Management and Leadership in MMDAs

FOAT/DDF Training Manual

By ILGS

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LIST OF ACRONYMS

CSOs-	Civil Society Organisation(s)
DAs-	District Assemblies
DACF-	District Assemblies' Common Fund
DCD-	District Coordinating Director
DCE-	District Chief Executive
DPs-	Development Partner(s)
DPCU-	District Planning Coordinating Unit
HR-	Human Resources
ILGS-	Institute of Local Government Studies
LGS-	Local Government Service
LGSS-	Local Government Service Secretariat
LGs-	Local Governments
LI-	Legislative Instrument
MDA-	Ministries, Departments and Agencies
MLGRD-	Ministry of Local Government and Rural Development
MMDA-	Metropolitan, Municipal and District Assemblies
MP-	Member of Parliament
NDPC-	National Development Planning Commission
NGOs-	Non-Governmental Organisations
PM-	Presiding Member
PMS-	Performance Management System
PNDC-	Provisional National Defence Council
RCC-	Regional Coordinating Council

General Introduction to Manual

This manual is about the management and leadership in Metropolitan, Municipal and District Assemblies (MMDAs). Ghana's decentralisation process has seen the creation of District Assemblies as organisations that must be managed in a professional manner. District Assemblies are concerned with how best to manage their business successfully within the administrative and political system in which they operate. But striving for success through the optimal transformation of input to output in a quality manner requires a healthy structure and process. It is therefore important that an efficient leadership and management team exists at the local level that employs the limited resources at its disposal to meeting the prioritised development needs of people in the local areas.

With the establishment of the Local Government Service the challenges facing administrators in the discharge of their statutory obligations will be enormous and for them to be effective it is important that they are abreast with trends in modern management practices. They must understand the local government system very well and be able to take up leadership role by employing appropriate management tools that will not only mobilize internal resources but provide an interface for community members and interest groups to keep engaging administrators in finding solutions to local development challenges.

This course is to equip practitioners at the local level to become effective leaders by exposing them to critical managerial functions that focus not only on the day-to-day events in Assemblies but to enable them to be proactive in seeing the "larger picture" in order to deliver more efficiently and effectively.

MODULE 1: INTRODUCTION TO MANAGEMENT

Introduction

The management of scarce resources available at the local level to meet developmental goals and aspirations is a major concern to local government officials. Resources (people, material, equipment, time, and money) needed by the Assembly are scarce and where available they must be prudently, equitably and fairly allocated amid varying needs and goals. Local government functionaries with the right skills and knowledge are able to maximise results through the application of appropriate managerial tools and techniques.

Module Objectives

By the end of the module participants will be able to:

1. Explain the concept, principles, and importance of management in Assemblies
2. Understand and perform more effectively, general management functions in MMDAs
3. Relate the importance of the MMDA organizational structure to its processes and environment for improved service delivery
4. Adopt best management practices, styles and tools for improved performance.

Content
- Overview of Management
- Applicability of Management Theories in MMDAs
- Management within the District Assembly Context
- Managerial Issues in Local Government
- Key Managerial Skills and Attitudes for Optimal Performance

Time: 8 Hours

Methods: Lecture, discussions, questions and answers, brainstorming and experience sharing

Materials: Flip charts, markers, LCD Projector and colour cards

1.0 Overview of Management

1.1 Definition of Management

Opening Reflection Question:
- What are some of the challenges assemblies have encountered in delivering on their mandate? What other factors hinders the smooth conduct of assemblies' business?
- What are the actions and inactions of management that have affected business of the assembly? Why would you describe this as a management function?

The phrase "management is what managers do" occurs widely, suggesting the difficulty of defining management. The literature on management suggests that the verb *manage* comes from the Italian *maneggiare* meaning to handle, which in turn derived from the Latin *manus* meaning hand. The French word *mesnagement* later *ménagement* influenced the development and meaning of the English word *management* in the 17th and 18th centuries.

The term management can be and often is used in several different ways. Mary Parker Follett (1868–1933), who wrote on the topic in the early twentieth century, described management as "the art of getting things done through people". From Peter Drucker's viewpoint, managers give direction to their organizations, provide leadership, and decide how to use organizational resources to accomplish goals. As a discipline, management entails the organization and coordination of the activities of an enterprise in accordance with certain policies and in achievement of clearly defined objectives. It is often included as a factor of production along with machines, materials, and money.

The term management in this module refers to the definition of management described by Richard L. Daft (1983):

"Management is the attainment of organizational goals in an effective and efficient manner through planning, organizing, leading, and controlling organizational resources".

There are two important ideas in this definition: (1) the four functions of planning, organizing, leading, and controlling and (2) the attainment of organization goals in an effective and efficient manner.

Is managing a science or an art? The best response to the question of whether management is an art or a science is that it is both. Managing, like all other practices (e.g., music composition, medicine, or even tennis) is an art. To manage effectively, people must have not only the necessary abilities to lead but also a set of critical skills acquired through time, experience, and practice. If we define art as a personal aptitude or skill, then management has certain artistic components.

On the other hand, the organized knowledge underlying the practice may be referred to as a science. To perform at high levels in a variety of situations, managers must be able to draw on the sciences - particularly economics, sociology, mathematics, political science, psychology, and political science - for assistance and guidance.

The tasks of modern managers require the use of techniques, practices, and skills. In this context, science and art are not mutually exclusive but complementary.

In the literature, one school of thought regards management as equivalent to "business administration" and thus excludes management in places outside commerce, as for instance the public sector and non-profit making organisations.

English speakers also use the term "management" or "the management" as a collective word describing the managers of an organization. These directors and managers have the power and responsibility to make decisions to manage the enterprise. The size of management can range from one person in a small firm to hundreds or thousands of managers in multinational companies. In large firms the board of directors formulates the policy which is implemented by the chief executive and the management team.

1.2 Management Theories

Awareness and understanding of important historical developments are also important to contemporary managers. Management theories help managers by organizing information and providing a systematic framework for action. Today's concept of management is the product of a long and complicated evolutionary process. Essentially, four major forces that have affected the evolution of management are economic, social, political-legal, and technological. However, there is no one approach to management which is optimum for all organizations. Organizational culture, education of managers and employees and the environment of the surrounding culture are all variables which affect the type of management seen in any particular group or company. This module examines some of the management techniques which have been used in the past as well as techniques which are currently in use.

In order to present the essence of the management movements, this module discusses three schools of thought; based on the approach of Donnelly, Gibson, and Ivancevich (1991). They offered these three well-established approaches to management thought: the classical approach, the behavioural approach, and the management approach. Each complements and supports the others.

1.2.1 The Classical Approach: Managing Work and Organisations

The classical approach on management emerged during the nineteenth and early twentieth centuries and to some extent is accepted and practiced by many managers even today. This approach arose out of a need to improve manufacturing productivity through more efficient use of physical and human resources. The technological insights of engineers became increasingly significant as business leaders sought to expand the productivity of workers.

The efforts led to an extensive body of knowledge concerning job design, work methods and other aspects of the management of work.

At the same time, many small, single-product companies were expanding into large, multi-product organisations. The individuals managing these organisations recognised that the management of organisations was quite different from managing work. Thus they began a study of the problems of managing large and complex organisations. Management was viewed as the process of coordinating group effort towards goals. It was during this period that planning, organising and controlling were identified as the functions that make up the management process.

1.2.2 The Behaviour Approach: Managing People

The focus of the behavioural approach emphasises the interrelationships among people, work, and organisations. It concentrates on such topics as motivation, communication, leadership, and work group formation, which can assist managers with the human relations aspects of their job.

This approach was developed partly because practising managers found that the ideas of the classical approach did not always achieve total efficiency and workplace harmony. This heightened the interest in helping managers become effective at managing people. The behavioural approach uses the concepts of psychology, sociology, anthropology and other behavioural sciences to assist managers in understanding human behaviour in the work environment.

1.2.3 The Management Science Approach: Managing Product and Operation

Early twentieth century industrialists took an engineering approach to management called scientific management. It is the modern version of the early emphasis on the management of work by the classical approach. This approach was developed by Frederick Taylor and called for the careful analysis of tasks and time-and-motion studies in conjunction with piece-rate pay schemes in order to improve productivity. Adherents of this approach searched for the "one best way" to perform a specific task, and introduced standard parts and procedures. Taken to the extreme, the scientific management approach seeks a single best way to solve a given situation.

One significant shortcoming of this approach is that much time and effort must be put toward developing work standards and monitoring standards. Its' essential feature is the use of statistics as aids in managing production and operations. It concentrates on concepts and tools useful to managers in solving problems relating to what the organisation produces. The computer contributed greatly to the growth of the approach because of its ability to analyse complex production and operational problems, and hence the development of the management information systems and operations management.

1.2.4 Integrating the Three Approaches

During the last century, there have been attempts to achieve integration of the three approaches to management. One of these attempts, the **systems approach**, is based on the concept that an organization is a system. "*A system is defined as a number of interdependent parts functioning as a whole for some purpose.*" The manager must be concerned with the five components of the system namely inputs, the transformation process, outputs, feedback, and the environment.

Systems theory offers the manager a useful perspective. The concept wholeness is very important in general system analysis. L. Thomas Hopkins suggested the following six guidelines regarding system wholeness that should be remembered during systems analysis:

- The whole should be the main focus of analysis, with the parts receiving secondary attention.
- Integration is the key variable in wholeness analysis.
- Possible modifications in each part should be weighted in relation to possible effects on every other part.
- Each part has some role to perform so that the whole can accomplish its purpose.
- The nature of the parts and its function is determined by its position in the whole.
- All analysis starts with the existence of the whole.

Another, the **contingency approach**, stresses that many variations in organization structure were associated with differences in manufacturing techniques. Woodward pointed out that: "*Different technologies imposed different kinds of demands, and these demands had to meet through an appropriate structure. Commercially successful firms seemed to be those in which function and form were complementary.*"

Several authors have further developed some ides of contingency thinking. One of these important contributors is James D. Thompson, whose work in the area of technology's effect on organization is already a classic. Thompson argued that organizations that experience similar technological problems will engage in similar behaviour.

The contingency view approaches management from a totally different perspective than do the formal schools of management. **The classical, behavioural, and management science schools assumed a universal approach.** They proposed the discovery of "one-best-way" management principles that applied the same techniques to every organization. However, experienced managers know that not all people and situations should be handled identically. Therefore, the contingency approach holds that universal solutions and principles **cannot** be applied to organizations. In simple terms, **the contingency theory suggests that what managers do in practice depends on, or is contingent upon, a given set of circumstances - a situation**.

The contingency perspective tells us that the effectiveness of various managerial practices, styles, techniques, and functions will vary according to the particular circumstances of the situation. Management's task is to search for important contingencies. The main determinants of the contingency view relate to the external and internal environments of the organization.

1.3 The Scope of Management

Management is needed in all types of organized activities. Moreover, management principles are applicable to all types of organizations, including profit-seeking organizations (industrial firms, banks, insurance companies, small business, etc.) and not-for-profit organizations (governmental organizations, health care organizations. educations organizations, churches, etc.). Any group of two or more people working to achieve a goal and having resources at its disposal is engaged in management. Obviously, a manager's job is somewhat different in different types of organizations, exists in unique environments, and uses different technology. However, all organizations need the common basic activities: planning, organizing, leading, and controlling.

Management is also universal in that it uses a systematic body of knowledge including economics, sociology, and laws. This knowledge can be applied to all organizations, whether business, or government, or religious, and applicable at all levels of management in the same organizations.

1.4 The Management Process: Management Functions

The manager at the district level must actively perform basic managerial functions. One of the earliest classifications of managerial functions was made by Fayol, who suggested that planning, organizing, coordinating, commanding, and controlling were the primary functions. Some others theorists identify additional management functions, such as staffing, communicated, or decision making.

Generally, there is agreement that the basic managerial functions are: **planning, organizing, leading, and controlling**. The additional functions (e.g., communication, decision making, etc) will be discussed as subsets of the four primary functions.

Question:
- How does the MMDA perform these basic managerial functions?
- What are the areas for improvement?

1.4.1 Planning

Planning is considered to be the central function of management because it sets the pattern for the other activities to follow. "Planning means defining goals for future organizational performance and deciding on goals, objectives, the tasks and use of resources needed to attain them" (Richard Daft). Planning encompasses four elements:
- Evaluating environmental forces and organizational resources
- Establishing a set of organizational goals
- Developing strategies and plans to achieve the stated goals
- Formulating a decision-making process

These elements are concerned with organizational success in the near future as well as success in the more distant future. Planning to the future, the manager develops a strategy for getting there. This process is referred to as strategic planning. The other examples of planning are business planning, project planning, personnel planning, advertising and promotion planning, etc.

Managers at every level of an organization plan. The plans outline what the organisation must do to be successful. While plans of each managerial level may differ in focus, they harmonise to achieve both the short and long term organisational goals.

The organizing, leading and controlling functions all derive from planning in that, these functions carry out the planning decision.

1.4.2 Organising

Organizing is the managerial function of making sure there are available resources to carry out a plan.
"Organizing involves the assignment of tasks, the grouping of tasks into departments, and the allocation of resources to departments" Richard Daft (1983).

Managers must bring together individuals and tasks to make effective use of people and resources.
Three elements are essential to organizing:
- Developing the structure of the organization
- Acquiring and training human resources
- Establishing communication patterns and networks

Determining the method of grouping these activities and resources is the organizing process.

1.4.3 Leading

Leading or directing is another basic function within the management process. "Leading is the use of influence to motivate employees to achieve organizational goals". The Leading function focuses directly on employees. Managers must be able to make employees want to participate in achieving the organization's goals. The leading process helps the organization move toward goal attainment.

Three components make up the leading function:
- Motivating employees
- Influencing employees
- Forming effective groups.

1.4.4 Controlling

The final phase of the management process is controlling. "Controlling means monitoring employees' activities, determining whether the organization is on target toward its goals, and making correction as necessary.

Controlling ensures that, through effective leading, what has been planned and organized to take place has in fact taken place.

Three basic components constitute the control function:
- Elements of a control system
- Evaluating and rewarding employee performance
- Controlling financial, informational, and physical resources.

Controlling is ongoing process. An effective control function determines whether the organization is on target toward its goals and makes corrections as necessary.

Thus the purpose of management control is to ensure the organisation stays on its quality path. Controlling or coordinating includes continuous collection of feedback, monitoring and adjustment of systems, processes and structures accordingly. Examples include use of financial controls, policies and procedures, performance management processes, measures to avoid risks, etc.

It is worth pointing out that these managerial functions are related and interrelated to each other.

