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FACULTY OF SOCIAL SCIENCES, HUMANITIES AND ARTS
DEPARTMENT OF PUBLIC ADMINISTRATION

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**TRANSFORMATIONAL AND TRANSACTIONAL LEADERSHIP IN
THE LOCAL GOVERNMENT:
CASE OF ENUGU (NIGERIA) AND ŠIAULIAI (LITHUANIA)**

Master's Thesis

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Master's Thesis

Social Sciences, Public administration (N700)

Advisor of Thesis:
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I confirm that presented Master's Thesis to obtain qualification degree in Public Administration is original author's work

(Student's signature)

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SUMMARY

Considering the relevance of local government administrations in bringing governments' presence closer to people in the grassroots, the need for sound leadership features cannot be undermined. This research presents an empirical study carried out in both Siauliai City municipality and Enugu City between 2015 and 2016, which was aimed at examining transformational and transactional leadership features in the local government councils of the two cities aforementioned. The survey research method was employed in gathering the primary data used for the study - through questionnaire administration and expert oral interview. The comparative analysis was performed using descriptive statistics, frequency counts and graphs. Based on the outcome of the results, the study concludes that transformational leadership features are more pronounced in Siauliai City municipality than in Enugu city. It was also discovered that there are intense leadership tussles in local government councils which experts suggest may lead to blackmails. It was recommended that local government leaders should operate open-door policy regime where there is unrestricted access to information, opportunity for citizens and lower cadre functionaries to make contributions in policy formulation and implementation among others, which are among the features of transformational leadership.

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INTRODUCTION

Globally, the dominant strategy of governance by most governmental systems at the grass root is the local government. Indeed, virtually all forms of government or regime appear to have found the concept and practice of local government as an effective strategy for ensuring development at the local level (Ani, 2013). The expediency for the creation of local government anywhere in the world stems from the need to facilitate development at the grassroots. As important as local government administration has been, there seems to be some constraints that have been infringing on its operations over the years. These challenges range from political and undue interference of federal and state governments, coupled with high rate of bribery and corruption to embezzlement and gross inadequacy of well-trained and qualified human resources among others (Akhakpe, Fatile & Igbokwe-Ibeto, 2012).

Local government administration is one of man's oldest institutions. The earliest form of local governments' administration existed in the form of clan and village meetings. In fact, democracy itself originated and developed along the lines of local governance initiative in the ancient Greek City States. It should be noted however, that in most parts of the world, local governance was developed along the people's culture and expectations, and the system was tied to the norms and practices of the people (Aghayere, 1997).

However, the efficient and effective provisions of basic amenities and social infrastructures for the people at the grass root are key factors to the existence of any government. The local government councils are, thus, required to serve the public interest in areas of constructing roads, public markets, healthcare centres, drainages, transportation, motor parks, building primary schools, among others. This is because, local administration is the concern of the grass root people in the provision of social and economic amenities to the rural area where they come from, making it government at the door step of rural inhabitants. These functions of local government are well known and popularized by the constitution of most countries. What seems to matter most to the people of the grassroots is to see tangible results of their taxes, contributions, labor expended and the judicious use of local government grants or funds.

In most developing countries such as Nigeria, previous studies such as Bello-Imam (2007) as cited in Ibietan and Ndukwe (2014) suggest that local governments have consistently performed poorly in meeting the yearnings of its populace and have also not actualized the four basic purposes for their establishment which includes: the enhancement of participatory democracy,

promotion of local freedom of action or local autonomy, using the entity as an instrument for the enhancement of political integration and national unity and the provision of services for which they are the most efficient provider compared to other levels of government. It is obvious that a number of factors inhibit the achievement of these objectives. Most critical in this connection are pecuniary distress, inadequate executive capacity, suffocating controls by the state and federal governments due to lack of autonomy, sometimes conflicting directives from higher tiers of government to them, irregular participatory democracy at the level of governance and lack of political will on the part of the elected councilors and chairmen to translate their mandate into reality (Ibietan & Ndukwe, 2014).

Meeting the expectations of the people, as mentioned in the previous paragraph, depends on the leadership quality of the local government. Leadership has been identified as one of the major problems militating against growth and development in all sectors of the economy and levels of government in Africa (Lamidi & Adeyeye, 2013). The need for effective leadership in any level of government is very essential. This is because local governments exist with stated objectives and leaders are ‘machineries’ for achieving such stated objectives. Developmental goals will remain unrealistic without a ‘designated individual’ known as leader. As a result, leaders are ‘central instruments’ to any government. Success or failure of a government lies in the hands of the leaders.

The issue of management and leadership in government has been receiving special attention for several decades. This topic has been widely discussed by academics and researchers in developed countries, and now the new, up-and-coming economies are joining in the discussion. A review of available leadership literature quickly reveals a myriad of definitions. Awareness of the complexity of the relationships in a leader-follower situation is critical. The leader is a person who occupies a position of responsibility in coordinating the activities of the group, which has the task of attaining a common goal. Leaders must mobilize their constituents to do something and induce their willingness to do it. Leaders are those who give credibility to their words by their actions. An adequate analysis of leadership involves situations and conditions under which leader behaviors are effective (Aioanei, 2006).

Leadership is often characterized by a number of dilemmas as critical situations in which the actors are confronted with two undesirable, unfavourable behavioural options often ensue (Rickards 2012). The focus of the scientific literature on leadership dilemmas have mainly focused on ethically dilemmatic decisions (e.g. Brown/Mitchell 2010), on role ambiguities (e.g. Neuberger

2002, Stewart 1996) or on the ambiguities related to certain concepts of leadership like neocharismatic approaches of leadership (e.g. Rickards 2012: 88).

In terms of leadership in local governments, the situation is different. Here, the standard gauge for measurement often lies with the governed, as well as the rate infrastructural development and advancement. Hence, “good governance” has become a more or less fashionable and frequently discussed issue in economic forums, and more specifically in public administrations of local governments in developed and developing countries. Problem of local government leadership has got, up to now, only limited attention in empirical research and more in theory (Lang, Rybnikova & Toleikienė, 2015). Most usually, disparities exist among the nature of leaderships among local governments in developing nations compared to that of developed nations. This could be as a result of the distinctive characteristics; however, ruling it out completely is out of the context. Hence, given the crucial role local government administration plays in development at all local levels, it is imperative to examine the leadership problems of local governments and identify possible ways on how to mitigate the challenges. It is upon this background that this study is embarked upon.

Anecdotal evidence shows that leadership in local government administrations as well as the respective leadership dilemmas are an understudied topic (Van Wart 2013, Vanderbeebe et al. 2014). There are few studies on this topic by authors in developing economies (see Oviasuyi, Idada and Isiraojie, 2010; Bolatito and Ibrahim, 2012). However, majority of these available studies are qualitative with few or no empirical evidence.

STATEMENT OF THE PROBLEM

Aim of the Study: The study is poised to identify main features of Transformational and Transactional leadership of local governments in Enugu (Nigeria) and Siauliai (Lithuania) in a comparative approach. To this end, the overall purpose of this study to understand the leadership style of both local governments that is more effective, efficient and Favorable for good governance and sustainable development, also to be able to contribute to the discussion on how best to ensure a more transformational and transparent Leadership practices in Enugu (Nigeria) and Siauliai municipality. By conducting this investigation, the study seeks to achieve the following specific

Objectives:

1. To examine the Transformational and Transactional Leadership phenomenon of local governments in Enugu and Siauliai Municipalities

2. To categorically understand how Transactional and Transformational Leadership are applied in both Municipalities
3. To find out if there is significant difference between transformational and transactional leadership styles of local governments in Enugu and Siauliai municipal.

In line with the following objectives, only research objective three will be hypothesized in the study. Consequently, the hypothesis is stated in a null and alternative form as shown below:

H₀: There is no significant difference between the leadership style of local governments in Enugu and Siauliai municipal.

H₁: There is a significant relationship between the two types of leadership style in both local governments of Enugu and Siauliai municipality.

H₂: Transformational and Transactional leadership are not exclusive but are built upon each other in both local governments of Enugu and Siauliai municipality.

SIGNIFICANCE OF THE STUDY

It is the expectation of this researcher that this study will contribute to extant literatures by providing an empirical comparative evidence of the state of leadership in the local governments in the two major cities to be sampled. The study will add to the growing literature on leadership across the globe and will also provide a useful framework for further studies, especially in developing and emerging economies. It is expected that this study will benefit the executive arm of the government at the center (federal government), having the knowledge of the problem facing the leaders of local governments will guide policy makers in making policies towards ameliorating the identified problems. The recommendations of this study will also assist the government in augmenting existing laws towards jerking-up under-performing local governments to be able to compete globally in the near future. Finally, the findings shall also act as a base for further studies.

RESEARCH QUESTIONS

1. What characterize the leadership styles of Enugu and Siauliai Municipalities? Are they Transformational or Transactional?
2. Which style of leadership exerts a more important impact in Enugu and Siauliai municipalities for good governance and sustainable development?

1. THEORETICAL ASPECTS OF LOCAL LEADERSHIP

1.1 Concept of Leadership

The concept of leadership has been defined by several scholars. Leadership is considered as a phenomenon that exists in virtually all spheres of life. It basically entails the ability to influence a group of people toward the achievement of set goals. Many scholars have demonstrated their intellects on this concept, by so doing, definitions exhibit variations. However, as many as the literatures are, there appears to be more 'disagreement' than 'agreement' (Erero, 1995). Nevertheless, the disagreement in the various literatures centres on the question of who can be rightly regarded as a leader, a mere 'head' or 'office holder' and their distinctions.

