

## EDITORS

George K. Scott, African Association for Public Administration and Management (AAPAM), Nairobi,  
Kenya  
Malcolm Wallis, Regent Business School and Durban University of Technology, Durban, South  
Africa

### QUALITY LEADERSHIP FOR EFFICIENT AND EFFECTIVE MANAGEMENT OF PUBLIC SERVICE IN AFRICA

#### Edited by

George K. Scott and Malcolm Wallis

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Nairobi, Kenya

P. O. Box 4877-00100

E-mail: [aapam@aapam.org](mailto:aapam@aapam.org), [info@aapam.org](mailto:info@aapam.org)

Telephone: +254- 20-2629650

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## **FOREWORD**

This book emanates from the African Association for Public Administration and Management (AAPAM) 35<sup>th</sup> Roundtable Conference held in Kigali, Rwanda, from 18<sup>th</sup> – 22<sup>nd</sup> November 2013 under the theme “Quality Leadership for Efficient and Effective Management of Public Service in Africa”.

From the deliberations and presentations in the conference, it was evident that Africa is a continent blessed with vast and valuable resources that if well harnessed and utilised could boost development to greater levels. It was emphasised that quality leadership is pivotal to development in the African nations. The continent’s potential could therefore be optimally realised through leadership that can stimulate innovation and sustain stewardship in the management of resources.

While it is true that there has been visible progress in service delivery across the continent, much more needs to be done if the continent is to realise its goals. The conference illustrated that lack of quality leadership continues to reduce the continent to a vicious circle of development redundancy.

This book therefore, concentrates on the importance of quality leadership. Through practical and theoretical lenses, the book explores leadership experiences, strategies and systems with an aim of fostering quality leadership in the continent. Africa needs to embrace a leadership that nurtures and sustains reforms, professionalisation and modernisation of the African public service. The book captures various observations, experiences and case studies detailed by different authors drawn from across Africa.

As I conclude, I would like to convey my sincere appreciation to the editors, Mr. George K. Scott and Prof. Malcolm Wallis who have endlessly reviewed this book. I also acknowledge the priceless contribution of the AAPAM Secretariat who have successfully steered this book project.

Further, I thank the AAPAM Executive Committee whose commitment and support continues to shape and sustain AAPAM through effective and efficient leadership. I sincerely appreciate all persons and institutions who have contributed or supported AAPAM in its programmes and projects including the production this book.

Finally, it is my humble submission that we all may learn from the experiences and knowledge captured in this book.

**Dr. Roland Msiska**

AAPAM President

## ACKNOWLEDGEMENTS

The African Association for Public Administration and Management (AAPAM) is sincerely grateful to the Government and people of Rwanda for successfully hosting the 35<sup>th</sup> Roundtable Conference from 18<sup>th</sup> – 22<sup>nd</sup> November 2013 in Kigali, Rwanda. This conference is the foundation of this book.

We especially appreciate Prof. Malcolm Wallis, the co-editor of this book and other AAPAM books like *Citizen Engagement, Decentralisation and Service Delivery in Africa*, and also the book on *Performance Management for Improving Public Service Delivery in Africa*. We also acknowledge his immense support to AAPAM as the Chief Editor of African Journal of Public Administration and Management (AJPAM).

Our profound gratitude goes to our development partners for their technical and financial support. AAPAM applauds the Department of Foreign Affairs, Trade and Development, Canada (DFTAD), the Institute of Public Administration of Canada (IPAC), United Nations Department of Economic and Social Affairs (UNDESA), Deloitte East Africa among other institutions for their unwavering support and commitment.

AAPAM thanks all the authors who have contributed to this book. We appreciate them for sharing their practical and academic wealth of knowledge that has entirely formed this publication.

Further, we acknowledge the AAPAM secretariat for tirelessly working on this project. Special thanks to Ms. Jessica Omundo, Ms. Elizabeth Muia and Mr. Clifford Otieno for personally ensuring the successful production of this book.

Much gratitude also goes to AAPAM Executive Committee and Council for their commitment and support also goes towards the production of this book.

Finally, we appreciate all those who in one way or the other contributed to this book. AAPAM cherishes and values your support, advice and contributions to its programmes.

**G. K. Scott**

Secretary General-AAPAM

## ABOUT THE AUTHORS AND EDITORS

**George Scott** is the current Secretary General of the African Association for Public Administration and Management (AAPAM). He has vast experience in public administration, having served in different capacities in the public service of Ghana. He has served as Chief Director (Permanent Secretary) in the Ministries of Environment, Science Technology and Aviation, Ghana. Mr. Scott has also worked as a Municipal Co-ordinating Director in many districts in Ghana. He is experienced in co-ordinating various international and donor funded programmes and was the Project Director of the 2012 AAPAM Member Value Research Survey, which was carried out in collaboration with Deloitte. He has similarly served as a part-time lecturer for a post graduate diploma course at the Ghana Institute of Management and Public Administration (GIMPA). He has published a number of books.