1.5 Management Principles

The district level manager must be conversant with the basic management principles. Henri Fayol (1841-1925), proposed fourteen (14) principles of Management as follows:

1. **Division of work**. This principle is the same as Adam Smith's 'division of labour'. Specialisation increases output by making employees more efficient.
2. **Authority**. Managers must be able to give orders. Authority gives them this right. Note that responsibility arises wherever authority is exercised.
3. **Discipline**. Employees must obey and respect the rules that govern the organisation. Good discipline is the result of effective leadership, a clear understanding between management and workers regarding the organisation's rules, and the judicious use of penalties for infractions of the rules.
4. **Unity of command**. Every employee should receive orders from only one superior.
5. **Unity of direction**. Each group of organisational activities that have the same objective should be directed by one manager using one plan.
6. **Subordination of individual interests to the general interest**. The interests of any one employee or group of employees should not take precedence over the interests of the organisation as a whole.
7. **Remuneration**. Workers must be paid a fair wage for their services.
8. **Centralisation**. Centralisation refers to the degree to which subordinates are involved in decision making. Whether decision making is centralised (to management) or decentralised (to subordinates) is a question of proper proportion. The task is to find the optimum degree of centralisation for each situation.
9. **Scalar chain**. The line of authority from top management to the lowest ranks represents the scalar chain. Communications should follow this chain. However, if following the chain creates delays, cross-communications can be allowed if agreed to by all parties and superiors are kept informed.
10. **Order**. People and materials should be in the right place at the right time.
11. **Equity**. Managers should be kind and fair to their subordinates.
12. **Stability of tenure of personnel**. High employee turnover is inefficient. Management should provide orderly personnel planning and ensure that replacements are available to fill vacancies.
13. **Initiative**. Employees who are allowed to originate and carry out plans will exert high levels of effort.
14. **Esprit de corps**. Promoting team spirit will build harmony and unity within the organisation.

Question: From your experience, which of these principles would you consider as relevant and why?

1.6 Types of Managers

The managerial functions must be performed by anyone who manages any type of organized activity. With the basic understanding of management, defining the term manager becomes relative simple. The manger *"is someone whose primary activities are a part of the management process"*. In particular, a manager is someone who plans, organizes, leads, and controls human, financial, physical, and information resources of an organisation." To this end, the success or failure of an organization depends heavily on the ability of its managers to perform these tasks effectively.

Managers can be classified in two ways. First, by their **level within the organization** and second, by the **scope of their responsibilities**.

1.6.1 Levels of Management

Most people think of three basic levels of management: **top**, **middle**, and **first-line** managers. As depicted in the diagram below, **Top-level management** is responsible for the overall direction and operations of an organization. Particularly, they are responsible for setting organizational goals, defining strategies for achieving them, monitoring and implementing the external environment, decisions that affect entire organization. In the private sector, they have such titles as chief executive officer (CEO), president, chairman, division president, and executive vice-president. In local government arrangement they include the Chief Executive of MMDAs, the District Coordinating Director (DCD), Heads of Decentralised Department (e.g. District Director of Health Services). Managers in these positions are responsible for interacting with representatives of the external environment (e.g., important customers/ clients, financial institutions, and governmental figures) and establishing objectives, policies, and strategies.

Middle-level management is responsible for business units and major departments. Examples of middle-level managers are department head, division head, and director of the research. In the MMDA, they would include the District Budget Officer, District Finance Officer, District Engineer, etc who have responsibilities for specific departments or units. The responsibilities of middle managers include translating executive orders into operation, implementing plans, and directly supervising lower-level managers. Middle-level management typically have two or more management levels beneath them. They receive overall strategies and policies from top managers and then translate them into specific objective and programs for first-line managers.

First-line management is directly responsible for the production of goods and delivery of services. Particularly, they are responsible for directing non-supervisory staff. First-line managers are variously called office manager, section chief, line manager, and supervisor. In the MMDA such personnel include the Environmental Health Officers, Revenue Officers, and other Field Officers.

Figure 1: Levels of Management
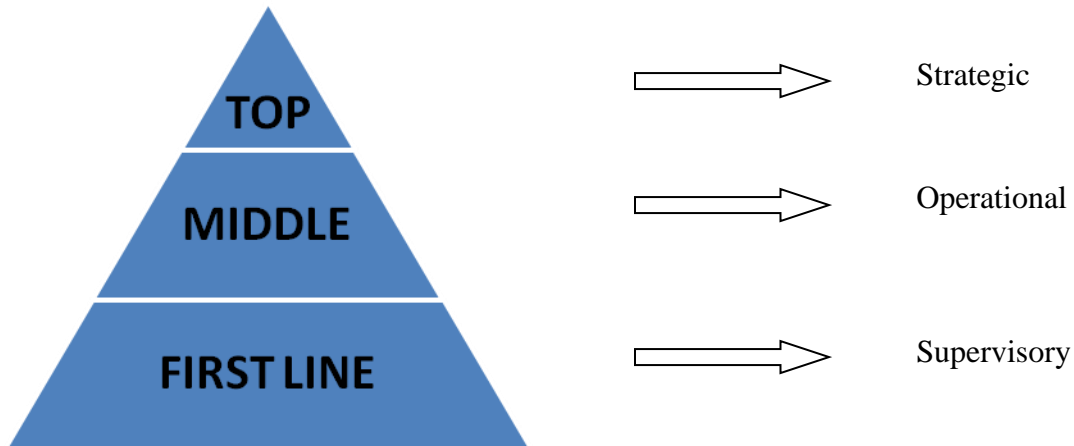
1.6.2 Management Responsibilities

In some organizations, managers are also distinguished by the scope of activities they manage. **Functional Managers** are responsible for departments that perform a single functional task. They supervise employees with specialized skills in a single area of operation, such as accounting, personnel, payroll, finance, marketing, advertising, and manufacturing. **General Managers** are responsible for the overall operation of a more complex unit, such as a company or a division. **Project Managers** also have general management responsibility, because they coordinate employees across several departments to accomplish a specific project.

Group Work: From your observation of the MMDA, describe the management levels that exist in the Assembly context and their respective responsibilities?

1.7 Managerial Roles

Managers perform 10 different but closely related roles. These roles can be grouped into three broad areas namely: interpersonal roles, informational roles and decisional roles.

1.7.1 Interpersonal Roles

These roles focus on basic interpersonal relationships. The three roles that form this category are figure-head role, leadership role and liaison role which result from formal authority. Practising the above roles, the manager is able to move into the informational roles that in turn lead to the decisional roles.

- **Figurehead Role**: All management jobs require some duties that are symbolic or ceremonial in nature e.g. DCE attending durbar of chiefs or DCD attends wedding of subordinates.
- **Leadership Role:** This involves directing and coordinating the activities of subordinates. It may involve staffing (hiring, training, promoting, dismissing),

influencing and motivating subordinates. Leadership also involves controlling i.e. making sure activities are carried out as planned.

- **Liaison Role:** Managers get involved in interpersonal relationships with other managers and individuals outside their areas of command. This may involve contacts both within and outside the organization. . Managers must maintain good relations with others clients as well as other service providers.

1.7.2 Informational Roles

This set of roles establishes the manager as the central focus of receiving and sending non routine information. The functions involved in this category include;

- **Monitoring Role**: Involves examining the environment to gather information about changes, opportunities and problems that may affect the unit. The formal and informal contacts developed in the liaison role are often useful here.
- **Dissemination Role**: Involves providing important or privileged information to subordinates that they might not ordinarily know about or be able to obtain.
- **Spokesperson Role**: The manager represents the department. This representation may be internal, as when a manager makes a case for salary increase for members of the department to top management. The representation may also be external as when an executive speaks for the organization on a particular issue of interest.

1.7.3 Decisional Roles

Interpersonal relationship and informational activities serve as basic inputs to the process of decision making. Some schools of thought have it that these decisional roles- entrepreneur, disturbance handler, resource allocation and negotiator- are a manager's most important function.

- **Entrepreneur Role**: This is to bring changes for improvement in the unit. The effective line supervisor looks continually for new ideas or methods to improve the unit's performance.
- **Disturbance Handler Role:** Managers make decisions or take corrective action in response to pressure that is beyond their control. Decision must be swift and prompt in case of disturbances.
- **Resource Allocation Role:** Places a manager in the position of deciding who gets which resources including money, people, time and equipment. There are never enough resources to go round; the manager must allocate the scarce resources towards numerous possible ends. Resource allocation is one of the most critical of the manager's decisional roles.
- **Negotiator Role**: Managers must bargain with other departments and individuals to obtain advantages for their units. The negotiation may be on grounds of overwork, performance, resources or anything influencing the department.

1.8 Managerial Skills

Regardless of the sort of goals they must meet or their level of authority, managers need to possess conceptual, human, technical, diagnostic, and political skills. The first three skills have long been accepted as important for management and the last two have received more recent attention.

According to a classic article by Robert L. Katz, **managerial success depends primarily on performance rather than personality traits**. He indicates that three types of skills are important for successful management performance:

- **Conceptual skills.** Conceptual skill is the cognitive ability to see the organization as a whole and the relationship among its parts. Managers need the mental capacity to understand how various functions of the organization complement one another, how the organization relates to its environment, and how changes in one part of the organization affect the rest of the organization.
- **Human skills.** The manager needs human skills: the ability to communicate with, understand, and motivate both individuals and groups.
- **Technical skills.** Technical skills are skills necessary to accomplish specialized activities (e.g., engineering, computer programming, and accounting).

The diagnostic skill is from Ricky Griffin, and the political skill is from Pavett and Lau:

- **Diagnostic skills.** Diagnostic skills include the ability to determine, by analysis and examination, the nature of a particular condition. A manager can diagnose a problem in the organization by studying its symptoms. These skills are also useful in favourable situations.
- **Political skills.** Political skill is the ability to acquire the power necessary to reach objectives and to prevent others from taking power. Political skill can be used for the good of the organization and for self-interest.

The extent to which managers need different kinds of skills moves from lower management to upper management. **Most low-level managers use technical skills extensively**. **At higher levels technical skills become less important while the need for conceptual skills grows**. However, **human skills are very important to all managers**.

From the above discussions on managerial roles and the skills requirements discuss the following practices for effective local government management:

- Staff effectiveness   Policy facilitation   Citizen Service
- Quality Assurance   Democratic Advocacy and citizen participation
- Diversity   Budgeting   Financial management
- HR management   Strategic planning   Media Relations
- Advocacy & communication   Integrity   Personal Development

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2.0 Management within the District Assembly Context

2.1 Overview of MMDA Functions and Managerial Requirements

Decentralization is generally referred to as the transfer of authority away from a central source to lower levels of governance. The concept is complex and multi-faceted and therefore often ambiguous because it could be described as a system and a process. The assembly system of local governance was introduced in 1988 with the passage of the Local Government Law, PNDCL 207. This brought into being local authorities known as metropolitan, municipal and district assemblies (MMDAs). Assemblies were given legislating, executing, budgeting, planning and rating authority. Provisions for representation of the people included elected and appointed memberships of the assemblies. The administrative and technical staff are responsible for managing and executing decisions of the assemblies.

Following the transition to constitutional rule in 1992, the overall policy on decentralisation was set out in Chapter 20 of the 1992 Constitution of the Republic of Ghana and other enabling legislations, such as Local Government Act, 1993, Act 462, the National Development Planning (System) Act, 1994, Act 480 and the District Assemblies Common Fund Act, 1993, Act 455. The functions of the assembly system and managerial requirements include:
- Executive, legislative, budgeting, planning and taxing authorities
- Formulation and execution of programmes, strategies for effective resource mobilization
- Levying, collection of taxes, rates, duties and fees
- Remove obstacles to initiative and development
- Initiate programmes for basic infrastructure
- Provide municipal works and services
- Facilitators of population participation in governance
- Emerging needs: Local economic development, poverty reduction, environmental sanitation/waste management, gender and disability/social issues

Major management responsibilities of assemblies include:
- Meetings with the Assembly Members to design and develop MMDA policies and inform assembly members and citizens about the operations of the local government. Management also discusses problems and recommendations, interpret new government policies as well issues concerning human resource and logistics and discuss issues that affect the community and its citizens.
- Supervising administrative personnel and other employees in the District Assembly.
- Preparing the annual plan and budget, submitting it to the Assembly for approval, and implementing it once approved.
- Ensuring that laws and policies approved by the Assembly are enforced throughout the district.

- Investigating citizen complaints and problems and making recommendations for changes to the Assembly.
- Managing the daily operations of the district by completing administrative reports, responding to correspondence, and performing any other duties needed to meet community needs.

2.2 Management Structures of the Assemblies

The District Assembly is the **highest** political, administrative and deliberative authority in the District. It guides, directs and supervises all other administrative authorities in the district. It also exercises deliberative, legislative and executive function and is responsible for the preparation and approval of annual budgets. The structure of the assembly is as follows:

- The General Assembly
- The Executive Committee and Sub- Committees
- Office of the District Assembly

Figure 2: The MMDA Management Structure
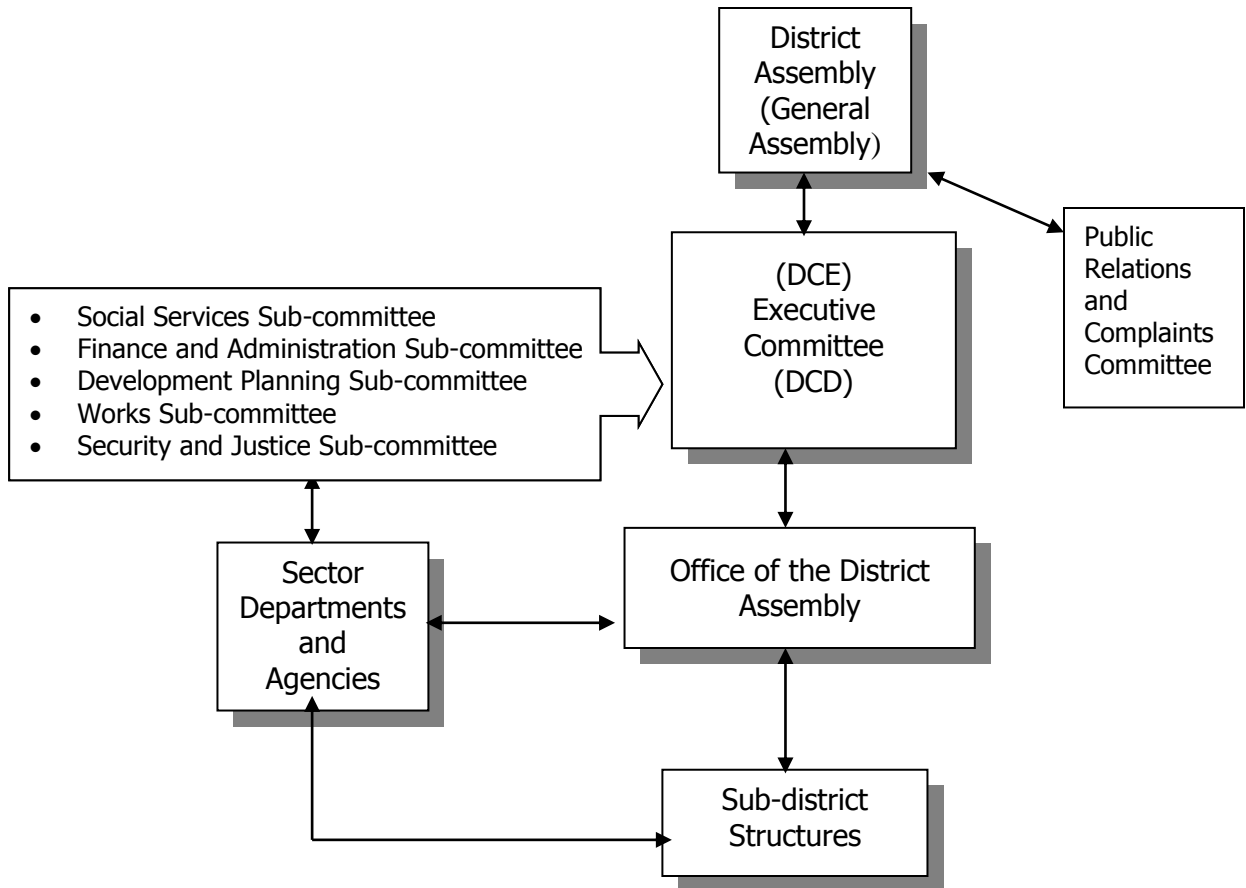
Figure 2, above depicts the district assembly as the pivot of administrative and developmental decision-making body in the district and the basic unit of government administration. It guides, directs and supervises all other administrative authorities in the district. It also exercises deliberative, legislative and executive function and is responsible for the preparation and approval of annual budgets. The district assembly is the highest decision making body in the district.