The term leadership is a word taken from the common vocabulary and incorporated into the technical vocabulary of a scientific discipline without being precisely redefined (Yukl, 2002). According to Winston and Patterson (2006), a leader is one or more people who selects, equips, trains, and influences one or more follower(s) who have diverse gifts, abilities, and skills and focuses the follower(s) to the organization's mission and objectives causing the follower(s) to willingly and enthusiastically expend spiritual, emotional, and physical energy in a concerted coordinated effort to achieve the organizational mission and objectives. The leader achieves this influence by humbly conveying a prophetic vision of the future in clear terms that resonates with the follower(s) beliefs and values in such a way that the follower(s) can understand and interpret the future into present-time action steps. In this process, the leader presents the prophetic vision in contrast to the present status of the organization and through the use of critical thinking skills, insight, intuition, and the use of both persuasive rhetoric and interpersonal communication including both active listening and positive discourse, facilitates and draws forth the opinions and beliefs of the followers such that the followers move through ambiguity toward clarity of understanding and shared insight that results in influencing the follower(s) to see and accept the future state of the organization as a desirable condition worth committing personal and corporate resources toward its achievement. The leader achieves this using ethical means and seeks the greater good of the follower(s) in the process of action steps such that the follower(s) is/are better off (including the personal development of the follower as well as emotional and physical healing of the follower) as a result of the interaction with the leader. The leader achieves this same state for his/her own self as a leader, as he/she seeks personal growth, renewal, regeneration, and

increased stamina—mental, physical, emotional, and spiritual—through the leader-follower interactions.

In the field of management, scholars have argued on whether leaders are born or made. Leaders, who are born, are referred to the charismatic type of leaders who possessed both incredible and fantastic natural gifts in leading irrespective of any daunting situation. On the other hands, behavioural scientists have dispelled the notion that leaders are born. These scientists affirm positively that an individual can be best trained to become a leader. However, scholars have accepted the two positions that leaders are both born and made, given the instance that a person born with leadership traits needs to undergo training so as to become a better leader.

Social scientists asserted that two types of leaders exist in all institutions namely: Official and Unofficial (Stogdill, 1948). A distinction could be made between the two types. On one hand, the unofficial tends to be intermittent, becoming active at times of crisis and quiescent in more placid circumstances. On the other hands, official leader is an established person who designs, controls and motivates the subordinates to work towards goals which are regarded by organization as desirable. Political office-holder is an official type of leader; it is an ‘engine’ of governmental organization in Nigerian administrative setting.

Leadership is a situational factor because persons who are leaders in one situation may not necessarily be leaders in other situations. Therefore, the leader of a group is the genus of person which the particular group in its particular predicament requires. Hence, leader occupies a position of ‘centrality’ in the focal point for the activity of his group.

Strategically, leaders must be able to analyze their environment to determine how best to use the existing resources and capabilities of the organisation. For this reason, a political office-holder must be able to create his management style; identify organisational objectives and seek to perform them creditably; plan and organize well; direct its resources in most scientific manner desirable; and provide a democratic leadership which is built on the acceptance of the concept of authority and making decisions amidst other factors in a democratic way.

There exist numerous definitions of leadership, almost as many as there are scientists who work on the concept of leadership (Stogdill, 1974), trying to narrow this concept down in terms of traits, behaviors, influence, interaction patterns, role relationships, occupation of an administrative position, or attributions. Still, the observation made by Bennis (1959) holds as it did many years ago:

Always, it seems, the concept of leadership eludes us or turns up in another form to taunt us again with its slipperiness and complexity. So we have invented an endless proliferation of terms to deal with it ... and still the concept is not sufficiently defined (p. 159).

Besides, leadership ideologies and myths (see Neuberger, 2002) further blur the common understanding of leadership. Yukl (2002) presents a compilation of representative definitions of leadership from 1957 up to 1999 (see Table 1 below). Taking these definitions, it becomes clear that most of the leadership definitions assume that “leadership is a process whereby intentional influence is exerted by one person over others in order to guide, structure and facilitate organizational activities and relationships” (Yukl, 2002, p. 7). As this might be the lowest common denominator of leadership definitions, it is also chosen as the basic definition of leadership for this paper. However, the focus on leadership differs as to who exerts influence and in what manner, as well as the purpose and the outcome of the influence attempt. Hence, when leadership is defined in different ways, the research focus, as well as the interpretation of results, shifts.

Table 1: Definitions of Leadership

	Leadership is ...
1.	“the behavior of an individual ... directing the activities of a group toward a shared goal” (Hemphill & Coons, 1957, p. 7)
2.	“the influential increment over and above mechanical compliance with the routine directives of the organization” (Katz & Kahn, 1978, p. 528)
3.	“exercised when persons ... mobilize ... institutional, political, psychological, and other resources so as to arouse, engage, and satisfy the motives of followers” (Burns, 1978, p.18)
4.	“the process of influencing the activities of an organized group toward goal achievement” (Rauch & Behling, 1984, p. 46)
5.	“a process of giving purpose (meaningful direction) to collective effort, and causing willing effort to be expended to achieve purpose” (Jacobs & Jaques, 1990, p. 281)
6.	“the ability to step outside the culture ... to start evolutionary change processes that are more adaptive” (Schein, 1992, p. 2)
7.	“the process of making sense of what people are doing together so that people will understand and be committed” (Drath & Palus, 1994, p. 204)
8.	“about articulating visions embodying values, and creating the environment within which things can be accomplished” (Richards & Engle, 1986, p. 206)

9. “the ability of an individual to influence, motivate, and enable others to contribute toward the effectiveness and success of the organization...” (House et al., 1999, p. 184)

Source: Researchers Adaptation from (Yukl, 2002, p. 3)

In line with these different approaches to the concept of leadership, it is expected at local level needs not to be authoritarian. In that aspect, the understanding of local politics and governance becomes imperative. This is expected to make easy the political and socio-economic development. This study will therefore look at the contemporary theories justifying the existence, objectives and leadership of local governments. It shall, in-turn, empirically appraise the leadership problem of political office-holders in achieving the aims and objectives of local government vis-à-vis prospects and remedies. It is also worthy to note that there are little or no empirical-comparative studies on this area of a research, especially that which compares the governance of two cities in two different countries.

1.2 Theories of Leadership

A review of the leadership literature reveals an evolving series of 'schools of thought' from “Great Man” and “Trait” theories to “Transformational” leadership (see table). Whilst early theories tend to focus upon the characteristics and behaviours of successful leaders, later theories begin to consider the role of followers and the contextual nature of leadership.

Interest in leadership increased during the early part of the twentieth century. Early leadership theories focused on what qualities distinguished between leaders and followers, while subsequent theories looked at other variables such as situational factors and skill level. While many different leadership theories have emerged, most can be classified as one of these eight (8) major types as listed below:

1. “Great Man” Theories: Great Man theories assume that the capacity for leadership is inherent – that great leaders are born; not made. These theories often portray great leaders as heroic, mythic, and destined to rise to leadership when needed. The term “Great Man” was intentional since until the latter part of the twentieth century leadership was thought of as a concept which is primarily male, military and Western. This led to the next school of Trait Theories.

2. Trait Theories: Similar in some ways to “Great Man” theories, trait theory assumes that people inherit certain qualities and traits that make them better suited to leadership. Trait theories often identify particular personality or behavioral characteristics shared by leaders. But if particular traits

are key features of leadership, how do we explain people who possess those qualities but are not leaders? This question is one of the difficulties in using trait theories to explain leadership.

3. Contingency Theories: Contingency theories of leadership focus on particular variables related to the environment that might determine which particular style of leadership is best suited for the situation. According to this theory, no leadership style is best in all situations. Success depends upon a number of variables, including the leadership style, qualities of the followers, and aspects of the situation.

4. Situational Theories: Situational theories propose that leaders choose the best course of action based upon situational variable. Different styles of leadership may be more appropriate for certain types of decision-making.

5. Behavioral Theories: Behavioral theories of leadership are based upon the belief that great leaders are made, not born. Rooted in behaviorism, this leadership theory focuses on the actions of leaders, not on mental qualities or internal states. According to this theory, people can *learn* to become leaders through teaching and observation.

6. Participative Theories: Participative leadership theories suggest that the ideal leadership style is one that takes the input of others into account. These leaders encourage participation and contributions from group members and help group members feel more relevant and committed to the decision-making process. In participative theories, however, the leader retains the right to allow the input of others.

7. Transactional Theories: Management theories (also known as “Management theories”) focus on the role of supervision, organization, and group performance. These theories base leadership on a system of reward and punishment. Managerial theories are often used in business; when employees are successful, they are rewarded; when they fail, they are reprimanded or punished.

8. Transformational Theories: Relationship theories (also known as “Relationship theories”) focus upon the connections formed between leaders and followers. These leaders motivate and inspire people by helping group members see the importance and higher good of the task. Transformational leaders are focused on the performance of group members, but also want each person to fulfill his or her potential. These leaders often have high ethical and moral standards.

Each of these theories takes a rather individualistic perspective of the leader, although a school of thought gaining increasing recognition is that of “dispersed” leadership. This approach, with its foundations in sociology, psychology and politics rather than management science, views leadership as a process that is diffuse throughout an organisation rather than lying solely with the

formally designated 'leader'. The emphasis thus shifts from developing 'leaders' to developing 'leaderful' organisations with a collective responsibility for leadership.

In the current section we will focus primarily on the more traditional, individualistic views of the leader as we feel these have greatest relevance to the development of management and leadership standards.

Trait Approach to Leadership

The trait approach is one of the earliest approaches to studying leadership. It evolved from the 'great man' theories that "asserted that leadership qualities were inherited, especially by people from the upper class. Great men were born, not made; in those days, virtually all business leaders were men" (Kirkpatrick & Locke, 1991, p. 48).

