignity. This research examined the role of stabilising the political-administrative interface relations as a critical factor for performance and service delivery improvement.

The theoretical framework provided the basis for the discussion as the researcher adopted the inductive approach as a way of analysing the findings of the study. Transformational leadership focuses on what the leader accomplished yet still pays attention to the leader's personal characteristics and his or her relationship with group members (DuBrin 2009:83). The researcher noted that most of the respondents mentioned the notion of lack of transformation within the department. Leaders who are transformed have a belief of delegating the responsibility and getting the employees to be involved in the important decisions and also showing confidence in their ability to make the right decisions (Popa 2012).

The findings reveal that the Political and Administrative leaders should focus more on transformational leadership within the Department. The transformational leader transforms the organisation without prejudice and favour. Bass *et al*. (2008) argues that transformational leadership requires the leader to build trust with the team members and to act with integrity and also inspire others.

5.3 INTERPRETATION AND ANALYSIS OF THE INTERVIEW WITH GOVERNMENT OFFICIALS

The respondents were required to rate the performance of the departments by indicating a percentage that reflected the department's overall organisational performance. For ease of analysis, the percentages were clustered in units of 10, depicting a range of extremely low to extremely high organisational performance.

Of the 10 respondents, 24% of the responses fell within the 51% to 60% category of organisational performance, denoting that most of the respondents perceived the Department to be low-to-medium performing. The remainder of the responses reflected greater or lesser levels of organisational performance. It is of interest to note that there were more respondents who believed that the Department was characterised by very high organisational performance (4%) and extremely high organisational performance (2%) than there were respondents who believed that the Department is characterised by very poor organisational performance (2%) and extremely poor organisational performance (1%).

5.4 ORGANISATIONAL CHALLENGES EXPERIENCED BY DEPARTMENTAL LEADERS

The Departmental senior managers and managers who were interviewed were asked what they would consider as the most critical organisational challenges facing public service leaders or managers within the Department. These were classified into the following categories that emerged during the research, namely lack of competence, lack of vision, corruption, inadequate human resource management systems and problematic organisational culture.

5.4.1 Lack of competence

Several of the respondents perceived employees lacking relevant skills as a critical organisational challenge for public service leaders. Several of the respondents cited a lack of financial management and supply chain management skills as specific technical skills that impact negatively on service delivery. Although most of the responses indicated that it was the employees, as opposed to the managers, who generally lacked competencies, two of the respondents were of the opinion that some public service leaders lack sufficient experience and competence to manage others, especially if they are from different work cultures. Some respondents also indicated that the leaders are unable to harness the potential in people or to assist employees when they are struggling.

5.4.2 Lack of vision

Several of the respondents indicated that the lack of vision on the part of some of the managers posed a challenge for effective organisational performance. Some respondents also maintained that employees do not take sufficient ownership of the Department's strategy. Most of the respondents indicated that the leaders in the organisation do not share a

common vision and it results in everyone trying to achieve their own independent vision. As a result the latter was perceived to promote the Department operating in silos.

5.4.3 Corruption

Several of the respondents considered corruption to be a critical challenge facing leaders in the department, with corruption being seen to impact adversely on service delivery in the most marginalised communities.

5.4.4 Inadequate human resource management systems

The human resource management system was the key system identified as a critical organisational challenge facing public service leaders. Respondents considered the dysfunctional human resource management processes to be impacting negatively on the effective performance of senior managers in the Department. In particular, the appointment of people on the basis of favouritism or political affiliation was identified as a key concern. Several of the interviewees also alluded to the performance management system being ineffective in that people were not being held accountable for poor performance.

5.4.5 Organisational culture

Several issues concerning organisational culture arose as a key challenge facing leaders in the Department. The level of motivation emerged as a particular challenge facing leadership on all levels. Several senior managers were of the opinion that the morale of leaders was low because public service leaders are required to support staff, but the leaders receive little support themselves. According to Kouzes and Posner (2002) transformational leadership raises high levels of motivation and morality as it raises the level of human conduct and ethical aspiration of both the

leader and the led, thus it has a transforming effect on both. Northouse (2007) alludes to the use of transformational leadership to create something new from something old by challenging and transforming an individual's emotions, values, ethics, standards and long-term goals through the process of charismatic and visionary leadership. This is not the case at the Department as the managers are demotivated due to lack of support.

A few of the interviewed respondents felt that the inability to manage diversity issues effectively was a key challenge facing leaders within the Department. A limited number of respondents explained the diversity dynamics and how they play out in the Department. They further elaborated that the Department might be predominantly black African but there will also be diversity in terms of different ethnic groups.

However, several of the interviewees expressed concern that some employees work against each other and intentionally sabotage others. The respondents stated that when directorates have to submit strategic plans, instead of focusing on ensuring their directorate plans are in order, the focus is on bringing down the other directorates or outshining other directorates. Several respondents perceived the power struggles between the Political-Administrative Interface and officials settling scores as core organisational challenges.

Some of the interviewees mentioned that there was a culture of poor time management in terms of which deadlines were not met. Other respondents indicated that the organisational culture of the Department was characterised by crisis management because even when there are Departmental plans, the plans are not followed through meticulously.

5.5 LEADERSHIP EFFECTIVENESS IN ADDRESSING ORGANISATIONAL CHALLENGES

Some respondents were dissatisfied with the leadership style of their leaders, especially when questions were posed to them about their leadership style. In particular some respondents indicated that they do not trust the senior leaders due to many reasons; one reason was that the leadership of the Department does not inspire junior employees through teambuilding because teambuilding is not prioritised.

There was a clear division in the interviewees' responses when they were asked about the effectiveness of leaders in addressing the above-mentioned organisational challenges. Some of the interviewees who perceived the Department to be high performing felt that the leaders were addressing organisational challenges effectively. Interestingly, some of their responses related to the existence of human resource systems aimed at supporting leaders in addressing organisational challenges. In addition, there was a performance management system in place designed to acknowledge and reward good performance. The Department has established an Ethics sub-directorate unit to drive the values of the Department. The primary purpose of this unit is to manage the implementation or understanding of organisational values.

The interviewed respondents who perceived their departments to be high performing attributed this high performance to the importance the Department accorded to valuing officials. In addition, leaders and managers are beginning to see the value in managing and addressing organisational challenges through people and are furthermore beginning to harness the skills and the knowledge that people have. Now people are beginning to open up and initiate things which they believe will assist the organisation to improve in terms of performance. Some respondents furnished insight as to why the Department was perceived as high

performing: The respondents stated that, even though the Department in general may be low performing, there were certain units in the Department that could be perceived to be high performing because they were able to meet the set targets.

Conversely, the interviewed respondents who perceived the Department to be medium performing were of the opinion that the leaders were not effective in addressing the abovementioned organisational challenges. They provided a number of reasons for this situation, including a lack of the emotional intelligence required to manage the tension between the Political-Administrative Interface; the existence of unrealistic plans; inability to manage personalities within a complex social environment; a high burn-out rate; and the absence of a clear strategy which contributed to managers working in silos.