The General Assembly

The General Assembly meets three times in a year under the chairmanship of the Presiding Member (PM). The PM convenes and manages general assembly meetings as well as serves as the custodian of the good behaviour and financial propriety in the assembly.

The Executive Committee and Sub-Committees

The Executive Committee is presided over by the District Chief Executive (DCE) and consists of not more than one-third (⅓) of the total number of members of the General Assembly, the PM and Member(s) of Parliament (MPs).

The executive committee (EXECO), being the nerve centre of administration in the district is responsible for the:
- performance of executive and coordinating functions of the District Assembly.
- implementation of the resolutions of the district assembly
- overseeing the administration of the district in collaboration with the Office of the District Chief Executive.
- implementation of the decisions of the General Assembly.
- executive committee performs an important leadership role including areas of strategic policy and financial planning.
- adoption of measures to develop and execute approved plans of the unit, area, urban, town and sub-metropolitan districts within the area of authority of the assembly.
- coordination of plans and programmes of the sub-committees and submits these plans as comprehensive plans of action to the general assembly.
- making certain decisions subject to approval by the Assembly where necessary
- recommendation to the District Assembly, the coordination, integration and harmonization of district development plans and policies**.**

Heads of Departments of the assembly attend meetings of relevant committees as ex-officio members and advise the members. Heads of departments only advise on technical issues and do not have voting right.

Sub Committees of the Executive Committee

The Executive Committee has five statutory sub-committees. These are:
- Finance and Administration
- Works
- Development Planning
- Social Services
- Justice and Security and
- Any other the Assembly may otherwise determine

Sub-committees have distinct mandates in areas of public service delivery and corporate operations. They provide an important forum for detailed consideration of issues and participation in decision-making. They monitor current program delivery, service levels and emerging issues, recommend policy and program changes, and provide a forum for detailed discussion for decision-making. They also discuss plans and budget, service, administrative and investment issues that are coordinated by the Executive Committee and finally submitted for debate and final approval by the Assembly.

There are also committees formed for any special purpose, and for a finite length of time. These are called special sub-committees

Public Relations and Complaint Committee

The General Assembly also has Public Relations and Complaints Committee (PRCC) chaired by the Presiding Member. This is a special standing committee because it is not a sub- committee of the executive committee. It reports directly to the Assembly. Its function is to receive and investigate complaints made against the conduct of Assembly members and staff of the Assembly by the public and make recommendations to the Assembly for redress.

Office of the District Assembly

This is the administrative and technical unit of the Assembly. The office of the District Assembly is headed by the District Chief Executive and includes the coordinating directorate and the decentralised departments. The District Coordinating Directorate is headed by the District Coordinating Director (DCD). The directorate coordinates and harmonises the work programmes of the departments of the assembly. Staff of the District Assembly:
- provide technical advice and make recommendations to the Assembly
- implement Assembly directives and deliver services in accordance with assembly decisions.
- assist residents in their dealings with the Assembly

2.3 District Assembly Functionaries and their Managerial Roles

District Chief Executives
- The CEO of the Assembly
- Representative of the President at the local level
- Chair of Executive Committee and District Tender Review Committee meetings
- Responsible for the supervision of the departments of the assembly
- Responsible for the day-to-day performance of the executive and administrative functions of the Assembly
- Nominated by the president in consultation with the traditional authority and opinion leaders in the community
- Approved by not less than two-thirds majority of assembly members present and voting at the meeting
- Hold office for not more than two terms of four years each

Presiding Member (PM)
- Elected from among the assembly members
- Elected by at least two thirds majority of all assembly members present and voting at a meeting
- Hold office for two terms of two years each
- Presides over general assembly meetings
- Chairs Public Relations and Complaints Committee meetings
- Not a member of the Executive Committee
- Recipient of internal audit report on behalf of the assembly
- Guarantor of good behavior of assembly members during assembly meeting
- Consulted in the selection of appointed membership of urban, zonal, town councils,
- Presiding member shall be removed from office whenever the Assembly by a majority of at least two-thirds of all the members of the Assembly vote to remove him (Act 462 17[1-6])

Members of Parliament (MPs)
- Briefs the Assembly about the proceedings in Parliament at Assembly meetings
- Provides feedback on projects and programmes that are of interest to the district
- Identifies problems of their electorates so as to advocate for their needs in Parliament
- Guides the Assembly on legislations passed by Parliament to ensure that the Assembly's bye-laws are not in conflict with national legislation
- Member of District Tender Committee

District Coordinating Director (DCD)
• Head of Coordinating Directorate of the District Assembly
• Head of the District bureaucracy
• Responsible for the day to day administration of the Coordinating Directorate of the District Assembly
• Responsible for the implementation of the decisions and plans of the District Assembly
• Secretary to the General Assembly and Executive Committee
• Secretary to the District Assembly Tender Committee

Assembly Member
• He/she educates the electorate on government policies and assembly projects
• He/she supervises, advises and inform unit committees on government policies and the decisions of the assembly
• He/she provides adequate information about their particular community to the Assembly
• He/she lobbies the Assembly adequately on behalf of their communities
• He/she participates actively in assembly and sub-committee meetings
• He/she liaises with public and private institutions/Non Governmental Organizations (NGOs) to attract resources and assistance to his community / electoral area
• He/she initiates and takes part in communal and development activities in his community,
• He/she assists in the monitoring and evaluation of programs and projects in his community.

2.4 Qualities of the District Level Manager

Managing local authorities is a highly competitive field requiring a range of skills and abilities. Managers must be employed on the basis of their administrative and leadership abilities, educational background, and professional experience without regard to political affiliation. Managers must possess the following qualities:
• High ethical standards and demonstration of ethical conduct ,
• Personal integrity
• Ability to enforce the policies and regulations established by the Assembly regardless of personal or political convictions
• Self-confidence, dedication and a willingness to work effectively and efficiently
• Leadership skills and an ability to work with all types of personalities.
• Problem solving ability which requires good decision-making skills and sound judgment.
• Ability to communicate effectively both orally and in writing

Effective managers work well under stress—the job often requires them to work under tight deadlines and close public scrutiny. Above all, a manager must be dedicated to improving the quality of life for the individual and the community.

2.5 Factors that Promote Effective Decision Making

Effective decision making is the basic requirement for an organization to perform effectively. For decision making to be effective, it needs an environment that to facilitates it. The following factors may contribute to the effectiveness of decisions

- **Organisational structure.** The organizational structure should be well defined and conducive to decision making at various levels of the organization. A rigid and highly centralized structure will have the effect of suppressing the decision making activity. But a flexible structure which has the scope for proper delegation of authority is likely to facilitate prompt decision-making and wider acceptance.
- **Proper communication system.** Effective decision making requires machinery for proper communication/information through all the channels within the organization.
- **Standardisation of policies, procedures and rules:** To simplify decision making process, there is the need for the standardization of policies and procedures and rules in the organization. Participative decision making should be encouraged to create room for maximum contribution, cooperation and commitment of subordinates in implementing decisions
- **Training of managers;** Systematic training and various developing programmes should be organized for managers to develop their decision making skills and capabilities
- **Management information systems**. Since decision making is based on the availability of reliable and timely information, a good management information system in the organization can help speed up the decision making process.
- **Application of proper decision making techniques.** Managers should be well versed with the various techniques of decision making so as to apply the appropriate techniques at the appropriate place and time.

2.6 Emerging Local Government Management Issues

The following factors must be carefully considered to address managerial challenges in the local government system:

- LGs have at present Limited autonomy in managing their human resources. Furthermore data on local staff management, staff deployment and qualifications are in fragmented form at local levels limiting in-depth analysis into HR Issues
- Most departments scheduled for decentralization are centrally managed and managed and report through regions and lack effective coordination by the Chief Executive and DCD.

- The staff within the "Central Administration Department are largely centrally recruited, promoted, disciplined and transferred which affects effective management. Only a small group mostly junior staff is completely under MMDA control as they are paid from internally generated revenue.
- Civil servants in the Services (Education and Health etc) have separate systems.
- Attraction and retaining of management staff is problematic in districts considered "remote" or otherwise disadvantaged.
- Weak procedures for staff discipline; district based heads of departments can often only recommend for transfers not dismiss.
- Promotions are largely automatic based on years of service rather than performance
- Little incentive to enhance staff performance in line with local needs
- Management development programmes in LGs is fragmented, duplicative and uncoordinated.
- DDF seeks to systematically assess MMDAs capacities through annual assessment exercise (FOAT) that also determines key capacity building needs of individual LGs. However, DDF system assumes MMDAs can be accountable for their institutional performance, debatable under the present situation

3.0 Key Managerial Skills and Attitudes for Optimal Performance

3.1 Communication

Communication is the major shaping force in the organization. It makes the organizational cooperative system dynamic and links its purpose to the human participants. Communication techniques are considered not only necessary to attain organization purpose but also as a potential problem area for the organization.

District level managers would effectively carry out their management functions by interacting and communicating with others. The communication process is therefore the foundation for the management functions. The nature of managerial tasks requires continuous information sharing as the basis for managing complex interpersonal networks in an organization.

3.1.2 Types of Communication

> **Think about this: Do words really matter?**
> - Our words and those of the people around us shape our understanding of ourselves (compliment).
> - Words bring about empowerment
> - Words can be deceptive
> - Words can hurt
> - Words make up language (language is central to effective speaking and writing)

There are two types of Communication. These are Verbal and Non-Verbal.

I. **Verbal Communication.** It is the use of words in either spoken (oral) or written form. The two main forms are discussed below:

1. **Oral (Spoken) Communication**

Oral communication comes in many forms in an organization such as speaking (as the fastest and most direct type of communication) meetings, conferences, announcements, etc. In the above examples, voice tonality and delivery are important.

Advantages of oral information
- Speed: Once you make contact with your audience, there is no time lag between the transmission and reception of message. This is especially valuable when time is of essence
- Personal attention: The speaker is able to get personal attention of the listener: A manager may spend hours drafting a memo, letter or report only to have a recipient scan it superficially or not read it all. However in a personal contact, the manager has more command over the receiver's attention.

- Instantaneous feedback: It allows immediate feedback supplemented by body language. The person receiving oral communication can combine it with other expressions of the speaker so the message can be better understood.

Limitations of oral information
- No evidence: There is no documentary proof of oral communication and as such the impact of oral communication is purely temporary
- Not suitable in certain cases: When the message to be delivered is too lengthy or complex,
- Not appropriate when the matter is controversial

2. Written communication
Written communication is a powerful medium in all spheres of life. There are many types of written communication e.g. fax messages, letters, memoranda, notices, forms and reports

Advantages of written communication
- It is permanent and can be preserved for future reference. Policy matters, service conditions, confidential orders, instructions etc are effectively and satisfactorily communicated through written communication. it works best as evidence
- It can address a large number of persons at a time. Eg. newspapers
- It leaves lasting impact on the mind of the reader. Eg. Visual representation leaves more lasting impression in the mind of the reader in comparison to oral representation

II. Non Verbal Communication
Non verbal communication refers to communication that involves neither written nor spoken words. Examples Body language (facial expression, eye contact, etc)
- Sign language like symbols, visual aids, audio aids (alarm, bell, siren and drum beat)

3.1.3 Channels of Communication

Communication channels refer to the transmittance of information throughout the organization. It could be formal or informal.

1. Formal Communication Network
This is a network created within the organization to regulate the flow of information to get task done efficiently. The network can be vertical (upwards and downwards) and/or horizontal. Through formal channels, information is passed upward from employees to supervisors and laterally to adjacent departments. Instructions relating to the performance of the department and policies for conducting business are conveyed downward from supervisors to employees.

Merits of formal communication Network
- meets the information needs of the organization
- integrates the various departments within the organization.
- aids coordination and control by providing required information at the right time. Sorts the information for all levels of the organization Restricts unwarranted flow of information

Limitations of Formal Communication Network
- It is time consuming and expensive as it involves many levels of the organizations
- It increases the workload of the line supervisor
- It creates gaps between top executives and lower subordinates

2. Informal Communication Network

Informal communication is based on informal relationships that grow up in an organization. It develops to meet the needs that are not satisfied by formal communication. Sources of informal communication include:
- Grape-vine:- channel mostly associated with rumours and gossip
- Social gatherings:- provides opportunity for various ranks to interact
- Walking around:-where a manager informally walks through the work area and casually talks to employees

Merit of Informal Communication
- It satisfies social needs of members
- It promotes good human relations in organizations
- It works as a chain by connecting people who do not fall in the official chain of command

Limitations of Informal Communication
- Not authentic
- Responsibility cannot be fixed since it is oral in nature and it is difficult to identify the source of the information.
- leads to the generation of rumours within the organization
- Not dependable
- may lead to leakage of confidential report
- spreads incomplete information

Grape-vine: The grape-vine is the communication system of informal organization. It co-exists with management's formal communication system. Since the grape-vine arises from social interaction, it is fickle, dynamic and varied. It is the expression of people's natural motive to communicate. It is the exercise of their freedom of speech and is a natural activity. Wherever people congregate in groups, the grape-vine is sure to develop. Organizations cannot 'fire' the grape-vine because they did not hire it. It is simply there.

Features of the grape vine
- The grape-vine is a well known source of confidential information and more people oriented than issue oriented
- It gives managers much feedback about employees and their jobs.
- It carries information that the formal system does not wish to carry. It is fast flexible, personal and accomplishes so much positively and negatively
- It has the unusual ability to penetrate even the organizations tightest security

Influencing Grape-vine
Managers should learn about the leaders of the grape vine, how it operates and what information it carries. Managers should try to influence the grape-vine to reduce anxiety, conflict as well as its negative effects

Dimensions of Communication

Within an organization, communication may flow vertically, horizontally and diagonally.

Downward Communication

It may be a command, advice or simply information sharing. It occurs whenever messages flow from top to the bottom level of the organisation. Such communication relates to policies, programs, plans, procedures (job, rules, instructions etc), feedback and motivation.

Problems associated with downward communication are that:
- information passes through various hierarchical channels and there is the likelihood that it will be distorted by the time it reaches the targeted audience.
- the message may be insufficient and unclear:
- the message may be too complex to be fully understood within the time available.

Upward Communication

Upward Communication flows from subordinates to superiors and helps the top to know the attitudes, feelings and opinions of the workers. This relates to:

- their grievances, procedures, suggestions, schemes and joint committees.
- subordinate's work performance, appraisal, , feedback of understanding of orders and instructions, ideas, suggestions and personal problems.