Trait theories emphasize the personal qualities of leaders and focus attributes that distinguish leaders from non-leaders. Three kinds of traits were mostly studied in this early leadership research: physical factors (height, appearance, age, etc.), aspects of personality (self-esteem, dominance, emotional stability, conservatism, etc.), and aptitudes (general intelligence, fluency of speech, creativity, etc), assuming that the differential traits could be identified by empirical research. Stogdill's (1948) review on the literature on leadership traits showed associations with factors that he classified under the general headings of capacity (intelligence, alertness, verbal facility, originality, judgment), achievement (scholarship, knowledge, athletic accomplishments), responsibility (dependability, initiative, persistence, aggressiveness, self-confidence, desire to excel), participation (activity, sociability, cooperation, adaptability, humor), and status (socio-economic position, popularity). However, the basic premise of the trait approach – that a person must possess a particular set of traits in order to be identified as a leader – could not be supported. "A person does not become a leader by virtue of the possession of some combination of traits, but the pattern of personal characteristics of the leader must bear some relevant relationship to the characteristics, activities, and goals of followers" (Stogdill, 1948, p. 64). Therefore, Stogdill (1948) takes another significant factor into consideration: the situation (mental level, status, skills, needs and interests of followers, objectives to be achieved, etc.).

The problem with the trait approach lies in the fact that almost as many traits as studies undertaken were identified. After several years of such research, it became apparent that no consistent traits could be identified. Although some traits were found in a considerable number of studies, the results were generally inconclusive. Some leaders might have possessed certain traits but the absence of them did not necessarily mean that the person was not a leader.

Although there was little consistency in the results of the various trait studies, however, some traits did appear more frequently than others, including: technical skill, friendliness, task motivation, application to task, group task supportiveness, social skill, emotional control, administrative skill, general charisma, and intelligence. Of these, the most widely explored has tended to be “charisma”.

The table below lists the main leadership traits and skills identified by Stogdill in 1974.

Traits	Skills
- Adaptable to situations	- Clever (intelligent)
- Alert to social environment	- Conceptually skilled
- Ambitious and achievement-orientated	- Creative
- Assertive	- Diplomatic and tactful
- Cooperative	- Fluent in speaking
- Decisive	- Knowledgeable about group task
- Dependable	- Organized (administrative ability)
- Dominant (desire to influence others)	- Persuasive
- Energetic (high activity level)	- Socially skilled
- Persistent	
- Self-confident	
- Tolerant of stress	
- Willing to assume responsibility	

Source: Leadership Skills and Traits (Stogdill, 1974)

Behavioral Approach to Leadership

From the late 1940s onwards, the focus of leadership research shifted from leader traits to leader behavior. Researchers were particularly interested in identifying leader behaviors that enhanced the effectiveness of subordinates. With that shift in research, the former common opinion that leaders with the right qualities have to be selected changed into the opinion that, knowing the effective leadership behaviors, leaders can be trained to become successful (Bryman, 1992). Mainly two research groups coined the behavior approach – the Ohio and the Michigan studies.

The term 'style approach' is sometimes used interchangeably with the term 'behavior approach' (Bryman, 1992). However, leadership behavior is an empirically observable influence attempt that varies according to the situation, whereas a leadership style denotes a long-term, situational invariant behavioral pattern (Staehele, 1999). From the point of view of the subordinate, leadership is experienced as a 'style'. Ideal types of leadership styles are, however, only heuristics for the generation of hypotheses.

According to Staehele (1999), normally four types of leadership styles can be distinguished:

- the patriarchal style (characterized by the picture of the patriarch and his unquestioned acknowledgement by the family members. The patriarch is obliged to be allegiant and provident concerning his subordinates, but expects loyalty, thankfulness and obedience in exchange);
- the charismatic style (characterized by a leader who constitutes his claim of regnancy on special, unique personality traits and therefore knows no predecessor and successor or substitute. He is most effective in crises where the belief that a leader comes to the rescue has suppressed rational problem-solving strategies);
- the autocratic style (is characterized by a leader in large organizations who uses the hierarchical structures for the exertion of power. Subordinated instances are used to assert the decisions of the autocrat, therefore personal contact between the autocrat and the staff is minimal);
- the bureaucratic style (characterized by an extreme version of structuring and regimentation of organizational behavior. The professional competence of the bureaucrat, which is accepted as the legitimization of the bureaucrat's power, replaces the arbitrariness of the autocrat).

The Contingency or Situational Approach TO Leadership

Whilst behavioural theories may help leaders develop particular leadership behaviours they give little guidance as to what constitutes effective leadership in different situations. Indeed, most researchers today conclude that no one leadership style is right for every leader under all circumstances. Instead, contingency-situational theories were developed to indicate that the style to be used is contingent upon such factors as the situation, the people, the task, the organisation, and other environmental variables.

Yukl (2003) asserts that the failure to obtain consistent results with trait or behavior theories led to a focus on situational influences. The situational or contingency approach proposes that the effectiveness of a certain leadership style is situationally contingent, meaning that it will be effective in some circumstances but not in others. Those aspects of the situation that enhance

the effects of the leader (or nullify them) are called ‘situational moderator variables’ (Yukl, 2002). Therefore, the contingency approach assumes that there is no universally appropriate leadership style or ‘one-best-way’.

The first comprehensive contingency theory of leadership was proposed by Fiedler (Fiedler, 1964, 1967), who determined the situation using three aspects: the leader member relations, the position power, and the task structure. The efficiency of a leadership style (here Fiedler distinguished between person- and task-oriented leaders as measured by the LPC [least-preferred coworker] – score; according to Fiedler a fixed leadership style that cannot be changed), depends on the situational favorability. The situational favorability results from weighing and combining the three situational aspects (leader-member relations being the most important and position power the least important aspect).

According to Fiedler’s theory, the correlation of the leadership style and the leader’s efficiency varies according to the situation: in very favorable or very unfavorable situations, low LPC-leaders (i.e. task-oriented) are more effective, in the intermediate favorable situations, the person-oriented leader is more effective. Fiedler’s achievement was to introduce the first contingency theory of leadership and thereby he encouraged greater interest in situational factors. However, the theory has a lot of conceptual weaknesses. One of the more serious weaknesses is the measurement of leadership behavior. The LPC score is a “measure in search of a meaning” (Schriesheim & Kerr, 1977, p. 23), as its interpretation has been changed a lot of times. Its recent interpretation is still speculative (Stahle, 1999). The discordance of results, especially of those not obtained by Fiedler’s scholars (Neuberger, 2002), or the one-sided reflection of efficiency as being a pure task efficiency can be noted as being other weaknesses of the theory.

Another approach to overcome the inconsistent findings in the context of behavior theories is the path-goal theory of leadership (Evans, 1970; House, 1971). The path-goal theory “addresses the effects of leaders on the motivation and abilities of immediate subordinates and the effects of leaders on work unit performance” (House, 1996, p.323). It represents an application of the expectancy-theory of motivation (e.g. Vroom, 1964). Hence, the efficiency of the leader depends on his ability to positively influence the subordinates’ expectancy of instrumentalities and valences and the probabilities of rewards.

The motivational functions of the leader consist of increasing personal payoffs to subordinates for work goal attainment and making the path to these payoffs easier to travel by

clarifying it, reducing roadblocks and pitfalls, and increasing the opportunities for personal satisfaction en route (House, 1971, p. 324).

Later formulations of the theory (House & Mitchell, 1974) expanded the number of leadership behaviors relevant to the motivational processes emphasized by the theory to four: supportive leadership, directive leadership, participative leadership, and achievement-oriented leadership. The initial version only dealt with supportive leadership (similar to consideration) and directive leadership (similar to initiating structure) (Yukl, 2002). The extent to which each of these leader behaviors will have a positive impact upon subordinate performance and satisfaction is contingent upon two aspects of the situation: subordinates characteristics and environmental or task characteristics. According to House and Dessler (1974), “leader behavior will be viewed as acceptable to subordinates to the extent that the subordinates see such behavior as either an immediate source of satisfaction or as instrumental to future satisfaction” (p. 31).

Furthermore, subordinate’s locus of control and experience are important variables. On the side of the environmental characteristics, the efficiency of leader behavior will depend upon the nature of the task. If the task is highly structured, directive leadership might lead to excessive control and therefore dissatisfaction, whereas this type of leadership behavior might be successful with unstructured tasks (Bryman, 1992; Yukl, 2002). Other influencing environmental characteristics are the formal authority system or the nature of the work group. The problems of path-goal theory lie within inconclusive results, methodological limitations, only fragmentary testing of the theory, the use of expectancy theory as a basis, or the reliance on broad categories of leader behavior. “Despite its limitations, path goal theory has made an important contribution to the study of leadership by providing a conceptual framework to guide researchers in identifying potentially relevant situational variables” (Yukl, 2002, p. 216).

Other representatives of the contingency approach are Hersey and Blanchard’s (1969) situational leadership theory, Kerr and Jermier’s (1978) theory of leadership substitutes, Yukl’s (1981, 1989) multiple-linkage model, or the cognitive resources theory developed by Fiedler and his colleagues (Fiedler, 1986; Fiedler & Garcia, 1987).

This sub-section does not claim to provide an all-embracing overview of the history of leadership theories but rather offers short insights into a broad field of research and approaches to leadership. Approaches such as the attribution theory are missing as every selection of leadership theories will have to be cut short at some point. The next sub-section will provide a detailed view

on transformational and transactional leadership theories to back-up its use in the research instrument of this study.

1.3 Transformational and Transactional Leadership

Inspired by Burns' work, Bass (1985) transferred the concept of transformational leadership to organizational contexts. However, in contrast to Burns, he stated that transformational and transactional leadership were not exclusive but built upon each other. Leaders who identify the needs of their followers and exchange rewards for acceptable results are regarded as transactional executives. Transformational leadership is seen to be moving beyond transactions in order to improve followers' achievements by influencing their needs and values. Higher levels of performance and extra effort, as well as higher satisfaction, are expected on behalf of the followers.