The findings of this study suggest that the Political-Administrative Interface is not transformed to the level that it is should be even after twenty years of democracy. Transformational leadership is required in order to improve the trust in the working relationship between the political head and the entire administration.

Transformational leadership style leads to rewarding achievements but this is not the case at present within the Department. Most of the managers or leaders within the Department are demotivated with many issues as stated above. Moreover, one of the key values which can transform the Department is integrity and trust between the political leader and the administrative leader and senior managers. Based on the literature on transformational leadership, the key characteristic is delegating the responsibility and getting the employees to be involved in the important decisions while also showing confidence in their ability to make the right decisions.

5.6 CREATING AN INNOVATIVE CULTURE THROUGH TRANSFORMATIONAL LEADERSHIP

The White Paper on Transformation of the Public Service (DPSA, 2003) discusses the Batho Pele principles in detail and the current challenge according to some respondents is resistance to change. Transformational leadership is concerned with uniting people around a common purpose but goes beyond traditional reward or punishment motivation; transformational leaders also engage and empathize with followers (Munshi *et al.* 2002).

The identified elements of creating a truly innovative and efficient organization are linked with the elements of transformation leadership as it raises high levels of motivation and morality and also raises the level of human conduct and ethical aspiration of both the leader and the led and thereby has a transforming effect on both (Kouzes *et al*. 2002).

5.7 INITIATIVES WORKING WELL WITHIN THE DEPARTMENT

The transformational leadership style has achieved the recruitment of competent and educated officials in leadership positions within the Department. This was not the case a few years ago as the incoming African National Congress after the 1994 elections was focused on cadre deployment and not on education and proper skills for the leadership positions. In the study by Popa (2012) on the topic of the relationship between leadership effectiveness and organisational performance it was explained that transformational leaders have the belief of delegating the responsibility and getting the employees to be involved in the important decisions while also showing confidence in their ability to make the right decisions. Therefore the strategy of recruiting competent educated officials rather than cadre deployment is key for the Department because employees are involved in making important decisions and are also

accountable for all the decisions that they make in their areas of responsibility.

The Department is focusing on a safe and sustainable work environment for the officials and the public. The Department has prioritised the value of investing in employees in order to improve Departmental performance. Several respondents indicated that the Department is achieving the individual outcomes benefits such as performance bonuses for top performers, and quarterly health and wellness screenings. The health and wellness screenings are useful in ensuring that any stress or health issues of employees are dealt with timeously. The Department can be deemed to be looking after the officials' needs in ensuring that the officials enjoy the work that they are doing so that service delivery challenges are limited.

5.8 CONCLUSION

In conclusion, the interpretation and analysis of findings of the study pointed to the fact that the Department has drastically transformed but there are still areas of improvement that require proper implementation in order for the Department to be one of the best performers in the South African government. The lack of trust between the Political-Administrative Interface among the leaders of the Department does not support the Department to make the needed improvements. Therefore, in order for the leadership to be innovative, it is strongly advised that the leaders should tseriously considerparticipating in important training programmes to improve their ability to be innovative. The final phase of the study leads to the conclusion and recommendations that are outlined in the next chapter.

CHAPTER SIX
CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

The chapter draws conclusions and provides recommendations of the study by bringing out the main findings from the issues relating to Leadership and Political-Administrative Interface challenges which managers and senior managers experience at the Department of Human Settlements in the Gauteng Province. The summary looks at all the facets that brought about the reasons for undertaking this research.

This study also presents the findings on leadership theories and trends at the Gauteng Department of Human Settlements. Moreover, the findings are interpreted and analysed in order to make recommendations on Leadership and Political-Administrative Interface strategies for consideration in the Department. Ten interviewed respondents were managers and senior managers sampled from the Department. These respondents provided information which formed the basis of the findings of this study. Consequently, the presented findings motivated some of the recommendations for consideration on leadership strategies at the Department. The conclusion and recommendations are presented below.

6.2 CONCLUSIONS

6.2.1 Purpose statement

The purpose of the study was to show that the assessment of the Department's performance is necessary in order to reveal the organisation's worth to its stakeholders. The Department's performance components required periodic assessment and reviewing the quality of

leadership, the level of political interference in the administration, oversight and the quality of delivery of its services.

The research broadly examined the leadership dynamics and how they affect the Department's performance. Therefore the research presented the findings in relation to the underlying factors, analysed the findings and presented the leadership strategies that lead to improved performance.

6.2.2 Introduction

The research looked at the concept of leading and managing people through the lens of change which is transformational leadership. Leaders need particular leadership and management competences to effectively handle the people who form the core of the Department. This involved, among other things, thinking about values and ethics in leadership. The managing of transformation in the current Gauteng Provincial Government environment required a discussion about the ways in which the leadership values, styles and practices contributed towards the realisation of the vision of the Constitution. By improving and/or redesigning the current leadership approach and/or framework, it is expected that the Department will improve service delivery to previously disadvantaged communities.

6.2.3 Literature review

Literature review occupied the centre of the research which was undertaken. It firstly provided the researcher with important perspectives and background information about the subject being researched. Literature review helped in identifying literature gaps in existing knowledge. It then presented the critique of identified arguments of theories. The literature review commenced with the exploration of political-administrative interface, prominent leadership theories, including the trait theory, situational leadership theory, transactional theory, traditional

African leadership approaches and transformational leadership theory. The Political-Administrative Interface Leadership and Leadership theories were important in the understanding of leadership and its context within the South African and Gauteng's public sector.

The literature showed that transformational leaders possess traits and behaviours that are not only necessary for transformation and change, but also to strengthen institutions' competitiveness and effectiveness in the market. Since transformational leaders have internalised and embraced change, they are change agents, because they inspire people to achieve a new future, amidst a crisis of uncertainty. Consequently transformational leaders are able to build human capacity by using their leadership abilities to enhance people's competencies in achieving self-actualisation and motivating them to internalize the institution's vision and mission, and transcend their self-interest and desires for the achievement of group and institutional goals.

6.2.4 Methodology

Research methodology played a crucial role in laying the foundation for this social research. A detailed explanation of the research methodology utilised for this research study was presented. It covered the steps the research followed, guided by the research methodology used. The methodology used was qualitative and focused on an interpretivism approach where individuals relate their experience and opinions on the research topic. The research design was explorative and focused on the issue of Leadership and the Political-Administrative Interface within the Department. Data collected was through open literature from scholarly articles, interviews with research participants, and observations. Data was analysed through coding and separation of critical themes. Reliability and validity played an important role in managing issues around the integrity of

the research. Ethical considerations were taken into account in ensuring that issues of confidentiality were adequately addressed.

6.2.5 Findings

The research was conducted at the Gauteng Department of Human Settlements in South Africa. The data was collected from ten managers from the Head Office. The purpose of the interview with the respondents was to address the research objectives, research questions and literature themes of the study. The data collection instruments examined the Political-Administrative Interface and the relevance of the constructs of the transformational leadership model for the Department. The data presentation of this study was done through the use of in-depth face-to-face interviews with the respondents. The respondents were assured of anonymity.