**Malcolm Wallis** is a Professor at the Regent Business School in Durban, South Africa, and an Honorary Research Professor at the Durban University of Technology. He has over forty years experience of teaching, researching and consulting in the field of public management with reference to Africa. He has generated several publications. He continues his long association with the African Association of Public Administration and Management (AAPAM) in an editorial capacity. Prof. Wallis is also researching constitutions and local government in Africa. In 2011, he received the AAPAM Gold Medal Award for his contribution to Public Administration in Africa.

**John-Mary Kauzya** is the Chief of Public Administration Capacity Branch (PACB) of the Division for Public Administration and Development Management (DPADM) in the Department of Economic and Social Affairs (DESA) at the United Nations in New York where he has also served in different capacities since 1999. Prior to joining the United Nations, he taught at Makerere University in Uganda and worked as the Deputy Director of the Uganda Management Institute. He has also worked as an International Advisor in many African country in various fields of Governance and Public Administration. In recognition of his work he was awarded the O.P Dwivedi Award 2014 by the International Association of Schools and Institutes of Administration (IASIA) for an outstanding contribution to public administration and public policy in the world. He has widely published in various areas of governance and public administration.

**David K.W. Ssonko** holds a BA (Hons) in Management and Administration from the University of Dar-Es-Salaam, Masters of Economics Degree from the University of Malaya in Kuala Lumpur and a Doctorate of Business Administration from the University of Glasgow. He also has a Post-Graduate Diploma in Management from the Maastricht Business School, Netherlands. He has a working career of over 35 years with a mixed grill of work experience in the public service, private sector, multinational companies and regional organisations. His training, research and consultancy interests focus

on matters relating to human resource management and development, industrial relations, leadership, public sector management and governance. He is currently based at the Uganda Management Institute where he has previously held different senior positions including being the Dean of the School of Civil Service Public Administration and Governance.

**Martin Muhereza**, holds an MA (Ethics and Public Management). Currently, he is pursuing PhD in Public Administration and Management at Uganda Management Institute. He is interested in researching public sector reforms looking at the contribution of alternative service delivery modes for electricity service delivery in Uganda. He has held administrative and lecturing positions in different academic and civil service organisations in Uganda. Mr. Muhereza has presented papers at AAPAM international conferences. In 2015, he also presented a paper titled '*An assessment of Multiple Public Service Modalities*' in a conference organised by the Uganda Management Institute, in Kampala. Mr. Muhereza has also published a paper in a business school refereed journal for Mountains of the Moon University in Uganda.

**Atolagbe Alege Gambari** is currently the Director of Studies in the Department of Legislative Studies at the Administrative Staff College of Nigeria (ASCON), having joined the institution in 1983. He has experience in public administration having worked in the public sector in positions such as the head of the Abuja Liaison office of the college between 2008 and 2011. As a trainer and consultant, Mr. Gambari has taken part in the designing, development and delivery of training programmes. He has also participated in national and international research and consultancy jobs assigned to the college. He has published articles in academic journals and books. Mr. Gambari has also presented papers at national and international forums.

**Evangelos A. Mantzaris** is a renowned Professor in the School of Public Leadership and Senior Researcher at the Anti-Corruption Centre for Education and Research of Stellenbosch University (ACCERUS), South Africa. Prior to this, he was a Professor and Director at the Social Policy Department (University of KwaZulu Natal) and a Research Professor at Management Studies at Mangosuthu University of Technology. He holds a PhD (Sociology) from the University of Cape Town. He has published widely on corruption and anti-corruption in South Africa's public and private sectors with special emphasis on leadership, financial management, supply chain management and procurement, the political/administrative/interface conundrum, detection and offensive strategies against corruption, internal controls and risk management. He has published seven full scale books, 21 chapters in books and 64 South African accredited journal articles. Prof. Mantzaris has delivered papers at over 60 national and international conferences.

**Pregala Pillay** is the Director of the Anti-Corruption Centre for Education and Research at the University of Stellenbosch (ACCERUS), South Africa. She is also an Associate Professor in the School of Public Leadership in the same university. She holds a BA (Administration) degree from the University of Durban-Westville (now part of the University of KwaZulu-Natal). She has more than 20 years experience in teaching a diverse range of public administration modules to undergraduates and postgraduates. Prof. Pillay has served as a board member of the Journal of Governance and Public Policy (India). She is also a board member of the Association of Southern African Schools and Departments of Public Administration and Management (ASSADPAM). She has also served as a trustee of the Joint Universities of Public Management Education Trust, and as a Member of the Presidential Review Commission, Task Team IV. She has published both nationally and internationally on contemporary issues in public administration, local government, service delivery, leadership and corruption. She has presented papers in national, regional and international conferences.