Transactional leadership

Bass (1985) characterizes a transactional leader as someone who operates within existing cultures or systems. He clarifies task standards and rewards the subordinates; these rewards can be gotten if they accomplish their tasks. He tries to avoid risks and focuses his attention on the breaking of agreements. He works the most effective in a stable and predictable environment. Transactional leadership refers to the exchange relationship between leader and follower to meet their own self-interests (Bass, 1999b). Therefore, transactional leadership is characterized by behaviors and attitudes that emphasize the quality of exchange between superiors and followers. Leader and follower discuss what is required as well as the resources or conditions that are needed in order to reach the aims. Their "fair negotiation" concerning demands and rewards is based on mutual agreement. Transactional leaders clarify each person's tasks, responsibilities, and expectations, find a common meaning as to what is fair and only give rewards if the requirements are fulfilled. Transactional leaders offer inducements to move in the direction desired by the leaders, which often is a direction that would also satisfy the self-interests of the followers (Avolio, 1999). They emphasize goal setting, give instructions, clarify structures and conditions, and take control. Depending on performance etc. they choose positive or negative contingent reinforcement as their strategy. In its constructive form, transactional leadership comprises working with individuals, setting up and defining agreements to achieve specific work goals, discovering individuals' capabilities, and specifying the compensation and rewards for a successful completion of tasks. In its corrective form, transactional leadership focuses on setting standards as well as identifying and managing mistakes by either waiting for them to occur before taking action or by

monitoring for their occurrence (Bass & Avolio, 1997). Although transactional leadership is the most widely used leadership behavior, it cannot guarantee motivated followers and thereby long-time organizational success (Yammarino & Bass, 1990). Hence, transactional leadership should be completed by transformational leadership (Bass, 1985).

Transformational Leadership

Transformational leadership refers to the leader moving the follower beyond immediate self-interests through idealized influence (charisma), inspiration, intellectual stimulation, or individualized consideration. It elevates the follower's level of maturity and ideals as well as concerns for achievement, self-actualization, and the well-being of others, the organization, and society (Bass, 1999b, p. 11).

The transformational leader tries to widen the interests of his subordinates and to evoke the acceptance for the mission of the group (Bass, 1990a). He takes the time to get to know the people he works with, what they need to know to perform at their best, and how far they can be challenged and supported (Avolio, 1999). He looks for new directions that can be taken and evaluates the chances when taking risks but does not support the status quo. Rather than reacting to changes in the environment, he tries to be actively involved. Transformational leaders motivate others to achieve more than they think is possible by addressing and modifying their subordinates' values and self-esteem. Transformational leaders get their followers to 'buy into' their visions and internalize them so that the followers become intrinsically motivated to strive for the common goals and visions (Goodwin, Wofford, & Whittington, 2001).

Furthermore, they inspire them to go beyond their egoistic interests. Bass (1998) points out that transformational leaders shift goals away from personal interests and security towards achievement, self-actualization, and the greater good. As a consequence, followers are ready to show extra effort to achieve these aims. The transformational process implies changing the followers' needs and values in order to accomplish higher order objectives. The application of transactional leadership must take into account individual needs. When these needs are elevated, the leadership exchange begins its shift from transactional to transformational leadership (Bass & Avolio, 1997). The transformational dynamic involves a strong personal identification with the leader, a joint vision of the future, and going beyond the self-interest exchange for rewards (Hater & Bass, 1988).

According to Bass and Avolio (1994), transformational leadership is seen when leaders:

- stimulate interest among colleagues and followers to view their work from new perspectives,

- generate awareness of the mission or vision of the team and organization,
- develop colleagues and followers to higher levels of ability and potential, and
- motivate colleagues and followers to look beyond their own interests toward those that will benefit the group (p. 2).

Furthermore, Bass and Avolio (1997) state that transformational leaders achieve their results in one or more of several ways:

- Transformational leaders become a source of inspiration to others through their commitment to those who work with them, their perseverance to a mission, their willingness to take risks, and their strong desire to achieve.
- Transformational leaders diagnose, meet, and elevate the needs of each of their associates ... They believe in promoting continuous people improvement.
- Transformational leaders stimulate their associates to view the world from new perspectives, angles, and informational sources. They question even the most successful strategies to improve them over time.
- Associates trust their transformational leaders to overcome any obstacle, because of their hard work, their willingness to sacrifice their self-interest, and their prior successes (pp. 27/28).

All in all, transformational leadership refers to a different level within the leader-subordinate relation. Bass (1990a) therefore also calls it 'superior leadership performance'. One has to emphasize the fact that self-abandonment and blind following are not goals of transformational leadership. The aim of transformational leadership is the empowerment of the followers and their involvement in the organizational process, as well as the encouragement of self-confidence and autonomy (Oelsnitz, 1999). The true transformational leader has confidence in his followers' ability to find their own solutions to the problems they face (Lowe, Kroeck, & Sivasubramaniam, 1996).

Both styles - transformational and transactional leadership - are not independent or opposing behavioral patterns. Leaders can act in a transformational and in a transactional manner. According to Bass, Avolio, & Goodheim (1987), transformational leadership is ineffective without transactional leadership, as it is built upon it, but not vice versa.

You may wonder how transactions are at the base of transformations. ... [If] you honor all your various transactions with people, over time they come to trust you; and it is higher levels of trust versus compliance that transformational leadership uses as its base for achieving exemplary performance (Avolio, 1999, p. 37).

Hence, transformational executives combine transformational and transactional behaviors individually and therefore vary widely in their respective style of leadership (Bass, 1990a). As both leadership styles aim to attain certain objectives, transformational leadership can also be seen as a special case of transactional leadership (DenHartog, VanMuijen, & Koopmann, 1997). The models differ only in relation to the process by which the leader motivates his subordinates and in the type of objectives he sets (Hater & Bass, 1988).

According to Bass (1997), transformational leadership is effective in any situation or culture. The effectiveness of transformational leadership has been shown for different levels of authority, in different types of organizations and in several different countries. No conditions are specified in which transformational leadership is ineffective. “However, universal relevance does not mean that transformational leadership is equally effective in all situations or equally likely to occur. A number of situational variables may increase the likelihood of transformational leadership or enhance its effect on followers” (Yukl, 2002, p. 255). Examples include the external environment –an unstable environment being beneficial for transformational leadership.

If the technology, workforce and environment are stable..., then things are likely to move along quite well with managers who simply promise and deliver rewards to followers/employees for carrying out assignments.... But when a firm is faced with a turbulent marketplace...and when its current technology can become obsolete before it is fully depreciated; then transformational leadership needs to be fostered at all levels in the firm (Bass, 1990a, p. 30).

Further examples are the type of organization – an organic structure is rather beneficial than a mechanistic bureaucracy (Bass, 1998), the hierarchical level – transformational leadership is more likely to occur in higher hierarchical levels (Bass & Avolio, 1993a), or an entrepreneurial culture (Yukl, 2002).

Prior to the development of the new leadership theories, leadership theories and research have centered on questions such as autocratic vs. democratic, directive vs. participative, task vs. relationship centered, or initiation vs. consideration (Bass, 1990c). Bass and his colleagues wanted to identify the full range of leadership. According to their conception of the full range of leadership, it implies that every leader displays a frequency of transactional and transformational behaviors, as well as non-leadership behaviors. However, each leader’s profile involves more or less of one of those leadership behaviors. Although attempts to present an integrative theory of leadership have already been made, Antonakis and House (2002) argue that the full range leadership theory will be more successful, “because ... [it]:

- 1) has achieved unprecedented acceptance in the management and leadership literatures;
- 2) is supported by a large number of empirical findings; and
- 3) has been developed in an integrative manner.” (p. 4)

Facets of Transformational Leadership

The transformational leadership behavior facets that are identified by Bass and his colleagues can be labeled as the ‘Four I’s’ of transformational leadership behavior (Bass & Avolio, 1994).

Idealized Influence

“Transformational leaders have associates who view them in an idealized way, and as such, these leaders wield much power and influence over their followers” (Bass & Avolio, 1997, p. 28). Idealized influence (II) is the capability of exerting influence by serving as a role model, arousing pride in followers, and demonstrating high standards of ethical and moral conduct. Such leaders show high performance standards, fulfill what they expect others to do and can be counted on to do the right thing. They earn trust and confidence. Those leaders share risks with followers and are consistent in their actions. They even take the risk of replacement for the greater gain obtained when their followers are fully capable of contributing to the overall mission. They overcome obstacles and create identification with the mutual vision. Their legitimacy is based on their personal integrity and competence. Followers develop a high degree of admiration and respect for them and try to emulate them. Transformational leaders avoid using power for personal gain and only implement it when needed. As idealized influence reflects behavioral aspects as well as attributional components, this facet is divided into two sub dimensions: idealized influence attributed (IIA2) and idealized influence behavior (IIB).

Inspirational Motivation

Transformational leaders behave in ways that motivate and inspire their followers by providing meaning and challenge to their followers’ work. Inspirational motivation (IM) is the ability to develop and communicate a convincing and attractive vision of the future. This vision addresses the higher order needs of the followers. Additionally, inspiring leaders spread optimism about the possibility of reaching the company’s goals, always encouraging subordinates to believe that their efforts will be successful, and articulate a vision in a symbolic language that is shared by the workers. Often, inspiration can occur without the need for identification of associates with the leader (Bass & Avolio, 1997).

Intellectual Stimulation

Transformational leadership furthermore involves the intellectual stimulation (IS) of associate's ideas and values. IS includes various kinds of involvement and participation. Followers are stimulated by questioning assumptions, reframing problems and challenging tasks. They are encouraged to think about old problems in new ways and to question their own beliefs and assumptions, and, when appropriate, those of the leader. Individual member's mistakes are not criticized in public. Creativity and innovative solutions are required and encouraged in a supportive climate. Therefore, the followers learn to handle and solve problems on their own. The leader stimulates the awareness of his follower's thoughts and imagination, and recognition of their beliefs and values. "Nothing is too good, too fixed, too political, or too bureaucratic that it can't be challenged, changed, retired, and/or abandoned" (Avolio, 1999, p. 46).