6.2.6 Interpretation and analysis

The interpretation and analysis of the findings of the study point to the fact that the Department had transformed but there are still areas of improvement that require proper implementation in order for the Department to be one of the best performers in the South African government. The lack of trust between the Political-Administrative Interface among the leaders of the department does not assist the Department to move forward. Thus, in order for the leadership to be innovated, the leaders should participate in important training programmes to improve their ability to be innovative.

6.3 RECOMMENDATIONS

6.3.1 Problem statement

According to the National Development Plan 2030 Chapter 13, the main challenge within the Public Service has been unevenness in capacity that leads to uneven performance in local, provincial and national government. This is caused by a complex set of factors, including tensions in the political-administrative interface, instability of the administrative leadership, skills deficits, the erosion of accountability and authority, poor organisational design and low staff morale.

The weaknesses in capacity and performance are most serious in historically disadvantaged areas, where state intervention is most needed to improve people's quality of life. There have been many individual initiatives, but there is a tendency to jump from one quick fix or policy fad to the next. These frequent changes have created instability in organisational structures and policy approaches that further strain limited capacity. The search for sustainable solutions has diverted attention from more fundamental priorities. A deficit in skills and professionalism affects all elements of the public service.

At senior levels, reporting and recruitment structures have allowed for political interference in selecting and managing senior staff. The result has been unnecessary instability in senior posts, which has undermined the morale of public servants and citizens' confidence in the state. At junior levels, there has been insufficient focus on providing stimulating career paths that will ensure the reproduction of skills and foster a sense of professional common purpose.

The Department of Human Settlements in the Gauteng Province has in the last six years had three Member of the Executive Council and four Heads

of Department. These executive management changes have impacted negatively on the Department's performance due to an unstable Leadership and Political Interface.

The Gauteng Department of Human Settlements is among the government departments where leadership plays an important role since its main objective is to improve the livelihoods of communities. This research examined the role of stabilising the political-administrative interface relations as a critical factor for performance and service delivery improvement.

The recommendations focus on the Department and the Gauteng Provincial Government in South Africa. Based on the above, the following recommendations are made to improve Service Delivery, Leadership and the Political-Administrative Interface at the Department.

6.3.2 Recommendations to the Gauteng Department of Human Settlements

The Department has to improve its information technology and ensure that systems work. The leadership has to ensure that the vision and the mission of the Department is upheld by all officials who work for the Department. There is also a lack of Monitoring and Evaluation of the procedures within the Department. The Departmental regional offices do not have a directorate that focuses on monitoring and evaluation. This directorate is of critical importance for the regions as monitoring and evaluation seeks to improve organisational performance and achieve actual results. The current goal of the Department is to improve the current and future management of outputs, outcomes and its impact. The Department should prioritise the establishment of a monitoring and evaluation directorate which will monitor the regional offices with the aim of improving performance and also achieving results. The monitoring and

evaluation directorate should assist in ensuring that there is monitoring of the programmes at the regional offices.

Currently the department is like a workshop that produces good leaders and when they leave the department there are no developments and succession plans in place. The young employees need to be employed in leadership positions to ensure continuity within the Department.

Bureaucracy is a challenge that undermines service delivery in the Department. For example, internal procedures are slow and cumbersome and also contribute negatively to audit findings because approval of a request is slow due to non-availability of particular senior managers. This results in deadlines not being met by a particular office. This kind of structure discourages managers from being innovative or creative in how they undertake their responsibilities.

Improved telecommunication is also suggested for the Department as almost all South Africans have access to cellphones. Many millions of people around the world are on social media and the Department should look at how it can use social media for improving general service delivery. A knowledge database is also suggested where the public can rate the service that they receive from the Departmental regional offices. The knowledge database will also serve as the public participation initiative as currently the public is not fully participating in the work of the Department.

6.3.3 Recommendations to the Gauteng Provincial Government (Premier's Office)

The following interventions are recommended which could be undertaken with regard to the Political–Administrative Interface at the Gauteng Provincial Government (Premier's Office):

- Consideration should be given to the public service model that will serve the country best in the future. Possibly the 'complementary' model could be considered. It suggests, amongst other things, that the public service should not be insulated from the political process. Emphasis should rather fall on how to properly locate the public service within the broader political process and to establish a complementary relationship between the two.
- To ensure the sustainability of the relationship between the Heads of the Department and their Political Principals, particularly in the current context of a general nationwide lack of skills at top management level, it is proposed that the Dispensation for Heads of the Department be amended to consider that Heads of the Department should be regarded as career civil servants, meaning that their skills should not be lost to the public service when their contracts expire.
- The Heads of the Department are politically appointed by the Premier; the cadre of the Heads of the Department should form part of a pool of experts that can be used to manage government priority programmes irrespective of whether the Head of the Department is also an overall Accounting Officer for the Department. In practice, this would mean that a Head of the Department could be redeployed anywhere in the public sector to manage a specific programme.

6.3.4 Recommendations on Integrating Leadership Approaches within the Gauteng Department of Human Settlements

The study suggests that the leadership framework in the Department of Human Settlements should promote co-leadership to accelerate service delivery performance in Gauteng. The study suggests that the leadership style should be focused on the accomplishment of service delivery outcomes. The study further submits that the improvement of public service delivery requires multifaceted and multidimensional interventions, strategies and approaches within an effective leadership framework. This framework should be flexible and adaptable to provide for the diverse perspectives in the South African public service. The question often left unanswered is to what extent can a leadership framework accelerate service delivery to rapidly redress inequalities and inequities, especially in previously disadvantaged communities in Gauteng? To this end the South African public service currently emphasises the fundamental aspects of Western approaches over African approaches. An appreciation and integration of a uniquely South African leadership model is essential within the current framework in the Department. In this regard, appropriate attributes of Western and traditional African leadership approaches ought to be integrated within a viable public administration model to promote an ethos of service delivery within the Department. The study suggests that a uniquely South African leadership was not explored in the South African public service for possible adoption. In this regard, traditional African leadership models are valued but not integrated within the current leadership framework of the South African public service.

Issues of a distinctly South African leadership require extensive exploration for the South African public service within the public administration discipline. It is important for the Department to create a work culture that is productive. It can be argued that this in turn will lead to effectiveness, efficiency, economy and equity in terms of service delivery.

It is therefore important to create a hybrid leadership framework which is uniquely South African to meet the needs and demands of the current South African public service.

A hybrid leadership framework requires that the vision of leadership is collectivised through agreed rules and customs. The framework entails leadership, co-ownership, responsibility, accountability, transparency and public participation. A hybrid leadership framework should place greater emphasis on working for the common good of all South Africans. In this regard, it promotes effective communication, teamwork, joint efforts and nurturing leadership.