**Josephine Rogate Kimaro** holds a Bachelor of Arts degree in International Relations and a Master of Arts degree in Public Administration (University of Dar-Es-Salaam). She has undertaken a post-graduate Diploma in Poverty Analysis at the Institute of Social Studies. Ms. Kimaro is an Assistant Director at the President's Office-Public Service Management of the United Republic of Tanzania. Prior to holding her current portfolio, she worked at the United Nations Development Programme and Management Sciences for Health as the Monitoring and Evaluation expert and Capacity Building Advisor respectively. She has expertise in Strategic/Business Planning, Monitoring and Evaluation, Human Resource Management and Project Management. Ms. Kimaro is currently pursuing her PhD in Public Management focusing on Monitoring and Evaluation at the University of Pretoria in South Africa.

# EDITORS' INTRODUCTION

**George K. Scott and Malcolm Wallis**

Apart from the 35<sup>th</sup> AAPAM Round-table Conference (RTC) in 2013, the association has in the past organised forums to deal with issues of quality in the public service. In 1999, the association held a Round-Table Conference in Kampala, Uganda under the theme *"Quality Management Assurance in Africa"*. Most of the AAPAM programmes are indeed focused on the betterment of public service with a reference to service delivery.

There have been other RTCs where issues related to quality have been aired. For example, in Arusha, Tanzania, in 2006, presentations were made on quality service and accountability and on what citizens say about service delivery, the latter reporting on the very important and relevant 'Afrobarometer' project which surveys public attitudes to government, clearly an exercise of some interest and relevance for participants and public services in general (AAPAM 2006: 16-19). At the same forum, the Vice-President of the host country, His Excellency Dr. Ali Mohamed Shein spoke about quality in his opening speech. He observed that, 'the quality of public service delivery in Tanzania, although improving, is still unacceptable'. He went on to commit the government he was then serving to a reversal of this (AAPAM 2006: 91).

Thus, the 2013 theme *'Quality Leadership for Effective and Efficient Management of Public Service in Africa'* is an extension of an issue which has recurred within AAPAM circles for at least two decades. What has emerged over the years is that quality management and leadership can be seen both as a technical and somewhat specialised concern on the one hand, whilst on the other hand, it has tended to be viewed as an all-embracing concern on how well governments are performing on quality matters. The term thus can be used to analyse such apparently very different issues as the performance of a country's head of state and the standard of the water supplied to a remote village. Both are quality matters which can be included within this broad framework. The 2013 RTC reflected a little of this diversity as this introduction will endeavour to demonstrate.

## LEADERSHIP AND QUALITY: UNDERSTANDING THE KEY WORDS

Both these terms need clarification from the beginning as they often cause uncertainty, more so because they were key terms used within the RTC. While the meaning of the term leadership is often seen as relatively clear in the governance context, it still needs some elaboration. It is a somewhat more difficult story when it comes to defining quality. Both these terms defy the concise definitions which can be found in



a dictionary. For this reason, introducing this book requires a short discussion on the words hoping that it will bring greater clarity than is often achieved in practice.

**Leadership** is often described as being different from management. The reasoning is partly to do with hierarchy. The higher in the hierarchy someone is, the greater is the likelihood of the term being relevant. Thus, it is reasoned, for example, that a minister is a leader but most public servants working in his or her ministry are not. Some of them will be designated as managers when they occupy positions of authority. Others of higher ranks such as Director-Generals or Permanent Secretaries can also be regarded as leaders, although they may have to be managers too. Leadership in this sense is obviously associated with the exercise of authority. However, there are other important elements to be considered such as influencing stakeholders and followers; as well as elements of strategic planning such as visioning and demonstrating commitment to goals and values.

Nevertheless, the situation becomes more muddled because there is at least one complication. It is often just as appropriate to refer to leadership at lower levels of the hierarchy as well as at the top. Lower levels of leadership in the hierarchies of public services might be places where leaders of small groups of junior staff working in remote and difficult working and living conditions are found. This is the case in for example, the western parts of Botswana, northern Kenya and certain parts of Tanzania as discussed by Kimaro in her paper in this book.

Another example of leadership below the top of hierarchies would be the leadership of trade union officials in the public sector who may be only juniors in terms of their jobs. However, they could be simultaneously of senior status as elected officials on the 'shop floor' of a union representing workers in a public-sector industry. They may also be political as well as trade union leaders as in the case of a postal official of lowly rank in the United Kingdom who later became a leading figure in the Labour Party and a senior minister in that country's government (Johnson 2015).

Another type of leader falling outside of the hierarchical view would be leaders who emerge within informal structures of organisations without necessarily occupying a high official position. These structures are often referred to by sociologists as 'groups' which may consist of a small number of people who interact in work places as well as in other contexts such as faith-based organisations and schools (Seedat-Khan, Uys, Kaziboni and du Plessis 2016: 351). In government, for example, a group might consist of immigration officials at an airport who interact socially at tea breaks, for example, in the context of which they may discuss work (and quality) related issues such as working hours and interpretation of instructions from within the department concerned.