There is however an increasing emphasis on upwards communications which involves employees. Upwards communication is important for the following reasons

- It helps managers to understand employees' concerns
- It helps managers to keep more in touch with employees' attitudes and values
- It can alert managers to potential problems
- It can provide managers with workable solutions to problems
- It can provide managers with information that they need for decision making
- It helps employees to feel that they are participating and contributing and can encourage motivation and commitment to future courses of action
- It provides some feedback on the effectiveness of downwards communication, and ideas on how it may be improved
- Successful upwards communication is dependent on easy access to senior managers, sufficient business understanding, an atmosphere of trust with no fear of reprisals, and sufficient feedback

Horizontal Communication

Horizontal communication is the flow of information between persons of the same hierarchical level. Communication between different departments is known as horizontal or lateral. As the activities of different departments are inter-dependent, there is need for proper co-ordination among their activities.

Managers engage in extensive lateral communication which is communication across chains of command this is necessary for job co-ordination within management. Some organizations develop a committee structure at the top level to assist the chief executive in achieving co-ordination and better horizontal communication.

3.1.4 Effective Communication

The ability to communicate effectively is ensuring that the message is received the way it was intended. Therefore, verbal communication, written/visual communication, body language and the imagery must be managed to ensure effectiveness. However, ineffective communication can be the source of potential conflicts. Effective communication must bring mutual understanding or bring about the meeting of the two parties on common ground.

The Six "Cs" of Effective Communication
- Clear
- Complete
- Concise
- Consistent
- Correct
- Courteous

A communicator's effectiveness depends on the following factors (since any of these factors could affect the way in which your message is received):

- The sender: *yourself and your appearance; your body language; knowledge of the issues; credibility and acceptability; capacity to express themselves;*

- The message and its packaging: *Its content, clarity, acceptability, its presentation. What must it include to strike the right chord?*

- The medium through which the message is sent: the method by which you are sending the message: *is it through a person? A letter? A documentary? The language used whether it is clear, understandable, acceptable, appropriate for your intended audience or is it too technical or foreign?*

- The recipient and their characteristics: *what is their position on the issue? Are they ready for this message? What is their history with the issue? Is there something they find acceptable, unacceptable? Can relate to? Cannot relate to? Is the time appropriate for them? Are they tired? Are they hungry?*

- The surrounding environment. *Is there "noise" both actual as well as distractions of any kind? Can people hear you and are they journeying with you? Can something take away their attention?*

Benefits of Effective Communication
- encourages better performance and job satisfaction.
- people understand their jobs better and feel more involved.
- enhances motivation in an organization
- promotes behavioural change

The effective communicator must be required to persuade their audiences, foster dialogue, negotiate, listen and influence, as the occasion may call for. The following sections are devoted to reflecting on each of these skills.

3.1.5 Influencing and Persuasion Skills

Influencing

From your experience, what are some of the tips for influencing that you would give somebody appointed as a facilitator in (a) an economic group (b) the district administration (c) the assembly in the district?

In any given situation, a manager can control, influence or appreciate the circumstances. Influencing is the process through which a person modifies the behaviour or attitude of another. Influencing skills are critical to managers since they work through people.

Influencing a situation by influencing the people involved (by motivating them to see thing your way) suggests that you choose to shape how a situation affects you rather than leaving it to chance. This is being pro-active rather than being re-active (which is a situation in which the individual is driven by the social, physical and work environments).

In order to influence effectively, the manager must appreciate his or her own sources of power and choose the right ones to exercise. These powers include:
   a) power originating from formal, appointed positions (planning officer, presiding member, coordinating director, other)
   b) power arising from the resources you control;
   c) the power resting with you as an individual including your interpersonal skills
   d) other personal qualities such as the capacity to reward or coerce through that person's regard for you;
   e) expertise and particular knowledge of the issue and/or skills gained through training and experience;
   f) personal style and intangible qualities that attract people to you; and
   g) association power: those you are associated with, have access to, network with and those whom, through you, your audience can reach.

The influencer may persuade somebody to act through a good argument including the logical reasons; and or that the particular issues have a personal appeal to the target or matters to that person.

The influencer can also influence the target by pointing out the rewards of a particular action; or may put pressure on the person to act in a certain way in order not attract a certain sanction.

The influencer may choose to appeal to the person's emotions and senses. The facilitator/influencer may draw on the other person's sympathy and trust.

In all of the above strategies for influencing, the personal sources of power are very important. Interpersonal relations and skills, expertise and credibility are not affected by changes in the environment. Position power is. Power that depends on other people such as association and expert is also not always reliable since it draws strength from how others recognize or assign these to you.

Therefore, to influence effectively it is important to consider the facilitator's credibility, style, communication skills and stature. Therefore
- Never give anybody cause to doubt you
- Demonstrate integrity and honesty; be firm-stick to your principles
- Build commitment and trust; let your empathy be genuine
- Seek to communicate well; seek feedback, persuade, listen, dialogue
- Take action in shaping and working on your image.

Question: Think back about an occasion that you were able to persuade somebody to do something or about an issue. What were the factors that brought about your success?

Persuasion skills include:
- knowing what you want to say; how to say it; and saying it;
- determining the kind of response you want and designing your approach towards that
- providing the person with reasons to support what you are saying;
- pointing out the benefits to the person (or the disasters associated with remaining on the opposing side or holding a contrary position, or inaction);
- persisting in your message (especially if the person is wavering) presenting your facts in variety of ways, using vivid language.

Effective persuasion skills required hard work, time and preparation but the results are often worth it. In your preparation, you can consider

1. The target's interests in the subject *(the angle, the areas of emphasis, clear recognition of the rewards etc)*
2. The target's perception of the facilitator *(what they think about that person; what they know about that person; the regard they hold that person in should all be taken into account in selecting the person to lead the persuasion effort)* and
3. The situation vis-à-vis other concerns *(is it important? Is it immediate? Is the timing appropriate? Are people ready for what you are going to say?).*

3.1.6 Dialoguing

From your experience, what tips for dialoguing would you give a manager facilitating a meeting between the district administration/planning coordinating unit/a functional committee and a group or citizens in the district?

A dialogue is a conversation between two parties in which there is effective exchange of information and is aimed at reaching mutually, satisfying conclusions. However, a dialogue can be turned into a debate if the facilitator is not careful. Both encounters involve speaking and listening.

A dialogue involves speaking to share your truth; and listening to hear what you have to say. A debate involves speaking to convince and listening to establish your position ("yes, but..").

Effective dialogue is about
- Active listening (see section below)
- Making enough time to recognize, reflect on and understand what the other party is trying to say
- Enquiry: to understand better not based on your assumptions or in judgement or condemnation
- Speaking about what is exactly relevant, present (here and now) and opening the conversation up;
- Speaking for yourself: what is true of you – what you are hearing, feeling and experiencing. ("I am hearing you say …"; "I feel…").

Therefore, a dialogue involves the following process:

- Initiating the discussions around familiar issues or on a familiar wave-length: what do you have in common that is pertinent to the subject of your discussion? *(In this regard, the culture of the people and the practices of the groups, organizations /institutions involved and the context is important.)*
- Open-ended questions or questions that invite exploration and explanatory answers.
- Discreet sharing of your experiences; but do not burden the other party with your stories, non-stop. What you share must be relevant insights to show familiarity with the issues, lessons learned and promising practices;
- Knowing when and where to stop (for instance, an active silence can be adopted for the other party to choose either to continue or remain silent; silence to take a breath and reflect on the issues).

3.1.7 Negotiation

From your experience, what are some of the tips for negotiation that you would give somebody working on behalf of the assembly with (a) economic and occupational groups in the district (b) the district level departments (c) communities (d) assembly members? Indicate a specific issue.

Negotiation is an essential aspect of district administration work with the assembly's various stakeholders. Negotiation is the process of seeking agreement or reaching a compromise between parties. A set of rules for a negotiator would include the following:

1. Have a thorough knowledge of the subject or what you are going to negotiate on; in other words, do your home work.
2. In preparation, define your interests clearly in the negotiation process; therefore define your maximum interest; the minimum position you want; alternatives or fall-back positions if what you want is not acceptable to the other party (what you would want ideally; what you would settle for; and the level below which you would not want to go). Flexibility is useful.
3. In your preparation, also assess the interest of your partners in the negotiations and try to anticipate the maximum, fall-back and minimum positions of the other party.
4. Be prepared to listen carefully and attentively throughout. Be polite, considerate and thoughtful. Choose your language with care and avoid being provocative, as much as possible.
5. Be patient and collected. If you lose your temper, you may also show poor judgment.
6. Do not reject a proposal from the other party outright. If necessary, ask for an opportunity to go and consider it carefully.

7. The language of the conclusions or agreements should be clear and unambiguous. It should not be subject to differing interpretations. Be sure you are all of the same understanding about your expectations and obligations.

8. After the conclusion of the agreement, if there is follow-up action to be undertaken, do it promptly.

3.1.8 Listening

> *Questions:* Who would you describe as a good listener?
> - What can we learn from their positive characteristics in our work in facilitating participation at the district level?

While we assume that we all have a natural capacity to listen, not everybody is an effective listener.

Effective listening allows you to hear, understand, analyse and utilize the information that is being conveyed to you. Effective listening builds good relationships and the facilitator is more effective when he or she cultivates a listening ear. Listening skills can be practiced and developed. The following are useful practices to this end:
- Practicing active listening and showing a willingness to understand, making an effort and being seen to listen (focus your eye on the speaker)
- Concentrating on what the person is saying and making a conscious effort to follow their issues;
- Conveying to the other person by means of expression and body language that you are following what is being said
- Adopting a active silence especially to indicate understanding where necessary;
- Not interrupting unless it is absolutely necessary to;
- Re-framing the issues you have heard in a question in order to get a better understanding if necessary
- If necessary, acknowledging the conversation in such a way that the person is encouraged to talk ("yes…"; "and….").

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"KNOWLEDGE SPEAKS, BUT WISDOM LISTENS",
JIMI HENDRIX, ROCK MUSICIAN.

</div>

3.2 Performance Management

Case Study

Agyasei is a planning officer at the Obitiyie District Assembly. An annual review meeting has been scheduled in a week's time at which he will among others be making a presentation of the performance of his unit. He is overwhelmed with end-of-the year tasks, including reviewing the annual action plans and budget, responding to management assignments and supervising 5 projects currently being implemented by the Assesmbly. It's a very hectic time, probably the most hectic time of the year. He receives a phone call from the District Coordinating Director's Office through the officer responsible for human resources: "Agyasei, we have not received your performance reviews for your 4 subordinates; they are due by the end of the year and will be part of our annual review reports". "Agyasei thinks, "Oh, those performance reviews… What a waste of my time! ". From his point of view, there is no value in filling out those seemingly meaningless forms. He does not see his subordinates in action because they are in the field collecting data and attending meetings most of the time. All that she knows about their performance is based on their attitudes towards work, which depend more on attendance to work and ability to meet deadlines than the individual effort and motivation of each subordinate. And, nothing happens in terms of rewards, regardless of his ratings. These are challenging times in Obitiyie District Assembly, and salary top ups and allowances are based on seniority rather than on merit. Agyasei has less than three days to turn in his forms. What will he do? He decides to follow the path of least resistance: to please his subordinates and give everyone the maximum possible rating. In this way, Agyasei believes the subordinates will be happy with their ratings and he will not have to deal with complaints or follow-up meetings. He fills out the forms in less than 20 minutes and gets back to his "real job".

Questions
1. Will you describe this as Performance Management?
2. Is this different from what happens in your Assembly?

Notes:
There is something very wrong with this picture, which unfortunately happens all too frequently in many organisations. Although Agyasei's HR department calls this process "performance management" (PM), it is not.

- *Performance management is a continuous process*: It involves setting goals and objectives, observing performance, giving and receiving feedback and ongoing coaching.
- *Alignment with strategic goals.* PM requires managers to ensure that employees' activities and outputs are congruent with the organization's goals and, consequently help the organization gain a competitive advantage. PM therefore creates a direct link between employees' performance and organizational goals and makes their contribution to the organization explicit. Making an explicit link

between an employee's performance objectives and the organizational goals also serves the purpose of establishing a shared understanding about what and how it would be achieved. It is clear from the above case that performance review forms did not provide any useful information regarding the contribution of each of her subordinates to the organisation.

3.2.1 Definition of Performance Management

Performance management is a continuous process of identifying, measuring, and improving the performance of either individuals or teams in alignment of performance with the strategic goals of the organization.

From your experience, what tips for managing performance would you give a manager working in the district administration/planning coordinating unit?

3.2.2 Importance of Performance Management

Difference between Performance Management and Performance Appraisal

A system that involves employee evaluations once a year without an ongoing effort to provide feedback and coaching so that performance can be improved is referred to as a performance appraisal system. Performance appraisal is the systematic description of an employee's strengths and weaknesses. Performance appraisal is an important component of performance management

Advantages of Performance Management
1. *Motivation to perform is increased.* Receiving feedback about one's performance increases the motivation for future performance.
2. *Self-esteem is increased. Receiving* feedback about one's performance fulfils a human need of being recognized and valued at work.
3. *Managers gain insight about subordinates.* Direct supervisors and other managers, involved in appraising gain new insights about the appraisee. This will help the manager build a better relationship with appraisee
4. *The definitions of job and criteria are clarified.* The job of the appraisee may be clarified and defined more clearly. In other words, employees gain a better understanding of the behaviours and results required of their specific position, as well as a better understanding of what it takes to be a successful performer.
5. *Fair and Appropriate Administrative actions.* Performance management system provides valid information about performance that can be used for administrative actions such as increments based on merit, promotions, transfers as well as terminations. In general, a performance management system helps ensure that rewards are distributed fairly
6. *Clear Organizational goals. The goals of the* organization are made clear and the employee understands how /he contributes to the success of the organization. PM can help improve employee acceptance of the wider goals of the organization.

7. *Employees become more competent.* The performance management system establishes sound foundation for improvement in employees performance

Disadvantages of Poorly Implemented Performance Management Systems
1. *Increased employee turnover.* If the performance management system is not fairly implemented, employees may become upset and quit the organization or withdraw psychologically
3. *Lowered self-esteem.* Self-esteem may be lowered if feedback is provided in an inappropriate *and* inaccurate way. This, in turn, can create employee resentment.
4. *Waste of time and money.* Performance management systems are costly and time consuming. Thus resources are wasted when systems are poorly designed and implemented.
5. *Damaged relationships.* a deficient system may damage the relationship between management and staff.
6. *Decreased motivation to perform.* Motivation may be lowered with the feeling that increased performance is not translated into meaningful tangible or intangible rewards.

3.2.3 Performance Management Systems

Aims and Role of PM Systems
The information collected by a performance management system is most frequently used for salary administration, performance feedback, and the identification of employee strengths and weaknesses. In general, however, performance management systems can serve the following six purposes:
- strategic
- administrative
- informational
- developmental
- organizational maintenance and
- documentation

1. **Strategic Purpose**
The performance management system is to help top management achieve strategic objectives. Linking organizational goals with individual goals, the system reinforces behaviours consistent with the attainment of these goals. The merger of individual goals with organizational goals serves as a way to communicate what are the most crucial strategic initiatives.