The study suggests that a hybrid framework will undoubtedly promote an effective institutional culture and work ethos in the Department. This framework should provide valuable lessons adaptable to diverse situations within the Department. It is important to strengthen the current leadership framework and to revive and extend traditional African leadership approaches. The argument is not about changing the current leadership framework in the Department, but the importance of improving the current leadership framework to accelerate service delivery performance. It is important for public administration in the Gauteng Provincial Government to recognise the importance of traditional African leadership approaches in the midst of Western leadership approaches. The priority of this research is the understanding of, and the continuous focus on, the problem statement.

Based on the research findings, the study suggests strengthening, improving and refining the current leadership framework, to improve and redress service delivery imbalances for Gauteng's previously disadvantaged communities. The leadership framework needs to be strengthened and should focus on both applicable Western and traditional

African leadership approaches that have been successfully adopted in either different institutions or traditional African communities.

The framework should focus on traditional African leadership which is values-based and ethical leadership within the dynamics of the current Western leadership and governance framework. Traditional African leadership, transformational leadership and team leadership are the basis for a sustainable human settlement public service. Within the context of this framework, leadership can contribute to a distinctly situational leadership style adopting different approaches that will accelerate the performance of the department with respect to service delivery.

Within the dynamics of this hybrid leadership framework, leaders within the Department should have equal concern for people and service delivery outcomes. The valuing of diversity and inclusion is necessary in the Department. Leaders should adopt a leadership approach that builds on the South African culture together with traditional African, transformational and team leadership.

To promote its legitimacy, the study suggests that the Department should develop leadership skills such as collective decision-making, which is more empowering for communities; it should also promote listening skills and the ability to enter into dialogue and strengthen accountability and transparency. The leaders in the Department should maximise participation and understanding throughout the Department. The study suggests that the extent to which leaders in the Department empower others will influence service delivery outcomes.

A leadership framework should promote an inclusive culture, which ought to foster in everyone the feeling of being part of a community. This will create solidarity and a sense of belonging within the Department. It should develop a culture of respect and dignity by encouraging an inclusive and

representative culture within the Department. Leadership should identify, utilise and manage the potential of people to create an effective public service. Leadership should motivate others to do more than they had originally expected and even more than they thought possible. These principles are evident in transformational leadership and also in traditional African leadership. The leaders within the Department should develop a climate where innovation and initiative are encouraged, and where risk is accepted and well managed. The Department should ensure that people feel empowered to make a difference, and motivated to use their potential for the good of the public service and its constituencies.

Although people have become more individualistic, the study suggests that effective teams deliver more than effective individuals. The Department ought to improve its team leadership approach to ensure that when teams are used, they succeed. The study suggests that the teams that succeed are those where the leader has a clear sense of direction. Leaders in the Department should focus the team firmly on the public or customer as specified in the Batho Pele principles of the South African public service. Leaders should do this in the knowledge that it is not only the route to successful service delivery but also the way to energize the team.

Therefore, leaders ought to maintain and increase successful partnerships inside the Department and increasingly beyond it. The leader should link his or her activities to the effective delivery of services. The Department ought to blend both Western and traditional African leadership approaches, which are flexible and adaptable for the unique political, social and cultural diversities in Gauteng.

6.3.5 Recommendations to the African continent

Within the context of regional and global integration, the New Partnership for Africa's Development (NEPAD) has raised critical leadership issues in every facet of the South African society. Leaders need to be innovative to conquer the shortcomings of the past within the African continent. The Southern African Development Community (SADC) can draw lessons from this study as some countries in the region are experiencing leadership challenges. The South African public service is no longer isolated, but acknowledges that it is part of and contributes to the larger sphere of global governance. It is an aspect of transformation that necessitates the South African public service to take cognisance of this, if the public service is to be relevant within the African context and function in accordance with the common vision of socio-economic development in the African continent.

6.4 CONCLUSION

A dramatic shift occurred in the governing institutions of the country's relationship with society between the pre- and post-1994 periods. The authoritarian and coercive relationship that the Apartheid state created between itself and non-white citizens had given way to the Constitution that provided for universal franchise for all South Africans, and a bill of rights that contains an extensive list of civil and political rights of citizens which include the right to be treated equally; the right to human dignity; the right to life; the right to freedom and security; the freedom of association; the right to vote and participate in the political process and equality before the law.

It is clear that the South African state, which has moved towards the developmental model, will most likely undertake intensive state-led interventions in future with a view to integrating the first and second economies, poverty alleviation, job creation, improved delivery of services and sustained growth. One reason for the interventionist stance of the

state can be found in the Constitution, which requires the state to take reasonable legislative action and other measures within its available resources to improve the quality of life of all persons. The South African Bill of Rights protects a number of socioeconomic rights such as the right of access to housing; the right of access to healthcare; food; water; and social security; various rights of the child; the right to basic education and the right to further education, which is to be made progressively available by the state. The South African Government is expected to take the lead in realising development. In the South African context it means that it is imperative for government to ensure that all the necessary professional, managerial and personnel capacity to enable state machinery to discharge its developmental responsibilities is available.

The democratisation process also involved changes in the state bureaucracy functions, as the Political-Administrative Interface also came under pressure**.** In most democracies, the interface between senior occupants of the bureaucracy and politicians elected to become members of the executive is subject to continuous debate. Democracies have to balance two distinct sets of values: Firstly, they must provide a non-political partisan and fair service delivery to the public, and secondly, subject to the law, the responsiveness of public servants to the policies of the current executive must be adequate. In contrast with the classic Weberian ideal of a 'neutral bureaucracy' more recent views emphasise that the public service is inherently a political creation and cannot be entirely apolitical.

Consequently, the current Political-Administrative leadership requires rapid improvement in addressing service delivery in previously disadvantaged communities in Gauteng. This study has identified the urgent need for a hybrid leadership framework that will speedily redress service delivery imbalances and inequities, especially in previously disadvantaged communities in Gauteng. The improvement of service

delivery in the Gauteng Department of Human Settlements cannot be achieved in isolation from other fundamental processes, procedures, systems and approaches. Furthermore a number of interrelated variables that impact on effective service delivery need to be addressed.

The Gauteng Department of Human Settlements needs faster responses to the needs and demands of society, better utilisation of resources, improved monitoring and performance and a more conducive work culture, to maximise efforts by the Department. Due to the complexity of service delivery, the Gauteng Department of Human Settlements cannot simply rely on a particular approach to meet its objectives, but should rather adopt several parallel approaches, which should be adaptable to each situational context within the Department.

The study thus suggests a hybrid model of its own unique strategies to accommodate diverse socio-economic, cultural and political perspectives to improve service delivery in the Gauteng Department of Human Settlements. In order to successfully implement a leadership framework, it is also important for the Department to address the challenges and weaknesses that impact on its ability to effectively deliver services.