Transformational leaders become "intellectually stimulating to the extent that they can discern, comprehend, conceptualize, and articulate to their associates the opportunities and threats facing their organization, as well as its strengths, weaknesses, and comparative advantages" (Bass & Avolio, 1997, p. 29). It is through IS that the status quo of the organization is questioned (Bass, 1985).

Individualized Consideration

Individualized consideration (IC) stands for leaders who pay special attention to each individual's needs for achievement and growth by acting as a coach or mentor. They recognize individuals' needs and try to elevate their followers to successive higher levels of potential. Individually considerate leaders listen effectively. They delegate tasks as means of developing their followers. This also includes the communication of timely information to others as a way of providing continuous feedback. "Delegated tasks are monitored to see if the followers need additional direction or support and to assess progress; ideally, followers do not feel they are being checked" (Hinkin & Tracey, 1999, p. 109). Furthermore, the acceptance of individual differences concerning varying needs of autonomy, encouragement, responsibility, or even structure and instructions, is important. Subordinates are not reduced to their function and role as followers but are considered to be unique individuals. Transformational leaders focus on one-to-one relationships through IC.

These four I's characterize the transformational leader. "Yet transformational leaders vary widely in their personal styles" (Bass, 1990a, p. 23). That means that *the transformational leader* does not exist. Instead, transformational leaders are characterized by applying the transformational

behaviors more than the transactional leadership facets. Hence, they can be very charismatic and less intellectually stimulating or vice versa.

Facets of Transactional Leadership

In contrast to transformational leadership, transactional leadership creates the leader-follower relationship on the basis of contingent positive and negative reinforcement in the sense of the exchange theory (see e.g. Blau, 1964; Gergen, 1969; Homans, 1974; Thibaut & Kelley, 1959). “Transactional leadership occurs when the leader rewards or disciplines the follower, depending on the adequacy of the follower’s behavior or performance” (Avolio, 1999, p. 49). It can be divided into three behavioral facets:

Contingent Reward

Contingent reward (CR) enables the followers to perceive the consistency in leadership behavior as well as the reliability of their leaders. “The leader assigns or secures agreements on what needs to be done and promises rewards or actually rewards others in exchange for satisfactorily carrying out the assignment” (Avolio, 1999, p. 49). Those rewards are connected to the followers’ needs, which are identified by the leader and linked to what the leader wants to accomplish. The workers can rely on the honoration by their leaders for their efforts through instrumental support or assistance in confrontations with superiors. CR builds the basis of the receptivity of transformational leadership (Bass & Avolio, 1995a).

Management by exception

Management by exception (MbE) describes a leader who only acts if there are deviations of standards, his motto is “if it isn’t broken don’t fix it” (Bass, 1990a, p. 20). The most ‘positive’ reward in this case is the absence of criticism. MbE may appear in a more active way (management by exception active - MbEa) when there is active monitoring and correction before things go wrong, or in passive way (management by exception passive - MbEp) when executives wait passively and react when mistakes or problems occur (Bass & Avolio, 1994). “The active manager arranges to monitor and correct deviations; the passive manager waits for them to occur before taking corrective action” (Bass & Avolio, 1993a, p. 61).

Finally, a facet of non-leadership is also part of the full range of leadership:

Laissez-Faire

Laissez-Faire (LF) is the avoidance or absence of leadership. In its extreme, nothing is transacted between the leader and the follower. The leader delays decisions, gives neither instructions nor feedback, there is no attempt to motivate followers nor does the recognition and satisfaction of their needs take place. Laissez-faire leadership is the most ineffective leadership (resp. non-leadership) style in the full range of leadership. Taking all the different styles and behavior facets together, the full range of leadership, according to Bass and Avolio (1994), is represented. As already mentioned, every leader displays each of the above described leadership styles to some degree. An optimal profile is characterized by a very high level of transformational behavior (i.e. the four I's), a high degree of CR, some MbEa, less frequent MbEp and a minimum of LF. An ineffective leader shows a lot of LF, MbEp and MbEa, less CR and much less, if any, transformational leadership (Avolio, 1999; Bass & Avolio, 1994; see Figure 1).

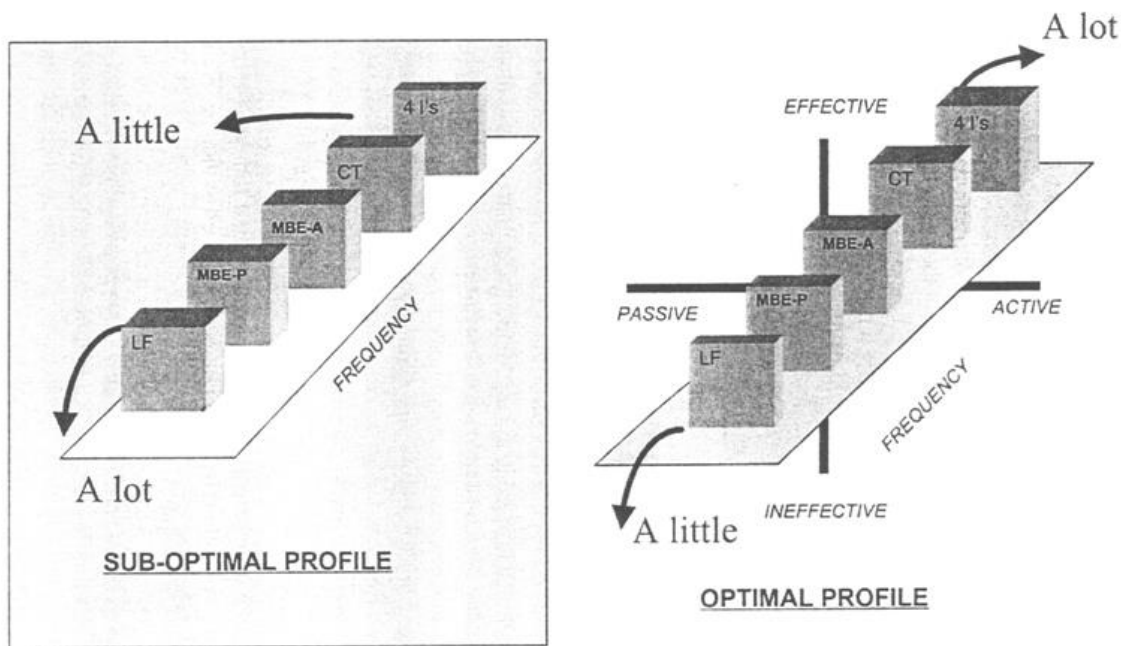


Figure 1: Leadership profiles for the full range of leadership. Source: Avolio (1999, p. 53).

Although these components display a broad range of leadership behaviors, there is more to leadership than described in this chapter. Avolio (1999) therefore uses *a* full range rather than *the* full range, suggesting that other aspects of leadership yet to be discovered will enhance the range of leadership processes in organizations. However, leadership components that have already been identified are not part of the full range of leadership as described by Bass, Avolio and colleagues. In extension to the conceptualization of the optimal and sub-optimal leadership profile, Bass and his colleagues argue, that, as already mentioned, the addition of transformational leadership to

transactional leadership leads to extra effort being made by the followers and therefore results in superior performance. This is called the augmentation effect of transformational leadership (see Figure 2).

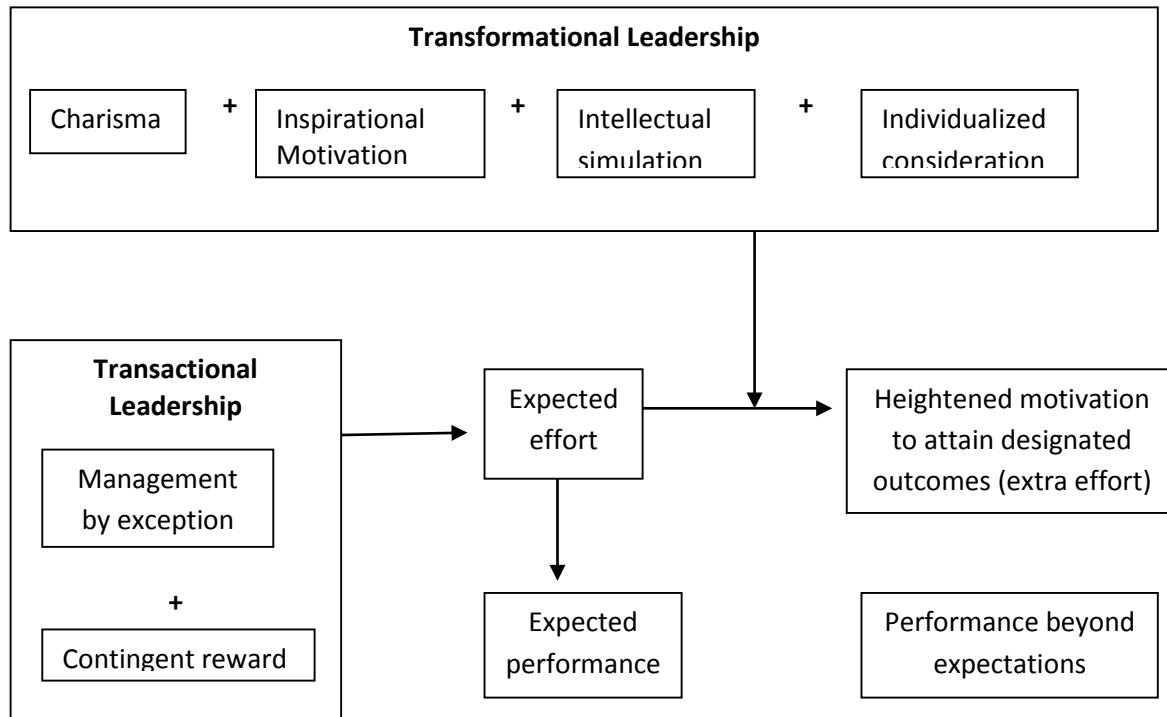


Figure 2: Augmentation model of transactional and transformational leadership.