2. **Administrative Purpose**
Performance management system furnishes valid and useful information for making administrative decisions about employees. Such decisions include salary adjustments, promotions, employee retention etc.

2. Informational Purpose

Performance management system serves as an important communication device. It informs employees about their performance and the specific areas that need improvement. Also it provides information regarding the organization's as well as the supervisor's expectations and what aspects of work the supervisor believes are most important.

Employees receive information about themselves that can help them individualize their career paths both in the short and long-terms.

3. Organizational Maintenance Purpose

Performance management system helps in assessing future training needs, evaluation of performance achievements at the organizational level, and evaluating the effectiveness of HR interventions (e.g. whether employees perform at higher levels after participating in a training program) these activities cannot be conducted effectively in the absence of a good performance management system.

4. Documentation Purpose

Finally, performance management systems allow organizations to collect useful information that can be used for several documentation purposes. First, performance data can be used to validate newly proposed selection instruments. For example, a newly developed test of computer literacy can be administered to all administrative personnel. Then, scores on the test can be paired with scores collected through the performance management system. If scores on the test and on the performance measure are correlated, then the test can be used with future applicants for the administrative positions. Secondly, performance management systems allow for the documentation of important administrative decisions. This information can be especially useful in the case of litigation.

Workplace Performance can be decomposed into three distinctive directions:

♦ **Strategic Performance**: How is the workplace supporting the mission, goals and objectives of the business?

♦ **Worker Performance**: How well are the workers who use the workplace performing their functions?

♦ **Workplace Effectiveness**: How effectively does the workplace support the performance of the workers?

MODULE 2: LEADERSHIP IN ASSEMBLIES

Introduction

The role of local government authorities is being re-defined as changes continue in the complex system of local governance in Ghana. The changes will need to be supported by a programme of organisation development and careful attention to training and development to encourage new ways of thinking and a co-ordinated approach. Local governments' structures are designed to support service delivery. The crucial role of providing effective leadership is imperative in all assemblies for a responsive local service delivery.

This course is to enable leaders and all those involved in local governance to understand what is reshaping the agenda of leadership and its implications for self development and the way in which local authorities will have to function.

Objectives

The objectives are to:
- introduce participants to the meaning, concept and practice of leadership as distinct from management;
- equip participants with tools for examining and adopting appropriate leadership styles
- analyse leadership challenges in MMDAs and propose ways of deepening effective leadership.

Content
- The concept and meaning of Leadership
- Application of Leadership Theories
- Principles of Leadership
- Characteristics of Leadership
- Importance of Leadership in MMDAs
- Leadership Development
- Leadership and Character
- Effective Leadership Behaviours and Attitudes
- Application of Leadership Styles
- Leadership and Time Management
- Leadership and Human Behaviour Models
- Leadership and Management Compared

Methodology
- Power Point Presentation
- Questions and Answers
- Discussion
- Case Study
- Experience sharing
- Group Work and Plenary

Materials: Projector, LapTop, Flip Chart, Markets, etc.

Duration: 10 hours

4.0 The Concept and Meaning of Leadership

4.1 Introduction

Good leaders are **made** not born. Good leaders develop through a never ending process of self-study, education, training, and experience. To inspire staff into higher levels of teamwork, there are certain things a leader must **be, know,** and **do**. Good leaders are continually working and studying to improve their leadership skills; they are NOT resting on their laurels.

Leadership is a process by which a person influences others to accomplish an objective and directs the organization in a way that makes it more cohesive and coherent. The most common ideas expressed in the definition of leadership include exerting influence, motivating and inspiring, helping others realize their potential, leading by example, decision making, and selflessness and making a difference.

Leaders carry out this process by applying their leadership attributes such as beliefs, ethics, character, knowledge and skills. All these attributes are affected in a dynamic relational process involving interactions among leaders, followers and sometimes persons outside the constituency of the leader. To every 'leadership', there should be a 'followership'.

Exercise
Leadership Self-Assessment Activity

This survey is designed to provide you with feedback about your level of preference or comfort with leadership characteristics and skills.

Circle the number on the scale that you believe comes closest to your skill or task level. Be honest about your choices as there are no rights or wrong answers - it is only for your own self-assessment.

This assessment will help you to determine what skills and abilities you can continue to improve (Strengths) and what skills and abilities you need to develop (Opportunities for growth).

		Very Strong	Moderately Strong	Adequate	Moderately Weak	Very Weak
1.	I enjoy communicating with others.	5	4	3	2	1
2.	I am honest and fair.	5	4	3	2	1
3.	I make decisions with input from others.	5	4	3	2	1
4.	My actions are consistent.	5	4	3	2	1
5.	I give others the information they need to do their jobs.	5	4	3	2	1
6.	I keep focused through follow-up.	5	4	3	2	1
7.	I listen to feedback and ask questions.	5	4	3	2	1
8.	I show loyalty to the assembly and to other staff.	5	4	3	2	1
9.	I create an atmosphere of growth.	5	4	3	2	1
10.	I have wide visibility.	5	4	3	2	1
11.	I give praise and recognition.	5	4	3	2	1
12.	I criticize constructively and address problems.	5	4	3	2	1
13.	I develop plans.	5	4	3	2	1
14.	I have a vision of where we are going and set long term goals.	5	4	3	2	1
15.	I set objectives and follow them through to completion.	5	4	3	2	1

16.	I display tolerance and flexibility.	5	4	3	2	1
17.	I can be assertive when needed.	5	4	3	2	1
18.	I am a champion of change.	5	4	3	2	1
19.	I treat others with respect and dignity.	5	4	3	2	1
20.	I make myself available and accessible.	5	4	3	2	1
21.	I want to take charge.	5	4	3	2	1
22.	I accept ownership for team decisions.	5	4	3	2	1
23.	I set guidelines for how others are to treat one another.	5	4	3	2	1
24.	I manage by "walking around" .	5	4	3	2	1
25.	I am close to the assembly and have a broad view of where we are going.	5	4	3	2	1
26.	I coach team members.	5	4	3	2	1
27.	I determine manpower requirements for my department and write job descriptions for them.	5	4	3	2	1
28.	I interview and select the most qualified candidate (if possible).	5	4	3	2	1
29.	I provide new staff with on-the-job training.	5	4	3	2	1
30.	I determine resources, material, and supply	5	4	3	2	1

	requirements for my department.					
31.	I developed a budget for my department.	5	4	3	2	1
32.	I can respond to any staff member who is upset with me or someone else in the assembly.	5	4	3	2	1
33.	I have counseled staff who have personal problems (family, health, financial).	5	4	3	2	1
34.	I react to situations in which the quality of staff work goes into a decline.	5	4	3	2	1
35.	I deal with staff who have performance issues, such as suspected of substance abuse or chronically late.	5	4	3	2	1
36.	I reward staff for good performances.	5	4	3	2	1
37.	I conduct formal staff performance appraisals.	5	4	3	2	1
38.	I can make a presentation to a group of peers and/or seniors.	5	4	3	2	1
39.	I write reports to be distributed to a group of peers and/or seniors.	5	4	3	2	1
40.	I have a deep-rooted understanding of the functions of the assembly.	5	4	3	2	1
41.	I am curious.	5	4	3	2	1
42.	I know how to market the assembly.	5	4	3	2	1

43.	I am a good learner.	5	4	3	2	1
44.	I know how to influence people and get support.	5	4	3	2	1
45.	I admit my mistakes and take responsibility for my actions.	5	4	3	2	1
46.	I like to talk to people and I am a great listener.	5	4	3	2	1
47.	I am a good delegator.	5	4	3	2	1
48.	I can separate the important issues from inconsequential ones.	5	4	3	2	1
49.	I have integrity and can be trusted.	5	4	3	2	1
50.	I am political only when needed.	5	4	3	2	1
	TOTAL					

Total score for all 5 columns: _____ Final Score

Scoring

Total each of the five columns and then add the five columns together for your final score. The maximum score is 250 while the minimum score is 50.

As mentioned earlier, there are no rights or wrong answers. The survey is designed to show you the areas you need to improve. Your lowest scoring answers are the areas you need to improve. Use the table below for a general guideline of where you stand.
- 175 and above - You are well on your way to becoming a leader.
- 125 to 174 - You are getting close.
- 124 and below - Don't Give up! Many before you have continued with their studies to become some of the finest leaders around.

4.2 Application of Leadership Theories

Many theories of Leadership state that there are **three basic ways** to explain how people become leaders. The first two explain leadership development for a small number of people. These theories are:

- **Trait Theory**: Some personality traits may lead people naturally into leadership roles. For example becoming a leader by a birthright or an extravert.
- **Great Events Theory**: A crisis or important event may cause a person to rise to the occasion, which brings out extraordinary leadership qualities in an ordinary person. .
- **Transformational Leadership Theory**: People can choose to become leaders. People can learn leadership skills. It is the most widely accepted theory today and the premise on which this manual is based.

Leadership Models

Organizations consist of three components:

1. The *structure* which gives the organization its form and dictates the way it will interact.
2. The *followers* who respond to the structure and the leaders.
3. The *leaders* who determine the ultimate effectiveness of the organization as the character and skills that they bring determine the way problems are solved and tasks are accomplished.

Leadership models help to understand what makes leaders act the way they do. The ideal is *not to lock oneself into a type of behaviour discussed in the model, but to realize that every situation calls for a different approach or behaviour to be taken*.

Four Framework Approach

In the *Four Framework Approach,* Bolman and Deal (1991) suggest that leaders display leadership behaviors in one of *four types of frameworks*: **Structural, Human Resource, Political, or Symbolic**. The style can either be effective or ineffective, depending upon the chosen behavior in certain situations.

Structural Framework

Structural Leaders focus on structure, strategy, environment, implementation, experimentation, and adaptation. In an effective leadership situation, the leader is a social architect whose leadership style is based on analysis and design, while in an ineffective leadership situation, the leader is a petty tyrant whose leadership style is anchored on details. .

Human Resource Framework

Human Resource Leaders believe in people and communicate that belief; they are visible and accessible; they empower, increase participation, support, share information, and move decision making down into the organization. In an effective

leadership situation, the leader is a catalyst and servant whose leadership style is supportive, advocacy and empowerment while in an ineffective leadership situation; the leader is a pushover, whose leadership style is abdication and fraud..

Political Framework

Political leaders clarify what they want and what they can get; they assess the distribution of power and interests; they build linkages to other stakeholders, use persuasion first, and then use negotiation and coercion only if necessary. In an effective leadership situation, the leader is an advocate, whose leadership style is coalition building. While in an ineffective leadership situation, the leader is a hustler, whose leadership style is manipulation.

Symbolic Framework

Symbolic leaders view organizations as a stage or theater to play certain roles and give impressions; these leaders use symbols to capture attention; they try to frame experience by providing plausible interpretations of experiences; they discover and communicate a vision. In an effective leadership situation, the leader is a prophet, whose leadership style is inspiration, while in an ineffective leadership situation, the leader is a fanatic or fool, whose leadership style is smoke and mirrors.

NB:

This framework approach suggests that leaders can be put into one of these four categories and there are times when one approach is appropriate and times when it would not be. Any one of these approaches alone would be inadequate, thus we should strive to be conscious of all four approaches, and not just rely on one or two. For example, during a major institutional change, a structural leadership style may be more effective than a visionary leadership style; while during a period when strong growth is needed, the visionary approach may be better. We also need to understand ourselves as each of us tends to have a preferred approach. We need to be conscious of this at all times and be aware of the limitations of our favoring just one approach.

4.3 Principles of Leadership

There are certain principles, factors and qualities underlying effective leadership. Some of them are:

1. **Know yourself and seek self-improvement** - In order to know yourself, you have to understand your *be, know,* and *do,* attributes. Seeking self-improvement means continually strengthening your attributes. This can be accomplished through self-study, formal classes, reflection, and interacting with others.

2. **Be technically proficient** - As a leader, you must know your job and have a solid familiarity with others' tasks.

3. **Seek responsibility and take responsibility for your actions** - Search for ways to guide your department/assembly to new heights. And when things go wrong, do not blame others. Analyze the situation, take corrective action, and move on to the next challenge.

4. **Make sound and timely decisions** - Use good problem solving, decision making, and planning tools.

5. **Set the example** - Be a good role model for your staff. They must not only hear what they are expected to do, but also see. *We must become the change we want to see* - Mahatma Gandhi

6. **Know your staff and look out for their well-being** - Know human behaviour and the importance of sincerely caring for your staff.

7. **Keep your staff informed** - Know how to communicate with not only your subordinates, but also seniors and other key people.

8. **Develop a sense of responsibility in your staff** - Help to develop good character traits that will help them carry out their professional responsibilities.

9. **Ensure that tasks are understood, supervised, and accomplished** - Communication is the key to this responsibility.

4.3.1 Leadership Factors

There are four major factors in leadership:

Follower Different people require different styles of leadership. For example, a new worker requires more supervision than an experienced employee. A person who lacks motivation requires a different approach than one with a high degree of motivation. The fundamental starting point is having a good understanding of human nature, such as needs, emotions, and motivation. You must come to know your employees' *be, know,* and *do* attributes.

Leader
You must have an honest understanding of who you are, what you know, and what you can do. Also, note that followers, not the leader, determine if a leader is successful. To be successful you have to convince your followers that you are worthy of being followed. Can the blind lead the blind?

Communication

Leadership is done *through* two-way communication of which much is nonverbal. For instance, "setting example that communicates to followers on the right thing to be done. Communication either builds or harms the relationship between a leader and his/her followers.

Situation

The difference in situations requires that the leader decides the best course of action For example, you may need to confront an employee for inappropriate behavior, but if the confrontation is too late or too early, too harsh or too weak, then the results may prove ineffective.

Various forces affect different situations. Examples of forces are relationship with superiors, skill of staff, informal leaders within the Assembly, and the organizational set-up.

4.3.2 Leadership Qualities

Built on BE, KNOW and DO

BE a professional. Examples: Be loyal to the Assembly, perform selfless service, take personal responsibility.

BE a professional who possesses good character traits. Examples: Honesty, competence, candor, commitment, integrity, courage, straightforwardness, imagination.

KNOW the four factors of leadership - follower, leader, communication and situation.

KNOW yourself. Examples: strengths and weakness of character, knowledge, and skills.

KNOW your job. Examples: proficiency and ability to train others.

KNOW your Assembly. Examples: where to go for help, its environment, who the unofficial leaders are, etc.

DO provide direction. Examples: goal setting, problem solving, decision making, planning, etc.

DO implement. Examples: communicating, coordinating, supervising, evaluating, etc.

DO motivate. Examples: develop morale and *esprit de corps* in the organization, train, coach, counsel, etc.

4.4 Leadership Development

Leadership development can be achieved through various means such as:

- Education and training
- Job experience
- Coaching, etc

Two major components of leadership development are:

- Self awareness and
- Self discipline

Self awareness

It is about clear and deep processing of feedback about oneself to improve personal effectiveness. When a challenge is faced the leader asks himself/herself the role that s/he has played to bring about the situation. For example when key district officers write to the head office requesting a transfer, an effective leader will not write the occurrence off by putting it on external reasons (single loop learning). For instance concluding that the staff members are not interested in working in the district or the district lacks incentives to retain them. Rather s/he will ask what role has s/he played in terms of leadership to bring about the situation? Such self-reflective analysis leads to creation of self-awareness.