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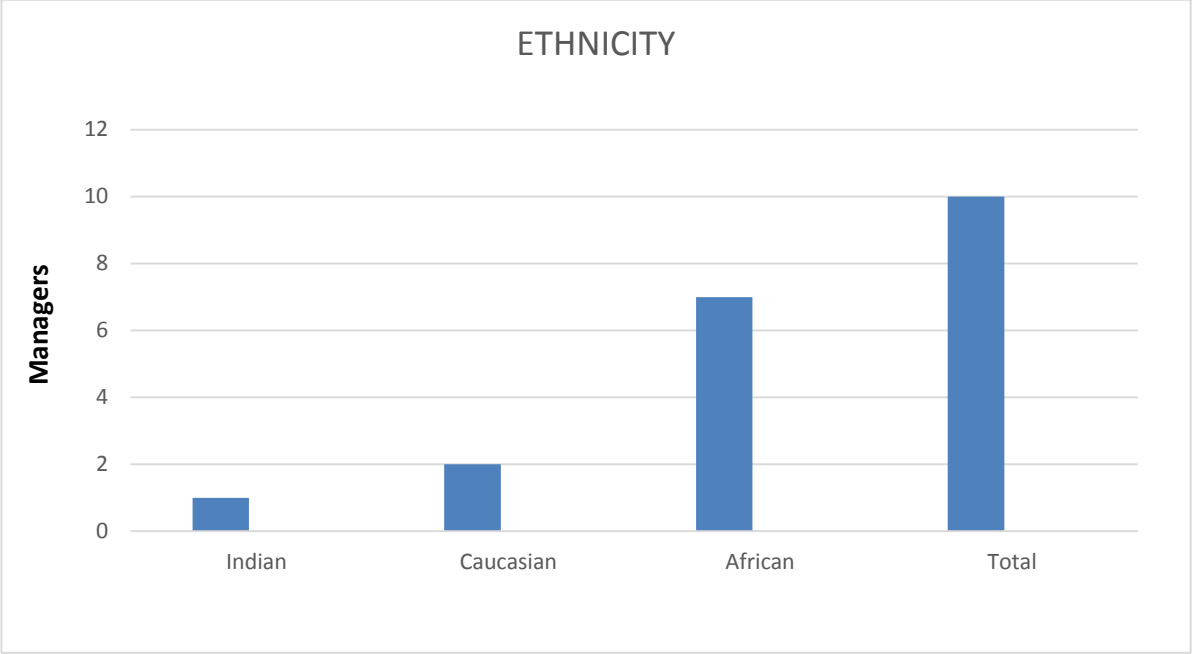
8. APPENDICES

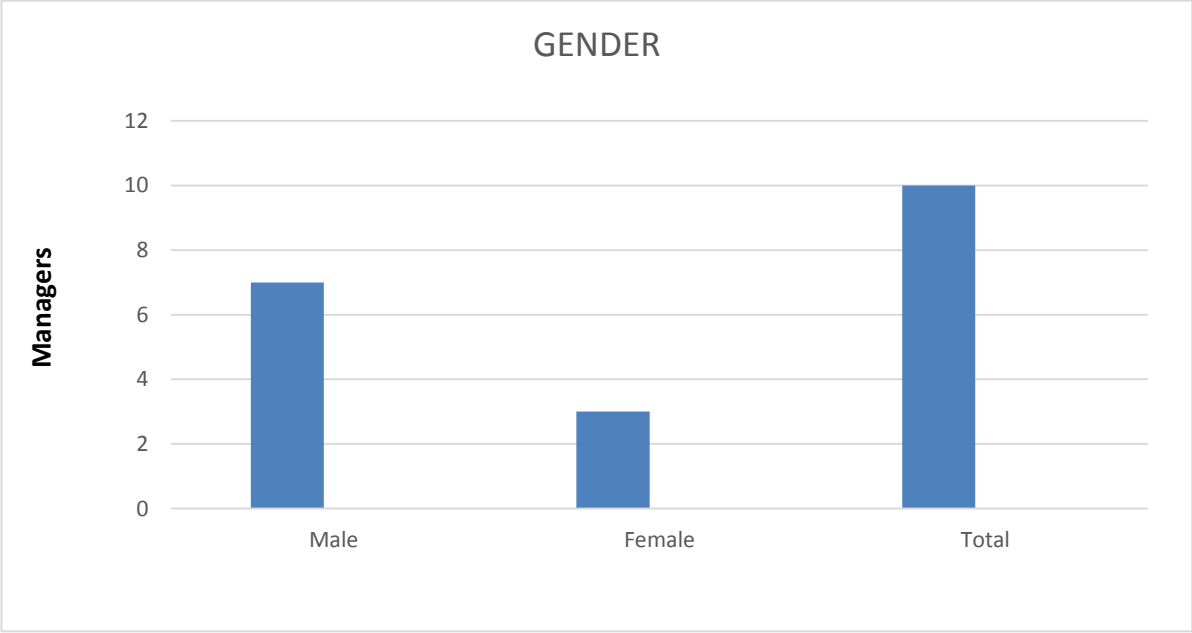
Appendix 1. OVERVIEW OF POLITICAL INVOLVEMENT IN STAFFING ISSUES

Table 1: Overview of political involvement in Staffing Issues					
Country	**Appoint-ments**	**Dismissal**	**Promo-tion**	**Transfer to another Function**	**Perform-ance Assess-ment**
United States	High	High	High	High	High
Italy	High	High	High	High	Medium
South Africa	High	Medium	High	High	High
Mexico	Medium	Medium	High	Medium	Low
France	Medium	Medium	Medium	Medium	High
Poland	Medium	Medium	Medium	Medium	Medium
Belgium	Medium	Medium	Medium	Medium	Medium
Sweden	Medium	--	--	--	--
New Zealand	Low	Medium	Low	--	Low
Korea	Low	Low	Low	Low	Low
Denmark	Low	Low	Low	Low	Low
United Kingdom	None	None	--	Low	--