Source: Bass & Avolio (1997, p. 21)

Criticism of New Leadership Theories

All the new leadership theories make an important contribution to our understanding of leadership. In particular, they try to explain the exceptional influence some leaders have on their followers, focusing on the importance of emotional reactions, whereas earlier theories had their focus on the rational-calculative aspects of the leader-follower relationship. However, their uniqueness and contribution have been exaggerated (Yukl, 1999a).

Although clothed in different jargon, some of the “new” wisdom reflects themes that can be found in theories from the 1960s. ... Some of the leadership behaviors in the new theories are

very similar to behaviors identified as important in research that preceded it in the 1970s (Yukl, 2002, p. 262).

The leader's emphasis on IS is comparable with some aspects of the path-goal theory (Hunt, 1999), IC and active monitoring are already represented in earlier research. Moreover, IS and charisma are vague about what the leader really does (Yukl, 1999a). The underlying influence processes of transformational leadership remain unclear, plus they have never been studied in a systematic manner. Yukl (1999b) refers to "short-term effects of the leader's behavior on mediating variables relevant to task performance, examples for this being the arousal of motives or emotions, increased self-efficacy or optimism, modification of beliefs about reward contingencies, and increased task commitment" (p. 287). If the ways in which each transformational behavior affects these variables and the respective outcomes were identified, the theory would certainly gain strength. The negative aspects of transformational leadership have seldom been the focus of research. At least the ethics of transformational leadership have been taken into consideration (Banerji & Krishnan, 2000; Bass & Steidlmeier, 1999), shedding a little more light onto the liabilities of leaders who appear to be transformational, but are not (Conger & Hunt, 1999).

Each facet of transformational leadership is composed of several components and they have overlapping contents, which leads to an even more ambiguous definition of the transformational scales. For example, IC includes both developing and supporting. Whereas developing, with its components coaching and mentoring, is a core transformational behavior, supporting, which includes being friendly, helpful and considerate of individuals, is not, as it only has a weak effect on subordinate motivation or performance. IS is also composed of diverse behaviors, such as looking at problems in a different way or finding innovative solutions for problems. The theory, however, lacks a definition of ways in that such a behavior is encouraged by the leader. The content of II ranges from the leader's expression of beliefs, his consistent acting on these beliefs, clarifying the purpose of subordinate activities, all the way to emphasizing the importance of mutual trust. Even attributed charisma, which is an outcome rather than observable behavior, is part of II. Considerable overlap exists between II and IM which are not clearly differentiated in the theory. On the other hand, important leadership variables are missing. As already mentioned, the notion of a *full range of leadership* is misleading in that important leadership behaviors are missing.

On the transformational side, a more direct integration of empowering behaviors, such as consulting, delegating or sharing of sensitive information, are omitted. Furthermore, some aspects of charismatic leadership are also missing (nontraditional behaviors, impression management, and expressive communication) (Yukl, 1999a). Yukl (1999b) also states that a full range of leadership theory should include behaviors that are neither transformational nor transactional. Examples would be task-oriented behaviors such as clarifying or planning, relations-oriented behaviors such as networking or the leader interactions with superiors, peers and outsiders, and change-oriented behaviors such as scanning or political activities to build support for change. Antonakis and House (2002) support the idea of adding leadership behaviors that are distinct from transformational, transactional and LF leadership. The class of leadership behavior that is missing in the full range model (in their understanding) can be labeled instrumental leadership and contains two subclasses of behavior. The first is called strategic leadership and contains environmental monitoring, and strategy formulation as well as implementation; the second subclass can be subsumed under the name of follower work facilitation and contains path-goal facilitation and outcome monitoring. As the theory of transformational leadership only focuses on dyadic processes, the side of the leader's influence on group or organizational processes (e.g. building group identification) is also omitted. Although providing research on the effectiveness of transformational leadership in teams and even a team-questionnaire, the theoretical basis for the influence of transformational leadership on team building and stabilizing processes has not yet been clarified. The emphasis on the universal applicability and effectiveness of transformational leadership has been too strong. More attention still needs to be focused on identifying situational variables that determine the support of effective transformational leadership or its limits (Gebert, 2004; Wegge, 2004; Yukl, 1999b).

Only a small number of studies have examined contextual variables (see e.g. Howell & Avolio, 1993; Podsakoff, MacKenzie, & Bommer, 1996). Situations where transformational leadership has detrimental effects have rarely been the subject matter of research. However, Stephens, D'Intino, and Victor (1995) argue that transformational leadership is biased, favoring some stake-holders (e.g. the top management) at the expense of most of the employees as its emphasis is on increasing task motivation and performance. Furthermore, if members of an organization are influenced by leaders with competing visions, the result will be increased role ambiguity and role conflict (Yukl, 1999b). A more conceptual criticism concerns the allocation of MbE to the transactional leadership behaviors. Especially MbEp, which describes a leader who waits until problems become serious, does not describe a process of transaction but is rather close

to non-leadership behaviors. As already mentioned, Bass (1985) considers charisma to be an important part of transformational leadership, being conceptually distinct from the other transformational behaviors. Yukl (1999b), however, states that the simultaneous occurrence of the four I's is unusual and instable. Usually, more participation and development of the subordinates does not produce the attribution of extraordinary abilities, hence the attribution of charisma. On the whole the transformational leadership theory "should not be heralded as a revolutionary approach that makes all the earlier theories obsolete" (Yukl, 1999a, p. 47).

1.4 Leadership in Local Government

Local governments are created to bring about development in the rural areas. As agents of rural development, local governments are to use the funds made available to them by both the federal and state governments and their internally generated revenue to improve on the lives of the people within their areas of operation through initiating and attracting development projects to the local government such as provision of access roads, water and rural electricity; sustaining livelihoods through the provision of credit facilities for agriculture, arts, crafts and small scale business; and encouraging the formations of cooperative societies and other economic groupings (Akhakpe, Fatile & Igbokwe-Ibeto, 2012).

It is equally important to reiterate that no kind of desirable development can be achieved if there is a political framework defined by; a tendency to divert public resources for private gain; failure to establish a predictable framework of law and government behaviour conducive to development, or arbitrariness in the application of rules and laws; excessive rules, regulations, licensing requirements, and so forth, which impede the functioning of markets and encourage rent-seeking; narrowly based or non-transparent decision making.

In all emergent states, local government administration has been adopted as the main fundamental instrument for the acceleration and sustenance of rural development. Various arms of government must aim at stimulating and motivating rural people to take an active part in the development of their communities. Yet, motivating people is the duty of local government and it is a complex process. It has to do with defining development so that there is no logical and operational break between past practices, past beliefs, the present and the future.

The above discussions show that there is no way one can talk of local development without placing more emphasis on the role of local government. Also, rural area cannot develop socially, politically, economically and even technologically without local government.

The following are characteristics of good leadership and governance in local government administration:

(1) Participation: Participation by both men and women is central to good governance; it could be either direct or through legitimate intermediate institutions or representation. Good governance implies and requires that the processes of participation are guided by principles and standards of integrity, transparency and accountability; it is the function of local government administration to ensure that concerns of the most vulnerable in society are taken into consideration in decision making. It should be noted that the participation that will give rise to good governance is one that is devoid of manipulation through unethical and nontransparent practice (Ojo 2009).

(2) Transparency: Where there is good governance, all that is at stake is public interest and there will be nothing to hide. The reason for good governance has continued to be problematic in Local Government Administration in Nigeria. This is as a result of lack of transparency in dealing with critical political, economic and administrative issues. The handling of issues, such as service delivery, appointments to public positions are not done in transparent manner. It should be clear that, government presence and access to resources would remain less satisfactory to the people unless it is based on transparency.

(3) Responsiveness: It means that public policy decisions and implementation represent adequate responses to popular needs and expectations; good governance requires that the fundamental interest and ultimate purpose that defines policies and actions of government must represent adequate response to the genuine and legitimate needs of the people. In other words, good governance requires that institutions and processes of government try to serve all stakeholders within a reasonable timeframe (Ojo 2009).

(4) Rule of Law: Rule of law as an essential feature of good governance implies the existence of fair legal frameworks that are enforced impartially, and constitutional procedural arrangements are adhered to consistently.

(5) Effectiveness and Efficiency: Good governance in Local Government administration makes possible that adequate value and benefits are derived from government resources committed to programmes and projects of government. Good governance in this regards means that processes and institutions produce results that meet the needs of society, while making the best use of available resources at their disposal.

(6) Accountability: Accountability means that people will be able to hold local government authorities responsible for public issues as it is affecting them. In other words, accountability

involves an obligation to explain or justify specific actions (Heald 1983). This is a key requirement for good governance in local government administration in general, and a system or an institution is accountable to those who will be affected by its decisions or actions. It should be noted, therefore, that accountability cannot be enforced without transparency, the rule of law and constitutionality.

(7) Government Appointments: There is no gain saying the fact that appointment of people into Local Government and its Commission adopts unfair and unethical patronage practices based on considerations and criteria devoid of merit. This is a common phenomenon in local government administration in Nigeria. It should be noted that good governance cannot be ensured under such arrangement. Rather, skills and competence related criteria should be used for all local government appointments in order to get the best hands on the job. From the above perspective of local government administration, it is clear that for good governance and accountability to exist in a local government arrangement, the above characteristics need to be taken into serious consideration.

4.1.1 Reasons for the Establishment of Local Governments

A lot of reasons have been given for the evolution and creation of local governments in several systems of government. These range from political, social and economic reasons. Some of these reasons are enumerated below:

(1) To Bring Governance Closer to the People: Local government functions to bring democracy to the local citizens as well as to educate and socialize them politically; participation of the citizens in governance is one of the underlying percepts of democracy. Due to the vast nature of the country, the presence of governments whether at the federal or state levels was not well felt by the people, and this led to neglect and distrust of government by the people. In a bid to bring the activities of government closer to the people, local governments were created to serve as conduits through which government's policies are communicated to the people (Aigbakoba and Ogbonna 2004).