In addressing the challenge, the leader will take pragmatic steps by requesting for exit interviews to determine whether his/her leadership style is a contributory factor of the transfer requests by staff. As Chris Argyris (1978) mentioned there are two forms of leadership learning in self-awareness:

a. *Single loop learning:*

It refers to defensive thinking in which the leader seeks minimum feed back that may impact negatively on his/her basic ideas or actions. An example is blaming the request for transfer on external factors (eg; the district not having attractive incentives) as mentioned in the example.

b. *Double loop learning:*

It refers to in-depth introspection in which the leader uses feed back to confront the validity of goal or values implicit in the situation including his/her personal ideas and actions. By questioning the efficacy of his/her leadership style, the leader is engaged in double loop learning. This enables the leader to learn and profit from the feed-back.

Self discipline

Self-discipline refers to mobilizing one's effort and energy to stay focused on achieving a desired result. It is necessary because of the pressures of work and the diversions. For instance, if a person identifies a developmental need (eg. weak communication skills) he/she must put himself/herself to training and continuously monitor the application of skills and progress.

4.4.1 Leadership and Character

Assemblies need leaders with both strong and good character, people who will guide them to the future and show that they can be trusted.

To be an effective leader, your followers must have **trust** in you and they need to share your vision. In any organization, *a leader's actions set the pace*. This behaviour wins trust, loyalty, and ensures the organization's continued vitality. One of the ways to build trust is to *display a good sense of character* composed of beliefs, values, skills, and traits:

Beliefs are what we hold dear to us and are rooted deeply within us. They could be assumptions or convictions that we hold true regarding people, concepts, or things. They could be the beliefs about life, death, religion, what is good, what is bad, what is human nature, etc.

Values are attitudes about the worth of people, concepts, or things. For example, you might value a good car, home, friendship, personal comfort, or relatives. Values are important as they influence a person's behavior to weigh the importance of alternatives. For example, you might value friends more than privacy, while others might be the opposite.

Skills are the knowledge and abilities that a person gains throughout life. The ability to learn a new skill varies with each individual. Some skills come almost naturally, while others come only by complete devotion to study and practice.

Traits are distinguishing qualities or characteristics of a person, while character is the sum total of these traits.

Attributes

Attributes establish what leaders are and every leader needs at least three of them:

Standard Bearers establish the ethical framework within an assembly. This requires a commitment to defend the climate and culture expected to permeate the assembly. What is set as an example would eventually become the rule. Unlike knowledge, ethical behavior is learned more by observing than by listening. Being a standard bearer creates trust and openness among employees, and in turn helps fulfil organizational goals and visions.

Developers are effective leaders who mentor others through teaching, training, and coaching resulting in an exciting work environment. Never miss an opportunity to teach or learn something new yourself. Coaching suggests caring enough to get involved by encouraging and developing others who are less experienced.

Integrators

Effective leaders orchestrate activities that take place throughout the assembly by providing a view of the future and the ability to obtain it. Success can only be achieved when there is a unity of effort. Integrators have a sixth sense about where problems will occur and make their presence felt during critical times. They know that their staff does their best when they are left to work within a vision-based framework.

Traits (acronym - JJ did tie buckle)

- **J**ustice
- **J**udgment
- **D**ependability
- **I**nitiative
- **D**ecisiveness
- **T**act
- **I**ntegrity
- **E**nthusiasm
- **B**earing
- **U**nselfishness
- **C**ourage
- **K**nowledge
- **L**oyalty
- **E**ndurance

4.4.2 Leadership and Management Compared

Managers are people who do things right, while leaders are people who do the right things. - Warren Bennis, Ph.D. On Becoming a Leader

Leadership is the setting of new direction or vision for a group to follow. The leader is the spearhead for that new direction. Management controls or directs people/resources in a group according to principles or values that have already been established. A typical illustration of the difference between leadership and management is what happens when you have one without the other.

Warren Bennis (1990) states the following as some of the differences:
- The manager administers, the leader innovates
- The manager copies, the leader is an original
- The manager maintains, the leader develops
- The manager focuses on systems and structure, the leader focuses on people
- The manager relies on control, the leader inspires trust
- The manager has a short range view, the leader has a long range perspective
- The manager asks how and when, the leader asks what and why

- The manager has eyes always on the bottom line, the leader's eyes are on the horizon
- The manager imitates, the leader originates
- The manager accepts the status quo, the leader challenges it
- The manager is the classic good soldier, leaders are their own people
- The manager does things right, the leader does the right thing

Leadership without management

Sets a direction or vision that others follow, without considering too much how the new direction is going to be achieved. Other people then have to work hard in the trail that is left behind, picking up the pieces and making it work.

Management without leadership

Management controls resources to maintain the status quo or ensure things happen according to already-established plans. E.g.: a referee manages a sports game, but does not usually provide "leadership" because there is no new change, no new direction - the referee is controlling resources to ensure that the laws of the game are followed and status quo is maintained. *Leadership combined with management* sets a new direction and manages the resources to achieve it.

4.5 Importance of Leadership in MMDAs

Effective leadership is critical for assemblies to deliver on their mandates as executive, deliberative and legislative institutions for local development. Dynamic Leadership is needed in the face of:
- the challenging environment of assemblies particularly the political and administrative dichotomy
- general and broad functions that assemblies are to perform
- motivational issues and the quest for increased performance in Assemblies
- developmental challenges
- diffused stakeholders and varied interests that must be managed

An effective leadership will motivate all stakeholders for partnership, commitment and resource mobilisation. It will add value to local governance in no small way and drive assemblies towards the realisation of their mandate. Assemblies should be strategic and devise pragmatic methods for increasing service delivery and efficient use of resources.

4.5.1 Leadership and the Environment

Every assembly has a particular work environment, which dictates to a considerable degree how its leaders respond to problems and opportunities. Leaders exert influence on the environment via three types of actions:

NB:

1. The goals and performance standards they establish;
2. The values they establish for the organization.
3. The service and client concepts they establish.

Values reflect the concern the institution has for its staff, clients, stakeholders and the community. These values define the manner in which service will be delivered.

Concepts define what products or services the institution will offer and the methods and processes for service delivery. These goals, values, and concepts make up the institution's "personality" or how it is observed by both outsiders and insiders. This personality defines the roles, relationships, rewards, and rites that take place.

4.5.2 Effective Leadership Behaviours and Attitudes

Exercise

Instructions:

1. Have the learners complete the 18 items in the Questionnaire section.
2. Next, have them transfer their answers to the two respective columns provided in the scoring section. Total the score in each column and multiply each total by 0.2. For example, in the first column (People), if the learner answered 5, 3, 4, 4, 3, 2, 5, 4, 3 then his or her final score is = 33 X 0.2 = 6.6.
3. The total score for the fist column (people) is plotted on vertical axis in the matrix section, while the total score for the second column (Task) is plotted on the horizontal axis. For a sample, see Example. Finally, have the learners intersect the lines to see which leadership dimension they normally operate out of:
    o Authoritarian
    o Impoverished
    o Team Leader
    o Country Club

Questionnaire

Below is a list of statements about leadership behavior. Read each one carefully, then, using the following scale, decide the extent to which it actually applies to you. For best results, answer as truthfully as possible.

	never		**sometimes**		**always**	
	0	**1**	**2**	**3**	**4**	**5**

1. _____ I encourage my team to participate when it comes to decision making and I try to implement their ideas and suggestions.
2. _____ Nothing is more important than accomplishing a goal or task.
3. _____ I closely monitor the schedule to ensure a task or project will be completed in time.
4. _____ I enjoy coaching people on new tasks and procedures.
5. _____ The more challenging a task is, the more I enjoy it.
6. _____ I encourage my staff to be creative about their job.
7. _____ When seeing a complex task through to completion, I ensure that every detail is accounted for.
8. _____ I find it easy to carry out several complicated tasks at the same time.
9. _____ I enjoy reading articles, books, and journals about training, leadership, and psychology; and then putting what I have read into action.
10. _____ When correcting mistakes, I do not worry about jeopardizing relationships.
11. _____ I manage my time very efficiently.
12. _____ I enjoy explaining the intricacies and details of a complex task or project to my staff.
13. _____ Breaking large projects into small manageable tasks is second nature to me.
14. _____ Nothing is more important than building a great team.
15. _____ I enjoy analyzing problems.
16. _____ I honor other people's boundaries.
17. _____ Counseling my staff to improve their performance or behavior is second nature of me.
18. _____ I enjoy reading articles, books, and trade journals about my profession; and then implementing the new procedures I have learned.

Scoring Section

After completing the Questionnaire, transfer your answers to the spaces below:

People	*Task*
Question	**Question**
1._____	**2.**_____
4._____	**3.**_____
6._____	**5.**_____
9._____	**7.**_____
10._____	**8.**_____
12._____	**11.**_____
14._____	**13.**_____
16._____	**15.**_____
17._____	**18.**_____
TOTAL _____	**TOTAL** _____
X 0.2 = _____	X 0.2 _____
(multiply the Total by 0.2 to get your final score)	(multiply the Total by 0.2 to get your final score)

Matrix Section

Plot your final scores on the graph below by drawing a horizontal line from the approximate people score (vertical axis) to the right of the matrix, and drawing a vertical line from the approximate task score on the horizontal axis to the top of the matrix. Then, draw two lines from each dot until they intersect. The area of intersection is the leadership dimension that you operate out of.

People

Country Club		**Team Leader**
Impoverished		**Authoritarian**
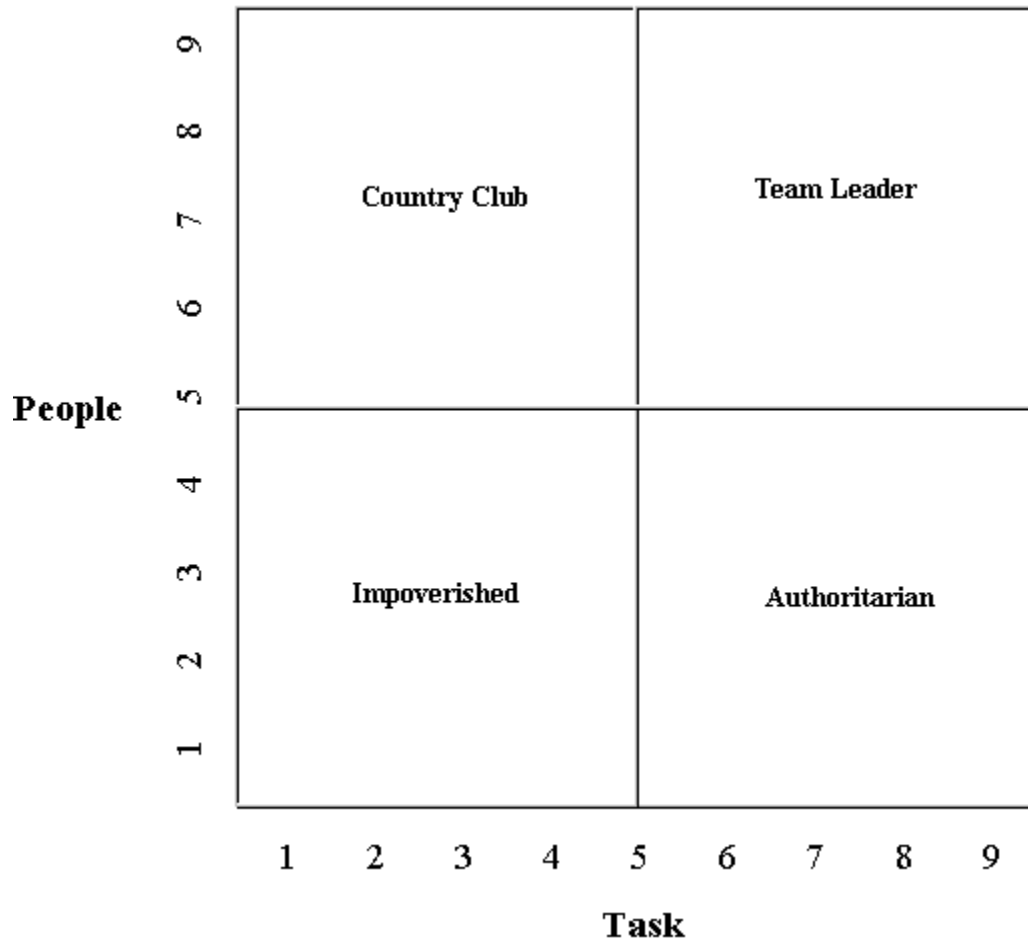
Task

Example
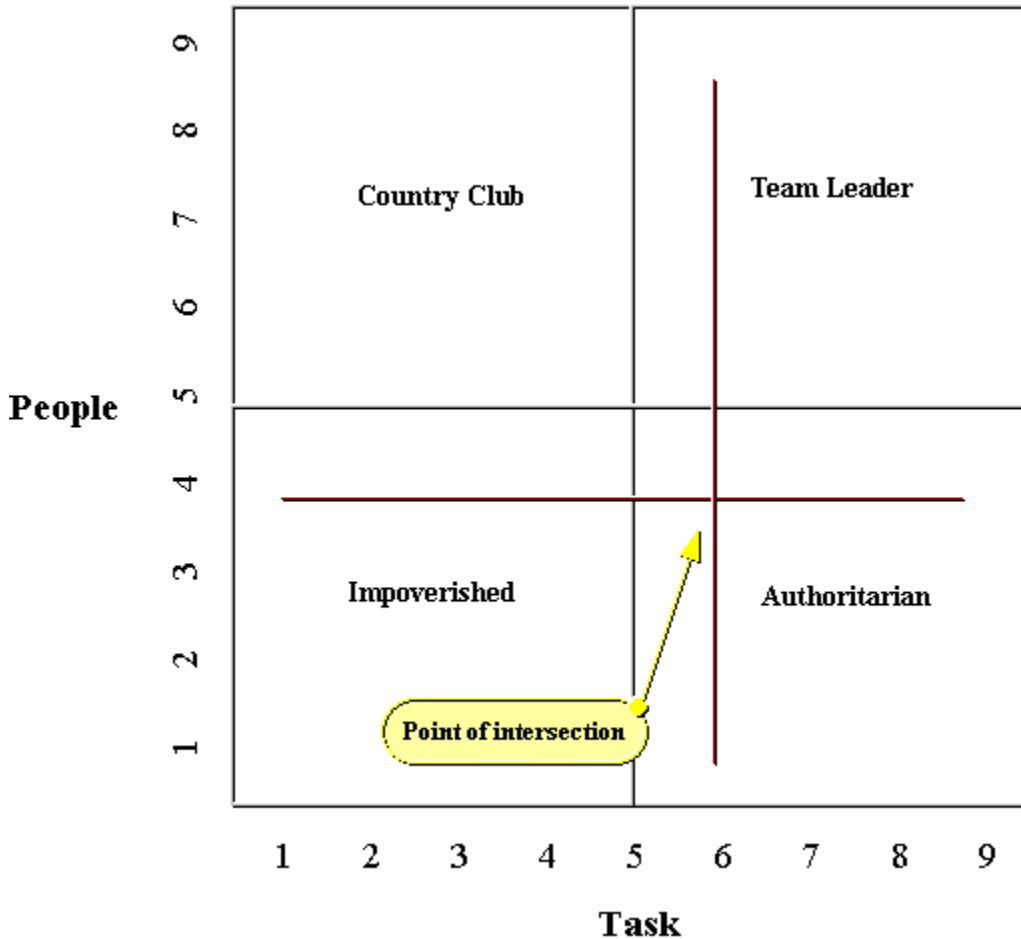
Task

The above sample shows a score of 4 in the **people** section and a score of 6 in the **task** section. The quad where the two lines intersect is the leadership style, in this case -- **Authoritarian** section.