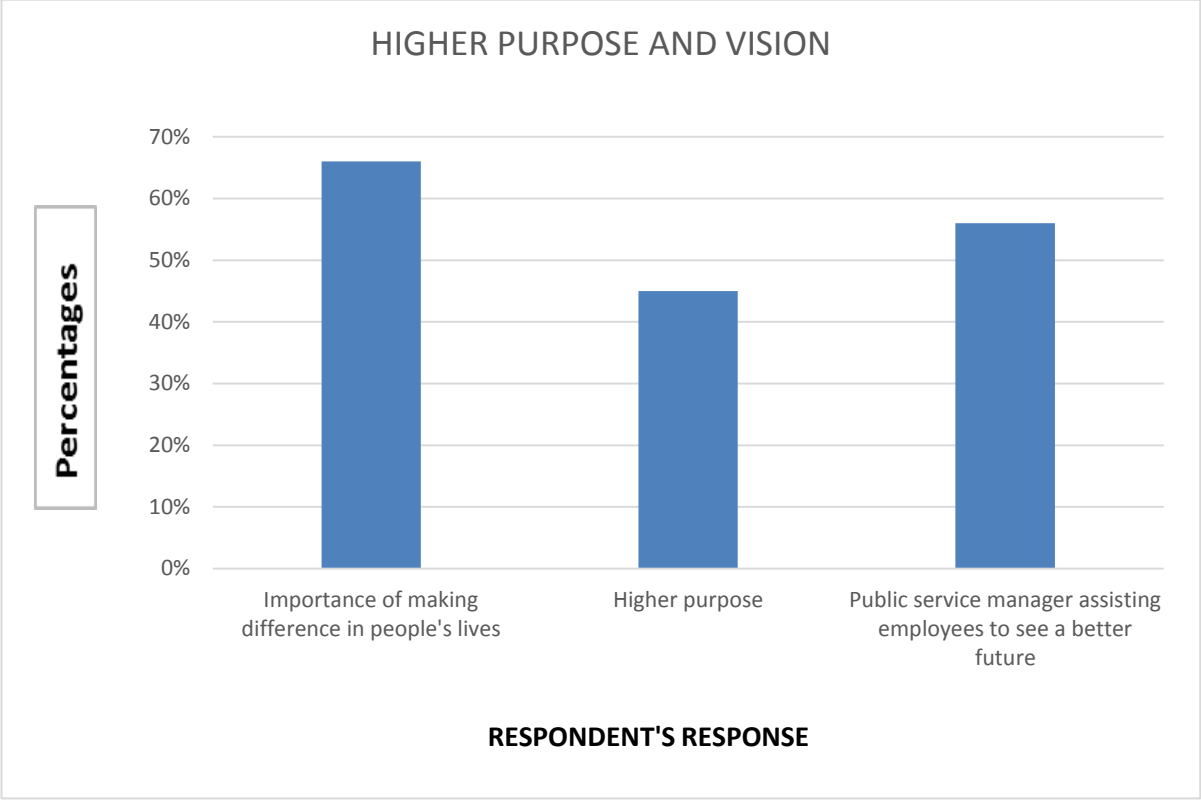
Appendix 2. ETHNICITY



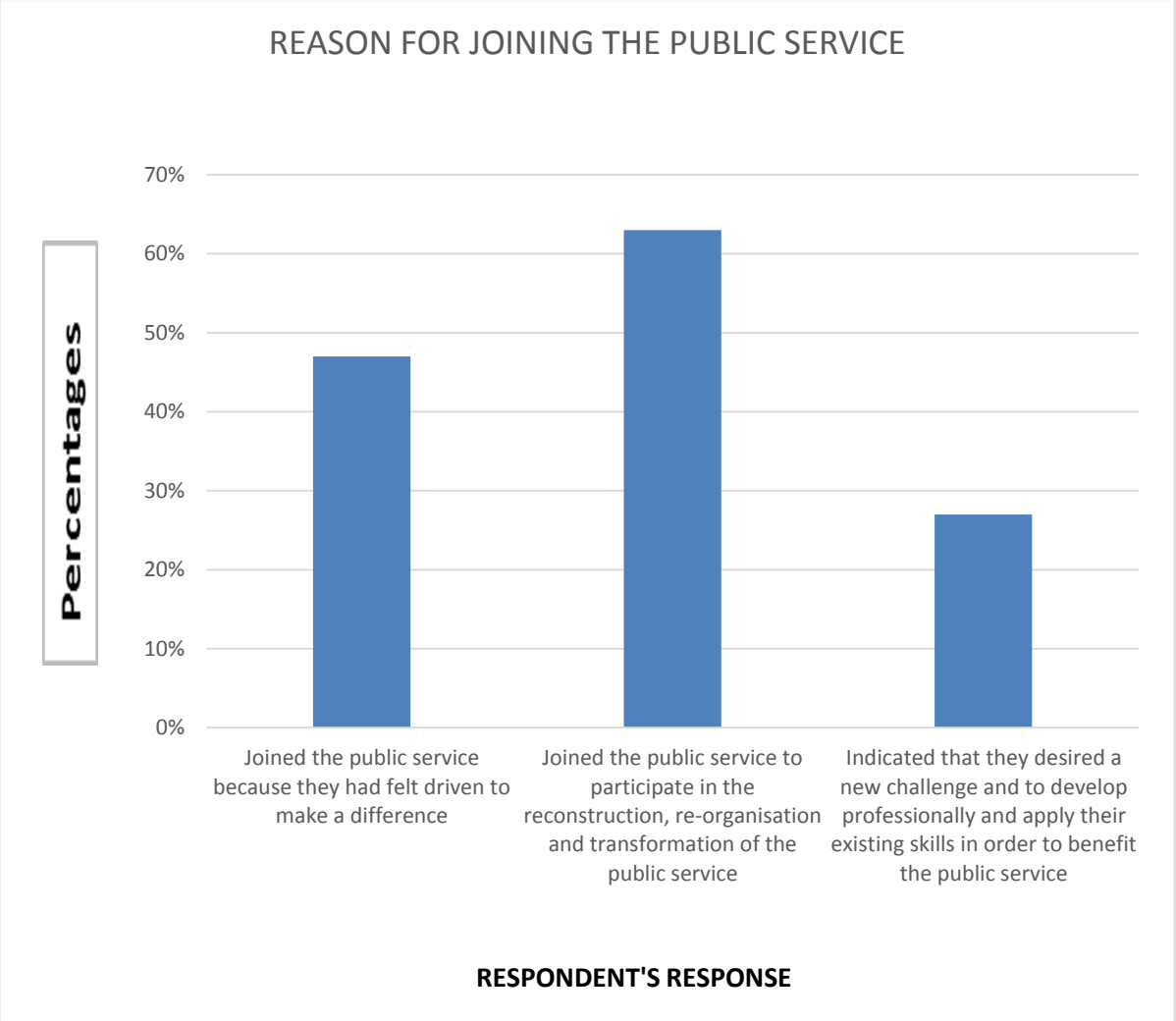
Appendix 3. GENDER



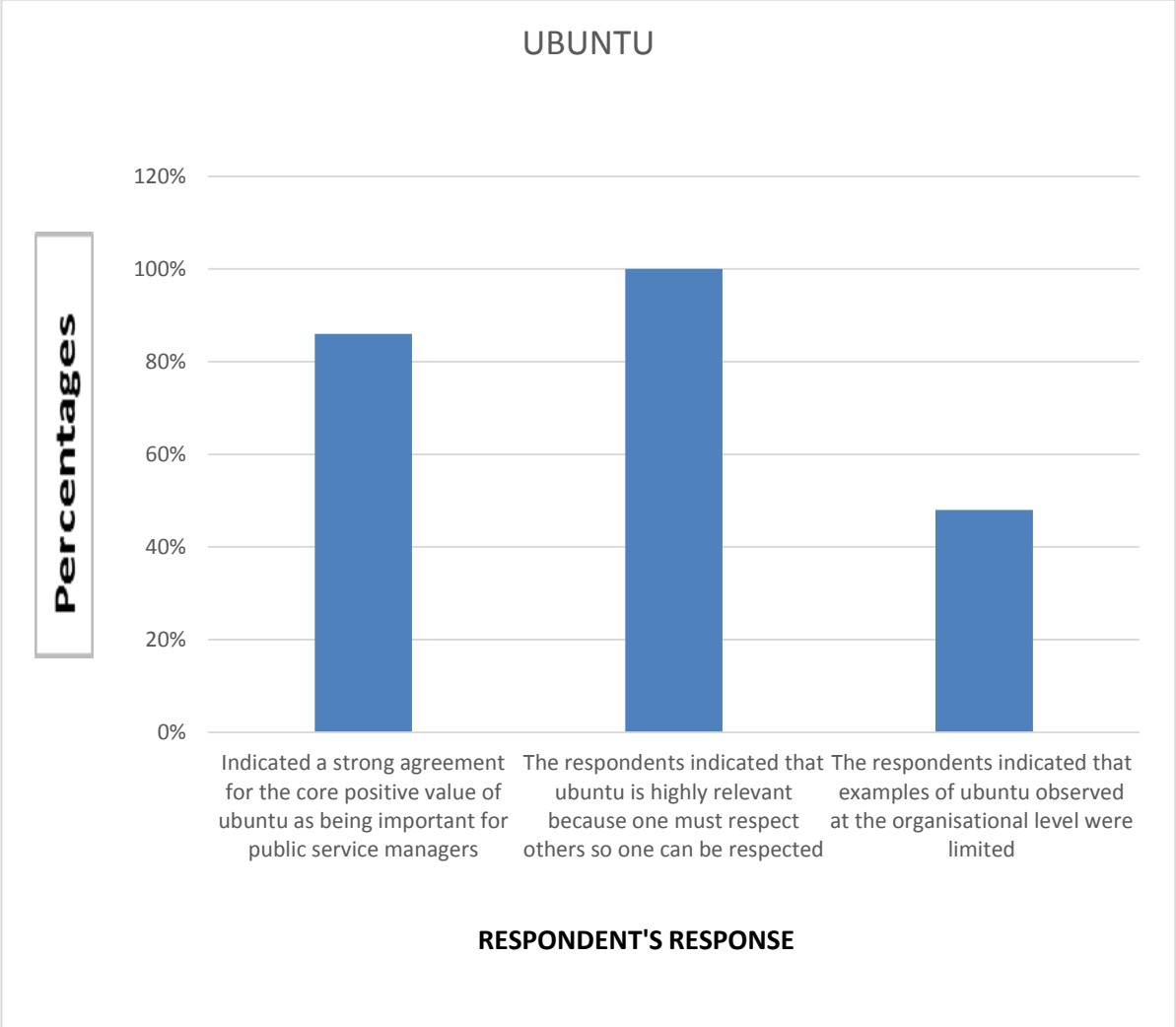