(2) For Administrative Convenience: Local government serves as a channel through which policies and programmes from the state and federal government are communicated and implemented. This is because there are many functions that will be cumbersome for the state and federal governments to perform because of the distance separating them and the people e.g: (a) Collection of rates, radio and television licenses; (b) Registration of births, deaths and marriages registry etc.

The local government was also created to serve as the representative of both the federal and state governments amongst the local people. It is a channel through which policies are communicated and implemented (Aigbakoba and Ogbonna 2004).

(3) To Ensure That Resources are effectively Mobilized: This is to arouse in the citizens the zeal or willingness to contribute financially, materially and morally to the management of local affairs. Local governments are created to bring about meaningful development in the rural areas through the effective mobilization of resources. Local government use the funds made available to it by both federal and state governments and their internally generated revenue to improve on the lives of the people within their areas of operations (Aghayere 1997).

(4) To Preserve Heritage and Common Interest of the People: In Nigeria today, there are over 364 ethnic groups with diverse cultures and tongues. These ethnic groups are further divided into communities. These communities form the constituents/areas of local governments in Nigeria. By carving out local governments from amongst people of the same community, government is preserving such long traditional associations and using same to foster the interest of the people concerned. The creation of local government is intended to bring people of common heritage or ancestry together as a political unit to further their interests and increase their participation in government business.

It should be noted that, the broad objective of establishing local government is placed on the service delivery function. When roads are bad, when there are no markets stalls, no health centres, when there is no water, no drugs in the local dispensaries and when refuse is littered all around the place etc, the ordinary citizen blames it on the local government. It follows, therefore, that local government administration is established to affect citizens through the service delivery function (Aghayere 1997).

Functions of Local Government Administration

In terms of functions, there is uniformity of function and responsibilities for all the local governments throughout the federation. These functions and responsibilities were later enshrined in the 1979 and 1999 Constitutions of the Federal Republic of Nigeria. The first category of functions is made up of functions that are mandatory for which local governments have full responsibility, the second category is made up of functions which local government shares with higher levels of government, and the third category of functions are those functions that the state or federal government can from time to time assign to local authority.

As derived from the Fourth Schedule of both the 1979 and 1999 Constitutions of the Federal Republic of Nigeria, the basic functions, which all local governments in Nigeria are established to perform, revolve around the following:

- (a) Functions in which success depends on communities' responsiveness and participation;
- (b) Functions which require detailed local knowledge for efficient performance;
- (c) Functions which are of a personal nature requiring provision close to where the individuals affected live; and
- (d) Functions in which significant use of discretion or understanding of individuals are needed.

Some of the other functions of Local Government Administration as stated by Awotokun are:

- (a) The local government is authorized to consider and submit to a state commission or any other body on economic and social development as it affects the locality;
- (b) The economic functions of local government enable the authority to raise money through investments, taxes and other forms of levies;
- (c) The social and welfare functions of local government direct the authority towards the provision of such services as education, health, roads, and recreation grounds, etc, etc;
- (d) Local government administration also carries out informative functions such as enlightenment, development projects, administration, democratic and leadership initiative and maintenance of peace, law and order in the locality (Awotokun 2005).

In addition to the above, the local government administration also provides the following functions:

- i) Inspection of meat and abattoirs;
- ii) Provision of nursery, primary and adult education;
- iii) Provision of scholarship and bursaries award;
- iv) Provision of public libraries and reading rooms;
- v) Agricultural and animal health extension services and veterinary clinics, fire services;
- vi) Lighting and drainage;
- vii) Support for arts and culture;
- viii) Control of pollution;
- ix) Control of beggars and prostitution;
- x) Homes for destitute, the insane and orphans;
- xi) Public housing programmes;
- xii) Regulation and control of buildings;

- xiii) Town and country planning;
- xiv) Operations of commercial undertakings;
- xv) Control of traffic and parking;
- xvi) Pipe sewage systems (Aghayere 1997).

4.1.2. Local Governments in Enugu, Nigeria

Local government administration facilitates political mobilization and sensitization of the people within its areas. The institutional framework of local government administration is pivotal to the success of any government programme. It has been consistently argued in literature that local government administration is an effective and efficient instrument for political education and socialization of the people at the local level. Local government administration allows for clientele participation in decision making and implementation of government programmes that affect their lives (Akhakpe, 2013). Corroborating the above statement, Briggs (2007) contends that the fundamental premise of clientele involvement is that it interests and commitment to programmes success is likely to be high when people regard such programmes as theirs. Local government administration through internally generated revenue (IGR) raises revenue to finance development programmes at the grassroots'. This is in addition to the statutory allocation from the federation account. Through such monies, it provides social amenities and services such as pipe born water, boreholes, roads, cottage industries, skill acquisition centres, maternity and cottage hospital and health care delivery, market stalls, etc to the people.

Local government administration promotes democratic rule in the society. This is because, local government administration is the closet level of government to the people and as such, it provides the opportunity for the people to further learn the democratic values and norms. Local government administration in a federal system like Nigeria promotes nation building and contributes to socio-economic and political development in the country. However, despite the elaborate justification of local government administration, local government administration in Enugu Nigeria is faced with a number of issues, problems and challenges. They include:

Corruption

One of the fundamental problems of contemporary Nigeria is corruption. It has thrived, progressed and flourished unabated. Corruption has been institutionalized to the point of accepting it as a part of our system. Albeit corruption is ubiquitous, it is found all over the world, but the degree of its manifestation varies from system to system (Lawal and Oladunjoye, 2010: 232).

Corruption is the greatest bane of local government administration in Nigeria. At the grassroots level, corruption has been canonically accommodated, entertained, and celebrated within the system. In the local government setting corruption is mis-nomerlabelled and euphemistically referred to as “Egunje” (a slogan which means “illegal offer” in local dialect) and a major hindrance to good government.

It has been identified as one of the problems confronting effective local government administration in Nigeria, also non-adherence to provisions of the financial memorandum (FM), conspicuous consumption of the part of the local officials, lifestyles that are not commensurate with official sources of income, imposition of leaders on the local government through corrupted political process and low wages of local government officials (Ali, 2008). Some of the areas where corruption thrives in local government in Nigeria include the following:

- a) Inflation of prices of bought items;
- b) Over estimation of cost of projects;
- c) The ghost worker syndrome;
- d) Poor financial base and limited revenue
- e) Award of contracts and subsequent abandonment;
- f) Payment of huge sums of money to political godfathers;
- g) The age-long belief by the officials that people are ignorant, illiterate and unenlightened;
- h) Lack of accountability

Lack of Autonomy

Autonomy simply refers to freedom, independent, free from external and remote control but in Nigeria the reverse is the case, Local Government are totally independent, they are managed by the federal and state governments who dominate over the local government administration through the state government offices of local government affairs, the ministry of local government, and the local government service commission. All these government agencies are denying the autonomy of self-dependent administration of Local Government in Nigeria, Enugu inclusive.

Electoral Nepotism

In most states, the ruling party appoints and blesses the candidate who must run for election at the local government level. Without their blessings, such candidates cannot win an election. The various state governments also appoint caretaker chairmen for the Local Government Council, who are mostly stooges and appendages of the state governor. Even when elections are held, the ruling party in the state and the state government, in particular, rigs and manipulates the election

process to favour their preferred candidates. It is a clear case of who pays the piper dictates the tune. This again creates inefficiency of administrative performance and diversion of local government functions, as well as oriented programs for the local people.

Unskilled Workers

The Local governments are faced with the problem of inadequate skilled workers such as engineers, accountants, medical doctors, town planners, statisticians, etc. Reasons for this unfortunate development are that, there is a very low image of local government in the minds of these professionals. Again, there is lack of job satisfaction that can keep them in the local government. Most skilled and qualified personnel's and professionals prepare to gamble their luck either in private organisations or establish their own firms rather than risk staying at the local government where there are no incentives, and they may be wasted away. This has forced local governments to depend on unskilled labour. For example, some are diploma and certificate holders who cannot defend the certificates they hold. These circumstances are a great challenge to local government efficiency; people who are not professionals in what they do are likely not to be productive and effective.

Inadequate and Poor Budgetary Allocation:

Local governments in Enugu, Nigeria are known to suffer from inadequate and poor budgetary allocation. This is done by deliberate cut-offs of budgetary allocation to the local government by some States Governors either for political reasons or absolute corruption. The siphoning of funds through frivolous activities and fictitious contracts to their party members and friends greatly affects the financial needs of local governments. This is one of the major reasons why local government usually performs below expectation, thereby making the third tiers of government meaningless and lacking the diffidence of democracy.

Administrative Inefficiency

Local governments also suffer from administrative inefficiency and ineffectiveness resulting from low educational qualifications of staff, poor motivation, autocratic leadership, poor work environment, etc. The management and control of finances is a central factor in the management of local governments. The quality and promptness/effectiveness of local government services depend on the quality and quantity of workers in the system. Politically, politicians divert from their campaign promises through scheming of ways to remain in office and swell their private financial bank accounts with public funds from the local government. They abandon principles of

good governance and democratic ideals that are fundamental in promoting administrative efficiency in order to satisfy their selfish desires.

Lack of provision of Basic Social Amenities

The decline in delivery of social services for the people at the grassroots is perhaps, felt more by common people. This revealed that the local government administration has failed in meeting the basic needs of the people – good roads, metro-transport, potable water, regular electricity supply, sanitations and rehabilitation of local road under their local jurisdiction, qualitative healthcare delivery and education. Close on the heels of this is poor or non-maintenance of existing social services. Local Governments appear to have failed in this respect thereby leading to strong voice for the cancelation or eradication of the third tiers of government which is Local Government Administration.