The Results

This chart will give you an idea of your leadership style. But, like any other instrument that attempts to profile a person, you have to take in other factors, such as, how your subordinate and staff rate you as a leader.

You should review the statements in the survey and reflect on the low scores by asking yourself, **"If I scored higher in that area, would I be a more effective leader?"** And if the answer is yes, then it should become a **personal action item**.

Effective leadership behaviours and attitudes can be studied under the themes of
- Task related attitudes and behaviours
- Relationship-Oriented Attitudes and Behaviours
- Super Leadership

Task related attitudes and behaviours

The relationship focuses more on the task to be performed rather than the inter-personal aspect of leadership.

Attributes
- Adaptability
- Direction setting
- High performance standards
- Risk taking and bias for action
- Frequent feed back
- Strong client orientation

Relationship-Oriented Attitudes and Behaviours
Leadership involves influencing people. The relationship focuses more on inter-personal relationships rather than just the task to be performed.

Attributes
- Alignment of people
- Mobilisation
- Concept building
- Inspiration
- Satisfaction of human needs
- Emotional Support and encouragement
- Promotion of principles and values

Super Leadership
Super leadership is at the heart of empowerment. It refers to the one who leads others to lead themselves. A super leader acts as a teacher and a coach but not as a director. S/he inspires others to motivate themselves. This makes people become self-directing with minimum external control. Such leaders teach people how to develop productive thinking – to enable them gain control over their own behaviours. As a model of constructive thought patterns the super leader minimises expressing pessimistic, self-critical thoughts to people. S/he rewards employees when they think constructively.

Attributes
- Identification and replacement of destructive beliefs and assumptions
- Positive and constructive self-talk
- Visualisation of methods for effective performance

4.5.3 Application of Leadership Styles

A. Leadership Style Survey

Directions

This questionnaire contains statements about leadership style beliefs. Next to each statement, circle the number that represents how strongly you feel about the statement by using the following scoring system:

o   Almost Always True - 5
o   Frequently True - 4
o   Occasionally True - 3
o   Seldom True - 2
o   Almost Never True - 1

Be honest about your choices as there are no right or wrong answers - it is only for your own self-assessment.

Leadership Style Survey

		Almost Always True	Frequently True	Occasionally True	Seldom True	Almost Never True
1.	I always retain the final decision making authority within my department or team.	5	4	3	2	1
2.	I always try to	5	4	3	2	1

	include one or more staff in determining what to do and how to do it. However, I maintain the final decision making authority.				
3.	I and my staff always vote whenever a major decision has to be made.	5	4	3	2	1
4.	I do not consider suggestions made by my staff as I do not have the time for them.	5	4	3	2	1
5.	I ask for staff ideas and input on upcoming plans and projects.	5	4	3	2	1

6.	For a major decision to pass in my department, it must have the approval of each individual or the majority.	5	4	3	2	1
7.	I tell my staff what has to be done and how it must be done.	5	4	3	2	1
8.	When things go wrong and I need to create a strategy to keep a project or process running on schedule, I call a meeting to get my employee's advice.	5	4	3	2	1
9.	To get information out, I send it	5	4	3	2	1

	by email, memos, or voice mail; very rarely is a meeting called. My staff are then expected to act upon the information.				
10.	When someone makes a mistake, I tell him/her not to ever do that again and make a note of it.	5	4	3	2	1
11.	I want to create an environment where the staff can take ownership of the project. I allow them to participate in the decision making process.	5	4	3	2	1

12.	I allow my staff to determine what needs to be done and how to do it.	5	4	3	2	1
13.	New hires are not allowed to make any decision unless it is approved by me first.	5	4	3	2	1
14.	I ask staff for their vision of where they see their jobs going and then use their vision where appropriate.	5	4	3	2	1
15.	My workers know more about their jobs than me, so I allow them to carry out the decisions to do their job.	5	4	3	2	1

16.	When something goes wrong, I tell my staff that a procedure is not working correctly and I establish a new one.	5	4	3	2	1
17.	I allow my staff to set priorities with my guidance.	5	4	3	2	1
18.	I delegate tasks in order to implement a new procedure or process.	5	4	3	2	1
19.	I closely monitor my staff to ensure they are performing correctly.	5	4	3	2	1
20.	When there are differences in role	5	4	3	2	1

	expectations, I work with them to resolve the differences.				
21.	Each individual is responsible for defining their job.	5	4	3	2	1
22.	I like the power that my leadership position holds over subordinates.	5	4	3	2	1
23.	I like to use my leadership power to help subordinates grow.	5	4	3	2	1
24.	I like to share my leadership power with my subordinates.	5	4	3	2	1
25.	Staff must be directed or threatened	5	4	3	2	1

	with punishment in order to get them to achieve the organizational objectives.				
26.	Staff will exercise self-direction if they are committed to the objectives.	5	4	3	2	1
27.	Staff have the right to determine their own organizational objectives.	5	4	3	2	1
28.	Staff seek mainly security.	5	4	3	2	1
29.	Staff know how to use creativity and ingenuity to solve organizational problems.	5	4	3	2	1

30.	My staff can lead themselves just as well as I can.	5	4	3	2	1

In the fill-in lines below, mark the score of each item on the questionnaire. For example, if you scored item one with a 3 (Occasionally), then enter a 3 next to Item One. When you have entered all the scores for each question, total each of the three columns.

Item	Score	Item	Score	Item	Score
1	_____	2	_____	3	_____
4	_____	5	_____	6	_____
7	_____	8	_____	9	_____
10	_____	11	_____	12	_____
13	_____	14	_____	15	_____
16	_____	17	_____	18	_____
19	_____	20	_____	21	_____
22	_____	23	_____	24	_____
25	_____	26	_____	27	_____
28	_____	29	_____	30	_____
TOTAL	_____	**TOTAL**	_____	**TOTAL**	_____

	Authoritarian Style		Participative Style		Delegative Style
	(autocratic)		(democratic)		(free reign)

This questionnaire is to help you assess what leadership style you normally operate out of. The lowest score possible for any stage is 10 (Almost never) while the highest score possible for any stage is 50 (Almost always).

The highest of the three scores indicates what style of leadership you normally use. If your highest score is 40 or more, it is a strong indicator of your normal style.

The lowest of the three scores is an indicator of the style you least use. If your lowest score is 20 or less, it is a strong indicator that you normally do not operate out of this mode.

If two of the scores are close to the same, you might be going through a transition phase, either personally or at work, except if you score high in both the participative and the delegative then you are probably a delegative leader.

If there is only a small difference between the three scores, then this indicates that you have no clear perception of the mode you operate out of, or you are a new leader and are trying to feel out the correct style for yourself.

B. Leadership Styles Activity
Objective: To recognize that a good leader uses all three styles of leadership: authoritarian (autocratic), participative (democratic), and delegative (free reign).

Instructions
Divide the class into small groups (3 to 4 learners). The first exercise is to help the learners recognize the three leadership styles. There are no correct answers. Each individual must realize that each person reacts differently to certain situations. But the goal is to act like a *leader* for that situation.

After participants have completed the first exercise, gather the small groups back together and have them work alone on the second exercise. It is a reflection period on

the past to determine what leadership style was used and if a different style would have been better. After about 20 minutes have them discuss their reflections.

Exercise One
Listed below are some scenarios of different leadership styles. Determine what style is being used, and then discuss if it is correct for the situation or if a different style would work better. Helpful hint - you have probably been in a similar situation... what was your reaction to that style at the time?

1. A new officer has just been appointed as administrator. He immediately starts by telling staff what changes need to be made. When some suggestions are made, he tells them he does not have time to consider them.

2. The DPCU has worked together for the last four years with very little change-over in personnel. They always vote whenever a decision has to be made on how to proceed with a plan.

3. There are seven people on a special project team and each individual is from a different department. Although a leader was elected, for a decision to be passed it must have the approval of each individual.

4. A small department performs the same functions every day. To get information out, the supervisor sends it by email or voice mail, very rarely is a meeting called.

5. A project is running late. The coordinator puts out a course of action to take in order to try to put it back on track. Later that week she calls a meeting of all supervisors and key players to create a strategy to keep the project running on schedule.

6. A manager is working on the budget. He is told to get a hot project running immediately. He calls his staff together and explains the project to them. He then tells them to get it up and going while he completes the budget.

Exercise Two
Below each of the statements, write some comments such as: did it work, could a different style have worked better, how did staff feel about the decision, did everyone learn from that style and what did they learn, which style is easiest to use (why?), which style do you prefer the leaders over you to use (why?).

1. Think of a time when you, or another leader, used the authoritarian (autocratic) style of leadership.
2. Think of an occasion when you or another leader used the participative (democratic) style of leadership.
3. Think of a time when you or another leader used the delegative (free reign) style of leadership.

Notes

Leadership style is the manner and approach of providing direction, implementing plans, and motivating people. Leadership has been categorized in many ways by different authorities. These classifications refer to the way in which 'leadership' and the 'followership' interact in the inter-relational process. **Three** main types have been identified. These are

- Authoritarian or autocratic
- Participative or democratic
- Delegative or Free Reign

Authoritarian (autocratic)

I want both of you to. . .

This style is used when leaders tell their staff what they want done and how they want it to be done without getting the advice of their followers. Some of the appropriate conditions to use it is *when you have all the information* to solve the problem, *you are short on time*, and your *employees are well motivated*.

Some people tend to think of this style as a vehicle for yelling, using demeaning language, threats and abusing their power. This is not the authoritarian style, rather it is an abusive, unprofessional style called **bossing people around**. It has no place in a leader's repertoire.

The authoritarian style should normally be used only on *rare* occasions. If you have the time and want to gain more commitment and motivation from your staff, then you should use the participative style.

.

Participative (democratic)

Let's work together to solve this. . .

This style involves the leader including one or more staff in the decision making process (determining what to do and how to do it). However, the leader maintains the final decision making authority. Using this style is not a sign of weakness; rather it is a sign of strength that your employees will respect.

This is normally used when you have part of the information, and your employees have other parts. Note that a leader is not expected to know everything -- this is why you employ *knowledgeable* and *skillful* staff. Using this style is of mutual benefit -- it allows them to become part of the team and allows you to make better decisions.

Spectrum of participative leadership

< Not participative   Highly participative >

Autocratic decision by leader	Leader proposes decision, listens to feedback, then decides	Team proposes decision, leader has final decision	Joint decision with team as equals	Full delegation of decision to team

There are many varieties on this spectrum, including stages where the leader sells the idea to the team. Another variant is for the leader to describe the 'what' of objectives or goals and let the team or individuals decide the 'how' and the process by which the 'how' will be achieved, thus setting objectives. The level of participation may also depend on the type of decision being made. Decisions on how to implement goals may be highly participative, whilst decisions during subordinate performance evaluations are more likely to be taken by the coordinating director.   An assumption

underpinning participative leadership is that involvement in decision-making improves the understanding of the issues by those who must carry out the decisions.

Barriers to Participative Leadership

There are several barriers to participative leadership. There are ambiguities about the effects of participation in management and decision making. These can be classified as follows:

Classification	*Characteristics*
Organizational Barriers	Tradition bound organisation Authoritarian philosophy and values Overly rigid bureaucratic structures Lack of supportive climate Lack of reward system encouraging participation
Managerial Barriers	Managerial habits Misunderstanding of participative management Assumptions that human beings are 'working tools' and had to be moved to work Perceptions of insecurity by leadership and management Fear of power loss, shift in the status quo, indiscipline, low visibility by leaders, etc.
Subordinate Barriers	Lack of subordinate understanding of participative management Perceived lack of competency on the part of leadership Lack of desire to participate Lack of expertise and knowledge Unawareness of participation expectations Fear of failure, job loss, increased work load, group sanctions, etc.
Situational Barriers	Task constraints Time constraints External influences such as threats to competitive advantage and cultural values, and laws and regulations that require quick compliance

A central component of participative leadership is getting people to collaborate and work together. This indicates that putting a small group to the task will lead to better results and also enhance ownership of the outcomes of the task. Eg activities of a committee on fee-fixing resolution in some assemblies.

Delegative (free reign)

You two take care of the problem while I go. . .

In this style, the leader allows the staff to make the decisions. However, the leader is still responsible for the decisions that are made. This is used when staff is able to analyze the situation and determine what needs to be done and how to do it. You cannot do everything! You must set priorities and delegate certain functions .

This is not a style to use so that you can blame others when things go wrong, rather this is a style to be used when you fully trust and have confidence in the people below you. Do not be afraid to use it, however, use it **wisely!**

NOTE: This is also known as lais…sez faire (or lais…ser faire), which is the noninterference in the affairs of others.

- *Using an authoritarian style on a new employee who is just learning the job. The leader is competent and a good coach. The employee is motivated to learn a new skill. The situation is a new environment for the employee.*
- *Using a participative style with a team of workers who know their job. The leader knows the problem, but does not have all the information. The employees know their jobs and want to become part of the team.*
- *Using a delegative style with a worker who knows more about the job than you. You cannot do everything! The employee needs to take ownership of her job. Also, the situation might call for you to be at other places, doing other things.*
- *Using all three: Telling your employees that a procedure is not working correctly and a new one must be established (authoritarian). Asking for their ideas and input on creating a new procedure (participative). Delegating tasks in order to implement the new procedure (delegative).*

Although good leaders use all three styles, with one of them normally dominant, bad leaders tend to stick with one style.

A good leader uses all three styles, depending on what forces are involved between the followers, the leader, and the situation.

Factors that influence the style to be used included:
- Time
- Relationships based on respect and trust or on disrespect?
- Information ; who has it?- you, your staff, or both?
- Level of training of staff and leader's knowledge of task
- Internal conflicts.
- Stress levels.
- Type of task. Is it structured, unstructured, complicated, or simple?

Positive and Negative Approaches

There are   differences in ways leaders approach their employee. Positive leaders use rewards, such as education, independence, etc. to motivate employees while negative employers emphasize penalties. While the negative approach has a place in a leader's repertoire of tools, it must be used *carefully* due to its high cost on the human spirit.

Negative leaders act domineering and superior with people. They believe the only way to get things done is through penalties, such as loss of job, days off without pay, reprimanding staff in front of others, etc. They believe their authority is increased by frightening everyone so as to achieve higher level of productivity. Yet what always happens when this approach is used wrongly is that morale falls; which of course leads to lower productivity.