Appendix 4. HIGHER PURPOSE AND VISION



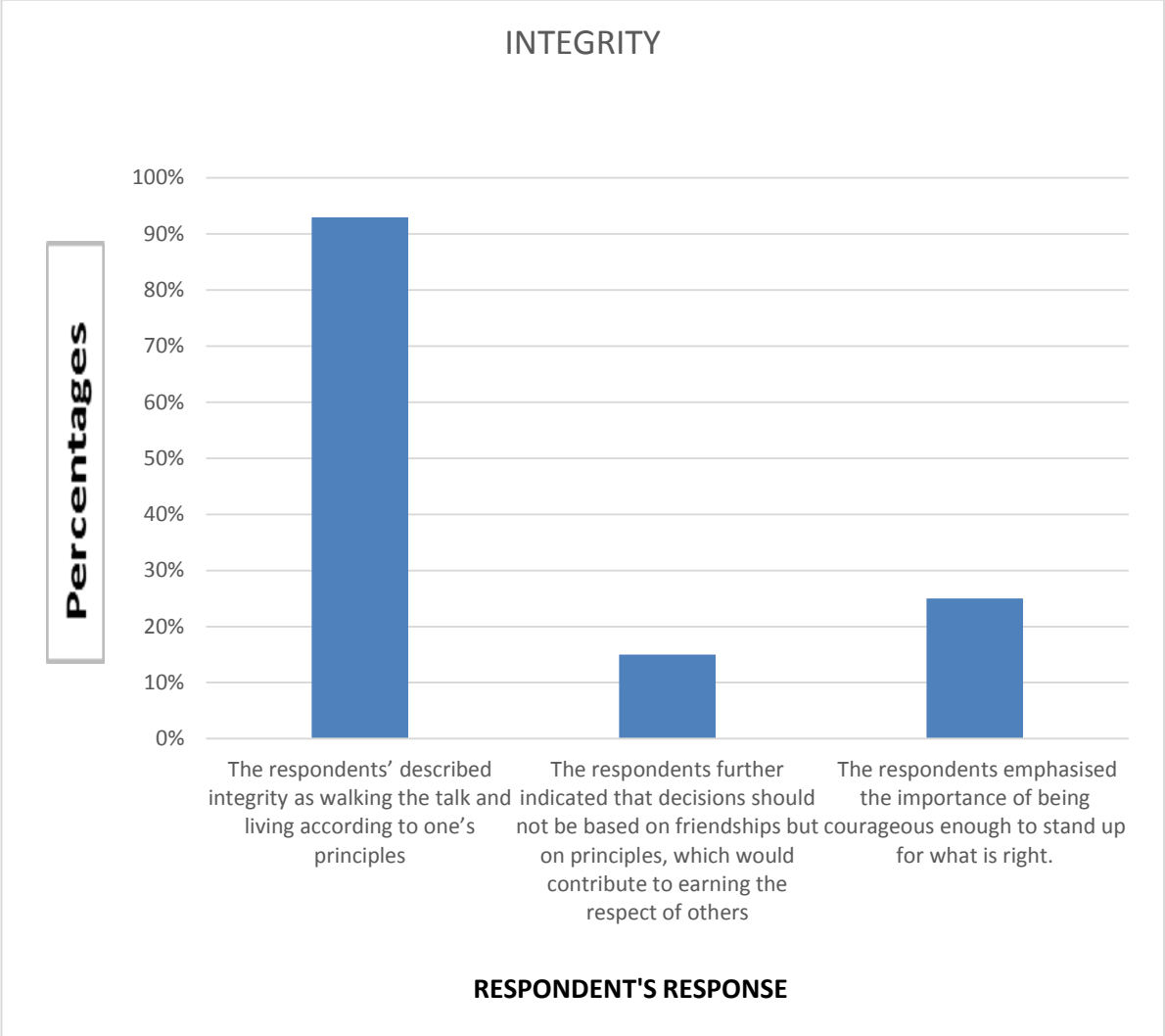
Appendix 5. REASON FOR JOINING THE PUBLIC SERVICE