Also note that most leaders do not strictly use one or another, but are somewhere on a continuum ranging from extremely positive to extremely negative. People who continuously work out of the negative are bosses while those who primarily work out of the positive are considered real leaders.
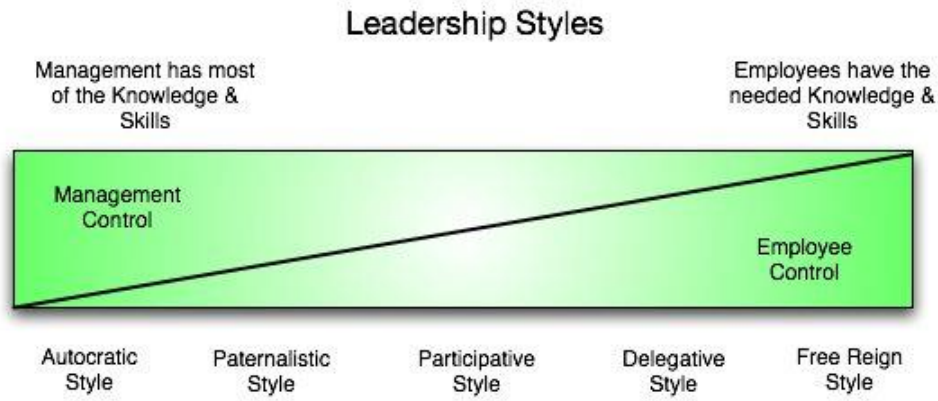
Paternalism

Paternalism as defined by Webster is;

"a system under which an authority undertakes to supply needs or regulate conduct of those under its control in matters affecting them as individuals as well as in their relationships to authority and to each other".

Paternalism supplies needs for those under its protection or control, while leadership gets things done. The first is directed inwards, while the latter is directed outwards.

Diagram of Leadership Styles

Leadership Styles

Management has most of the Knowledge & Skills

Employees have the needed Knowledge & Skills

Management Control

Employee Control

Autocratic Style · Paternalistic Style · Participative Style · Delegative Style · Free Reign Style

5.0 LEADERSHIP AND TIME MANAGEMENT

5.1 Importance of Time Management

Time is constant and irreversible. Once wasted, it can never be regained. Leaders have numerous demands on their limited time hence the need for time to be effectively managed it . On the other hand, you can become such a time fanatic convert by building time management spreadsheets, creating priority folders and lists, colour coding tasks, and separating paperwork into priority piles that you start to waste more time by managing it too deeply.

What most people actually need to do is to analyze how they spend their time and implements a few time saving methods that will gain them the most time. The following are examples of some of the biggest time wasters:

- Worrying about time and putting it off, which leads to indecision
- Creating inefficiency by implementing first instead of analyzing first
- Unanticipated interruptions that do not pay off
- Procrastination
- Making unrealistic time estimates
- Unnecessary errors (not enough time to do it right, but enough time to do it over)
- Poor organization
- Ineffective meetings
- Micro-managing by failing to let others perform and grow
- Doing urgent rather than important tasks
- Poor planning and lack of contingency plans
- Failing to delegate
- Lacking priorities, standards, policies, and procedures

The following are examples of time savers:
- Managing the decision making process, not the decisions.
- Concentrating on doing only one task at a time.
- Establishing daily, short-term, mid-term, and long-term priorities.
- Handling correspondence expeditiously with quick, short letters and memos.
- Throwing unneeded things away.
- Establishing personal deadlines for the organization.
- Not wasting other people's time.
- Ensuring all meetings have a purpose, time limit, and include only essential people.
- Maintaining accurate calendars; abide by them.
- Knowing when to stop a task, policy, or procedure.
- Delegating everything possible and empowering subordinates.
- Keeping things simple.
- Ensuring time is set aside to accomplish high priority tasks.

- Setting aside time for reflection. Using checklists and To-Do lists.
- Adjusting priorities as a result of new tasks.

5.2 A Simple Time Management Plan

Effective time management is crucial to accomplishing organization tasks as well as avoiding wasting valuable organizational assets. The following nine rules (Butler & Hope 1996) will be of help:

Get Started - This is one of the all time classic time wasters. Often, as much time is wasted avoiding a project, as actually accomplishing the project. A survey showed that the main difference between good time managers and average time managers was the ability to start quickly.

Get into a routine - Choose a time to get certain task accomplished, such as answering e-mail, working on a project, completing paper work; and then sticking to it every day. Use a day planning calendar. There are a variety of formats on the market. Find one that fits your needs.

Do not say yes to too many things - Saying yes can lead to unexpected treasures, but the mistake we often make is to say yes to too many things. This causes us to live to the priorities of others, rather than according to our own. Every time you agree to do something else, something else will not get done. Learn how to say no.

Do not commit yourself to unimportant activities, no matter how far ahead they are - Even if a commitment is a year ahead, it is still a commitment. Often we agree to do something that is far ahead, when we would not normally do it if it was in the near future. No matter how far ahead it is, it will still take the same amount of your time.

Divide large tasks - Large tasks should be broken up into a series of small tasks. By creating small manageable tasks, the entire task will eventually be accomplished. Also, by using a piecemeal approach, you will be able to fit it into your hectic schedule.

Do not put unneeded effort into a project - There is a place for perfectionism, but for most activities, there comes a stage when there is not much to be gained from putting extra effort into it. Save perfectionism for the tasks that need it.

Deal with it for once and for all - We often start a task, think about it, and then lay it aside. This gets repeated over and over. Either deal with the task right away or decide when to deal with it.

Set start and stop times - When arranging start times, also arrange stop times. This will call for some estimation, but your estimates will improve with practice. This will allow you and others to better schedule activities. Also, challenge the theory, "Work expands to fill the allotted time."

Plan your activities - Schedule a regular time to plan your activities. If time management is important to you, then allow the time to plan it wisely.

The Big Picture

Keep the big picture of what you want to achieve in sight. Checklists normally have such items as: "staff meeting at 2:00" and "reply the Jollops letter of enquiry Tuesday." In addition to these small tasks, ensure that you set quality time for the important tasks, for example:

- Develop a relationship with Cudjoe in Nsawam Farms who may be helpful to you in the long run.
- Meet with all staff on a regular basis.
- Read the new novel by your favorite writer that just came out.
- Coach staff on providing excellent customer service because that is where the vision of the assembly points to.
- Set aside time for interruptions. For example, the 15 minute coffee break with Sam that may lead to a great idea.

In other words, do not get caught up in short term demands. Get a real life! One quarter to one third of the items on your to-do list need to contain the important long range items that will get you, your staff, and the assembly on its way to excellence.

6.0 LEADERSHIP AND HUMAN BEHAVIOUR MODELS

6.1 Human Behaviour Models

Exercise

Objective: To help gain an understanding of human nature at work through the use of *Maslow's Hierarchy of Needs* and *Herzberg's Hygiene and Motivational Factors* models.

Instructions: Divide the class into small groups. Have them reflect on the employees they supervise and how *Maslow's Hierarchy of Needs* can be used to motivate them.

Using *Survey Form 1* that is listed below, let them place a check mark next to each "Basic Need Met" that they believe their staff have met. Then, have them discuss their answers to see if they agree that the basic needs of staff have been met or if they, as leaders, can do anything to help them meet these basic needs.

When they have completed the basic needs section, move on to meta needs. Remind them that unlike the basic needs, meta needs do not come one after the other. For example, some people will go directly to Aesthetic and stay there all their lives, while others may jump from Cognitive to Self-actualization. Have them place a check mark next to any of the meta needs levels that they believe their employees might be trying to achieve or sustain. Have them discuss what they as leaders can do to help them achieve or sustain the meta need.

Now, repeat the activity for *Herzberg's Hygiene and Motivational Factors*. First, have them reflect on the employees they supervise and how *Herzberg's Hygiene and Motivational Factors* can be used to motivate them.

Next, using *Survey Form 2* listed below, have them place a check mark next to each "Hygiene or Dissatisfiers" that they believe the assembly provides as a hygiene factor. Remember, the assembly could provide for instance, an allowance but it might be so low that it is a dissatisfier. Have them discuss their answers to see if they all agree that the employee's hygiene needs are being met or if they, as leaders, can do anything to help them meet these needs.

When they have completed the "Hygiene or Dissatisfiers" section, move on to "Motivators or Satisfiers". Have them place a check mark next to any of the Motivators that they believe their assembly uses to motivate staff (in addition to general conditions of service in the public service) and if they as leaders could help implement any that are not being used.
- After the small groups have worked on the activity, bring them back together and discuss
- Which model is easier to use?
- Why?

- Does that mean you should only base your motivating decisions on that model?
- Which of the models would you like your managers to use when they are making motivating decisions that affect you?

Survey Form 1

- **Maslow's Hierarchy of Needs**
- **Basic Needs**
- 4. Esteem _____
- 3. Belongingness and love _____
- 2. Safety _____
- 1. Physiological _____

- **Meta Needs**
- 8. Self-transcendence _____
- 7. Self-actualization _____
- 6. Aesthetic _____
- 5. Cognitive

Survey Form 2

Herzberg's Hygiene and Motivational Factors

- **Hygiene or Dissatisfiers**
- Working conditions _____
- Policies and administrative practices _____
- Salary and Benefits _____
- Supervision _____
- Status _____
- Job security _____
- Fellow workers _____
- Personal life _____

- **Motivators or Satisfiers**
- Recognition _____
- Achievement _____
- Advancement _____
- Growth _____
- Responsibility _____
- Job challenge ------------------

Notes

Leaders need to interact with followers: peers, seniors, and others, whose support is needed to accomplish organizational objectives. To gain support, leaders must understand and motivate followers. Knowledge about human behaviour is required both to appreciate the behaviours of followers and to motivate them.

Maslow's Hierarchy of Needs

Needs are an important part of human behaviour. Although values, beliefs, and customs differ from country to country and group to group, human needs are samilar. A leader must understand these needs since they are powerful motivators.

Abraham Maslow categorised human needs in a hierarchical order (Maslow, 1954). His theory was based on healthy, creative people who used all their talents, potential, and capabilities. He identified two major groups of human needs: basic needs and meta needs.

Basic needs are physiological, such as food, water, and sleep; and psychological, such as affection, security, and self-esteem. These basic needs are also called deficiency needs because if they are not met by an individual, then that person will strive to make up the deficiency.

The higher needs are called **meta needs** or **being needs** (growth needs). These include justice, goodness, beauty, order, unity, etc. Basic needs normally take priority over growth needs. For example, a person who lacks food or water will not normally attend to justice or beauty needs.

These needs are listed below in hierarchical order. The basic needs at the bottom of the list (1 to 4) must normally be met before the meta or being needs above can be met. The four meta needs (5 to 8) can be pursued in any order, depending upon a person's wants or circumstances, as long as the basic needs have all been met.

Self-transcendence
Aesthetic
Esteem
Safety

Self-actualization
Cognitive
Belongingness and love
Physiological

Maslow's Hierarchy of Needs
- **8.** *Self-transcendence* - a transegoic level that emphasizes visionary intuition, altruism, and unity consciousness.
- **7.** *Self-actualization* - know exactly who you are, where you are going, and what you want to accomplish. A state of well-being.
- **6.** *Aesthetic* - at peace, more curious about the inner workings of all things.
- **5.** *Cognitive* - learning for learning alone, contribute knowledge.
- **4.** *Esteem* - feeling of moving up in world, recognition, few doubts about self.
- **3.** *Belongingness and love* - belong to a group, close friends to confide with.
- **2.** *Safety* - feel free from immediate danger.
- **1.** *Physiological* - food, water, shelter, sex.

Maslow pointed out that people want and are ever striving to meet various goals. Because the lower level needs are more immediate and urgent, they come into play as the source and direction of a person's goal if they are not satisfied.

Knowing where a person's interest lies on this scale aids in determining an effective motivator. For example, motivating a middle-class person (who is in range 4 of the hierarchy) with a certificate will have a far greater impact than using the same motivator to elicit similar response from a person desperately struggling to meet basic needs.

No one stays in one particular hierarchy for an extended period. There is a constant strive to move up, while contending various forces outside the individual control. Individuals seeking to satisfy meta needs also contend with forces such as death of a loved-one or an idea that does not work. The goal of leadership therefore is to assist employees obtain the skills and knowledge that will push them up the hierarchy on a more permanent basis. People who have their basic needs met become better workers as they are able to concentrate on fulfilling the visions put forth to them, rather than consistently struggling to make ends meet.

Characteristics of self-actualizing people:
- Have better perceptions of reality and are comfortable with it.
- Accept themselves and their own natures.
- Lack of artificiality.
- They focus on problems outside themselves and are concerned with basic issues and eternal questions.
- They like privacy and tend to be detached.
- Rely on their own development and continued growth.
- Appreciate the basic pleasures of life (e.g. do not take blessings for granted).
- Have a deep feeling of kinship with others.
- Are deeply democratic and are not really aware of differences.
- Have strong ethical and moral standards.
- Are original, inventive, less constricted and fresher than others

Transegoic

Transegoic means a higher, psychic, or spiritual state of development. The *trans* is related to transcendence, while the *ego* is based on Freud's work. Human behaviour proceed from preEGOic levels to EGOic levels and then to transEGOic. The EGO in all three terms are used in the Jungian sense of consciousness as opposed to the unconscious. Ego equates with the personality.

In Maslow's model, the ultimate goal of life is self-actualization, which is almost never fully attained but rather is something to always strive towards. Peak experiences are temporary self-actualizations. Maslow later theorized that this level does not stop, it goes on to self-transcendence, which carries us to the spiritual level, e.g. Gandhi, Mother Theresa, Dalai Lama, or even poets, such as Robert Frost. Maslow's self-transcendence level recognizes the human need for ethics, creativity, compassion and spirituality. Without this spiritual or transegoic sense, humans are simply animals or machines.

In addition, just as there are peak experiences for temporary self-actualizations; there are also peak experiences for self-transcendence. These are our spiritual creative moments.

Herzberg's Hygiene and Motivational Factors

Herzberg (1966) developed a list of factors that are based on Maslow's Hierarchy of Needs, except that his version is more closely related to the working environment:

HERZBERG'S HYGIENE & MOTIVATIONAL FACTORS

Hygiene or Dissatisfiers:
- Working conditions
- Policies and administrative practices
- Salary and Benefits
- Supervision
- Status
- Job security
- Co-workers
- Personal life

Motivators or Satisfiers:
- Recognition
- Achievement
- Advancement
- Growth
- Responsibility
- Job challenge

Hygiene factors must be present in the job before motivators can be used to stimulate that person. That is, you cannot use motivators until all the hygiene factors are met. Herzberg's needs are specifically job related and reflect some of the distinct things that people want from their work as opposed to Maslow's Hierarchy of Needs which reflect all the needs in a person's life. Building on this model, Herzberg coined the term "*job enrichment*" to describe the process of redesigning work in order to build in motivators.

7.0 CONCLUSION

Modern organizations including the district assemblies operate in a dynamic and complex environment. The challenges and opportunities posed by the changing needs and expectations of stakeholders provide raison d'être for understanding more about management and leadership. The application of management tools is critical for performance management in hierarchical, stable and routine organizations like the assemblies. Management tools coupled with leadership skills provide assemblies with a framework that supports realization of organizational performance targets, effective resource management, service delivery standards, team work and personal development in a changing socio-economic, cultural and political local environment.

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