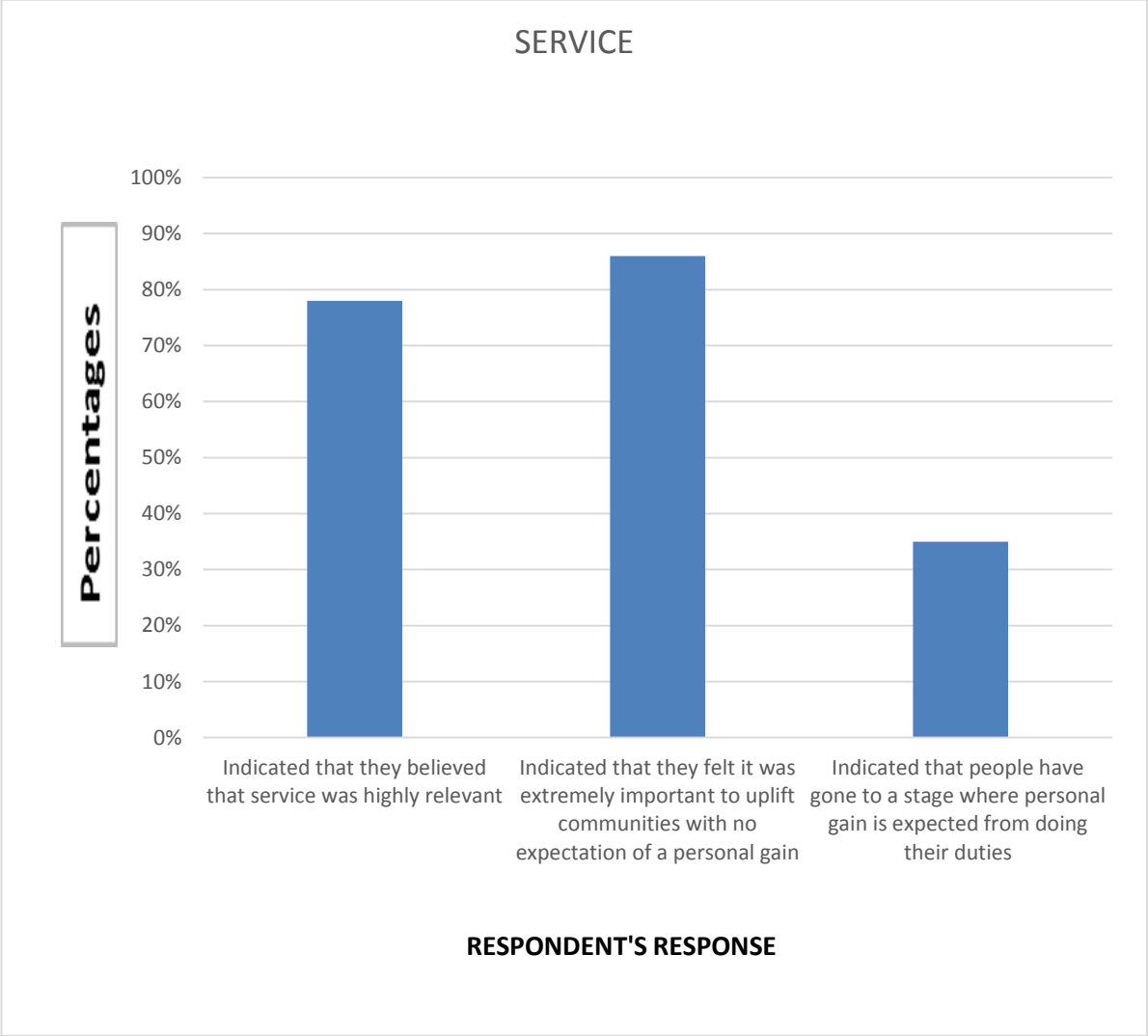
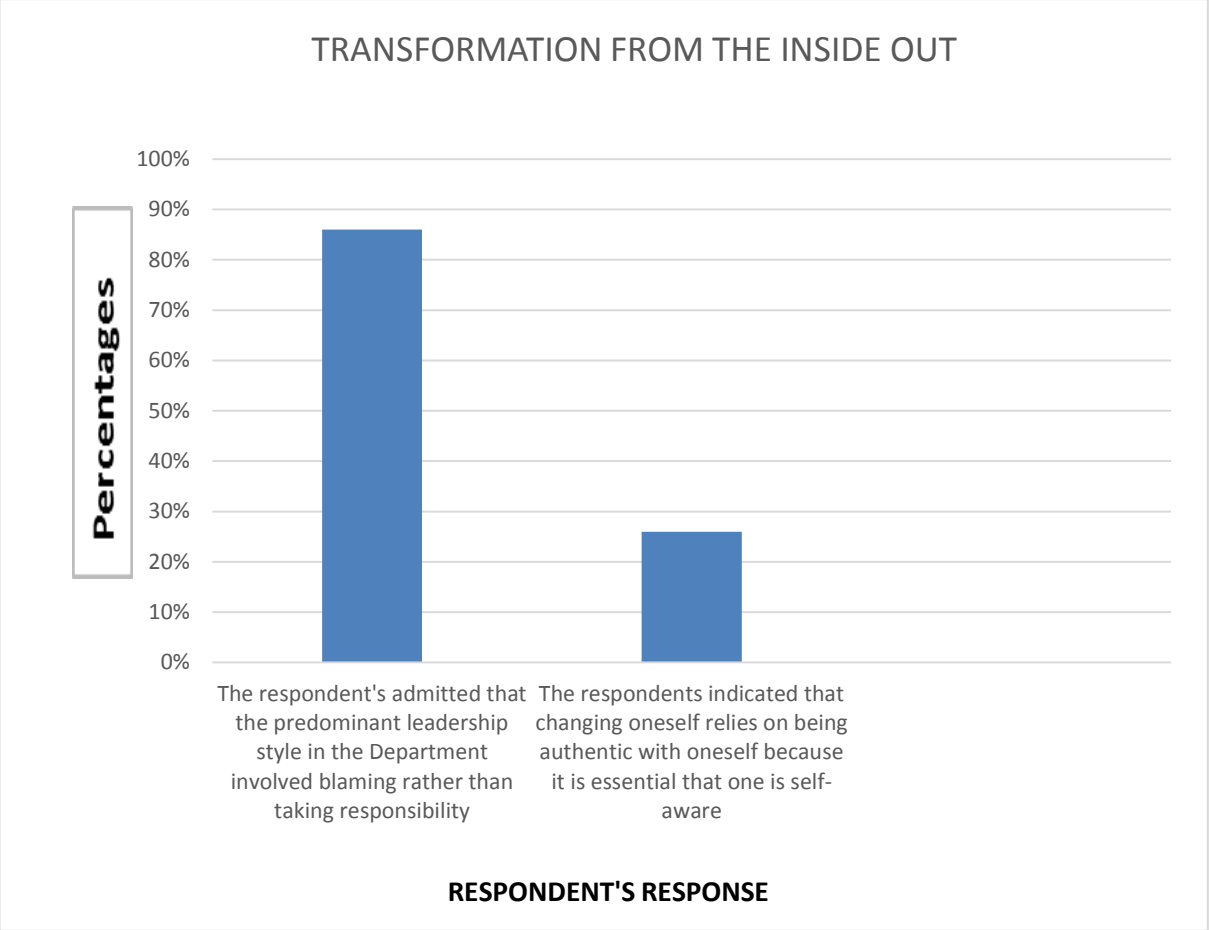
Appendix 6. UBUNTU



Appendix 7. INTEGRITY



Appendix 8. SERVICE



Appendix 9. TRANSFORMATION FROM THE INSIDE OUT