2.3 Theory of Local Governance

According to Iyoha (1992), “a theory is a set of ideas explaining a phenomenon”. Advancing this definition further, theory does not only explain, it tests and evaluates relationships between variables with the aim of providing a set of structuring principles to govern the translation of hypothetical statements into practices. Mackenzie (1961) had, at a point, declared that “there is no theory of local government”. However, Cockburn (1977) argued that “there is a collection of theories or ideas about the relationship between individuals and local authority; about the way in which services ought to be provided; and about the division of labour in politics generally, as well as views on the way in which decisions are taken and policies are made in government”.

With reference to Africa, Ola (1984) asserted that there was no theory of local government distinct from the theory of government due to absence of discussion and debate on local government, not until recently when there is growth in the debate on local government.

Nevertheless, the modern debates have made available a number of theoretical perspectives. These are: (a) Localists’ Approach; (b) Public Choice Framework; (c) Dual State Thesis; and (d) Local State and Social Relations Approach.

Localists’ approach, which draws largely from the pluralist tradition, is currently legitimized as an official ideology of local government. This approach has built a case for local government on the following bases: (i) Pro-motion of Grassroots Democracy; (ii) Local Development as a contribution to National Development; (iii) Localness of local government facilitates accessibility, responsiveness and political accountability; (iv) Local Freedom and

Action; (v) Its potential for promoting national unity through efficiency of administration (Roberts, 1997).

Public Choice Framework exposed the weaknesses in representative democracy and existing bureaucracies, and eulogizes market mechanisms as the optimal device for decision making and allocation of goods. This theory exemplified the scenario in local government administration in Nigeria. The existing democratic arrangement is regarded as a poor predictor of citizens' preferences and demands because the public expectation is built-up by political office-holders compounded by pressures from sectional interest groups. The bureaucrats, on the other hands, have also abandoned the collective goals in preference to 'self-interested' goals. According to Stoker (1988), "these weaknesses in representative democracy and public bureaucracy underline the tendency for local government to be inefficient and wasteful". The problems of local government are much internal than what was suggested by localists' view, with higher levels of government. Having diagnosed the local government system, this theoretical perspective therefore encourages competition among local government bureaux; places emphasis on public-private partnership; and provides framework within which acceptable degree of local participation reflect in the decision-making and allocation of goods.

Dual State Thesis, as advocated by the propounders (Cawson and Saunders, 1983), examines the state intervention at centre and local levels. This theoretical perspective explains that there should be an open democratic or competitive struggle focused on social rights and needs at local level. Stoker elucidated further that this specificity provides the parameters for understanding the constraints within which the local-state operates, including the intricacies that characterize central-local relations.

The local state and social relations build upon the work of Cockbrun (1977). It explains local government in its broader socio-economic context. According to Cockburn (1977), in his capitalist's view, "sees local government as a subject to central government". Hence, local government is a key apparatus of the state. This theory sees local government as part of the whole state which is relatively autonomous with their primary responsibilities. Local government is, therefore, an agency through which the state carries out its functions and nevertheless, specializes in relationship with local citizens at local level. Thus, local government has a dual responsibility. It is nationally responsible, in the sense that, aggregate of local development is national development. On the other hand, it is locally responsible, in the sense that, "local government is a face-to-face affair and its officials represent the government to the 'clients' population.

On a final note, the four theoretical perspectives, viewed in this study, have adequately provided insights into the objectives of local government (that is, what an ideal local government should stand for). Synoptically, the objectives are to: promote grassroots democracy; enhance local development thereby contributing to national development; facilitate accessibility, responsiveness and political accountability due to its localness; win public loyalty through its capacity; promote national unity via cooperative relationships with other institutions of governance; ensure efficient administrative system, thus bringing out effective service delivery; generate funds within its jurisdiction so as to enjoy operational and financial autonomies; and provide open democratic and competitive struggles focused on social rights and needs. This study will therefore evaluate the leadership role of political and non-political leaders as well as head of divisions in Enugu and Šiauliai municipalities using the highlighted objectives as parameters. In other words, it is to examine how far they have attempted to accomplish the stated objectives that preceded their set-ups.

1.5. Structure of Municipality

Each municipality has a council where decisions are made and municipal officials and staff carry out the work of the municipality. (Ammeter et al. 2002:766)

Composition of a municipality

Elected councilors

Elected members have legislative powers to pass by-laws and approve policies for their area. By-Laws must not conflict with other National and Provincial legislation.(Fryer 2011:29) They have to pass a budget for the municipality each year and they have to decide on development plans and service delivery for their municipal areas. This development plan is commonly known as the IDP. (Integrated Development Plan) Councilors meet in committees to develop proposals for council. (Fryer 2011:29)

The mayor

The functions of the Mayor and Councilors are set by the Municipal Structures Act. The mayor is elected by the Municipal council to co-ordinate the work of the Municipality. (Zeffane, Tipu & Ryan 2011:78) The mayor is the political head of the Municipal Council and is assisted by the executive committee or the mayoral committee.

The executive or mayoral committee

There are two systems for the appointment of an executive:

- ❖ The executive mayor appoints a mayoral committee, or
- ❖ The mayor works with an executive committee (exco) elected by the council.

So, the executive' refers to the executive mayor and the mayoral committee OR the mayor plus the executive. (Kellerman 1984:93)

The executive or mayoral committee is made up of councilors with specific portfolios which match the departments within the municipal administration, for example, health. (Kellerman 1984:94)The executive and the mayor oversee the work of the municipal manager and department heads. The executive proposes policy and presents budget proposals to the whole council. The executive is accountable to the council and has to get approval from the council. Once policies and budgets are approved by council, the executive is responsible for ensuring that the municipal administration implements them. Councilors play a monitoring and oversight role in this process.(Kellerman 1984:95)

The municipal manager and municipal officials

The municipal manager is the chief executive officer and is the head of the administration of the council. H/she is responsible for the overall functioning of the administration, for managing the finances and for hiring and disciplining staff. Municipal council officials work for the administration.(Van Seters & Field 1990:30)

Ward committees

A ward committee can be set up for each ward councilor to assist and advise the councilor and improve public participation. Ward committees can be set up in category A and B municipalities where the ward committee model is being used.(Van Seters & Field 1990:34)

Ward committees are mainly advisory committees which can make recommendations on any matter affecting the ward within a Category B or Category A municipality. (Van Seters & Field 1990:37) The municipal council makes the rules that guide the ward committees. The rules say how the members of the ward committee will be appointed, how often ward committee meetings

will take place and the circumstances under which a member of a ward committee can be told to leave the committee.

The purpose of a ward committee is to:

- ❖ Get better participation from the community to inform council decisions
- ❖ Make sure that there is more effective communication between the council and the community
- ❖ Assist the ward councilor with consultation and report-back to the community
- ❖ Advise the ward councilor on issues and development in the community..(Van Seters & Field 1990:38)

Structure of ward committees

A ward committee consists of the councilor who represents the ward, as elected in the local government elections a maximum of 10 people from the ward who are elected by the community they serve. (Van Seters & Field 1990:40) Women should be equally represented on ward committees.

The councilor is the chairperson of the ward committee. Members of the ward committee must participate as volunteers and are not paid for this work.

Role of the ward councilor on the ward committee

A ward councilor is directly elected to represent and serve the people in a specific ward. There are usually between 3 000 and 20 000 voters in a ward.

The ward councilor should make sure that the interests of the people in the ward are represented as properly as possible.(Van Seters & Field 1990:41) The ward councilor should be in touch with the issues in the area, understand the key problems and monitor development and service delivery. In committees, caucus and council meetings, the ward councilor should act as a spokesperson for the people in the ward. The ward councilor is the direct link between the council and the voters. H/she makes sure that voters are consulted and kept informed about council decisions, development and budget plans that affect them. People can also bring their problems to the ward councilor and he/she should deal with these in an appropriate way, for example, by taking up matters with council officials.(Van Seters & Field 1990:41)

Role of the ward committee

The main role of the ward committee is to make sure that voters are involved in and informed about council decisions that affect their lives. The ward committees should be set up in a way that it can reach most sectors and areas in the ward. (Van Seters & Field 1990:42) The ward committee's main tasks are to communicate and consult with the community in respect of development and service plans. It has no formal powers however to force the council to do anything. The council should provide support, for example, providing publicity for meetings, giving financial support, to enable ward committee to do their work.

Main tasks of ward councilors and ward committees

- ❖ Ward councilors and committees must know their communities and the people they represent. They should know:
- ❖ Who the people are in the ward (spread of age groups, gender, and employment status)
- ❖ What problems they experience and their needs
- ❖ What their attitudes and opinions are towards council plans and proposals (Van Seters & Field 1990:43)

The environment of the ward (types of housing, services provided or not provided, for example, water, sanitation and electricity, schools, hospitals, clinics, shops, markets, factories, places of worship, community halls, access to transport). What is happening in the community (what organizations or bodies exist in the community: political parties, cultural groups, civic forums, business, youth organizations, women's organizations, NGOs, traditional leaders, gangs, crime, sport, school governing bodies, etc) (Van Seters & Field 1990:44) Ward councilors and committee members can find out more about their communities through general community meetings and direct consultation (going door-to-door and/or conducting a survey).

They should also keep up to date with developments in the council in order to pass this information on to people in their ward.

In the 2008 Local Government Laws Amendment Act, an amendment of section 73 of Act 117 of 1998 (Structures Act) was made to ensure that 'out of pocket' expenses (of ward committee members) must be paid from the budget of the municipality in question. Metro or local councils must develop a policy and determine criteria for calculating the 'out of pocket' expenses and can

allocate funds and resources to enable ward committees to perform their functions, exercise their powers and undertake development in their wards within the framework of the law.

The difference between councilors (elected representatives) and administration officials/employees

The distinction between the roles of elected representatives (councilors) and municipal employees (officials) is very important. (Northouse 2004:23). Councilors are elected public representatives to serve for a period of five years. Councilors are elected by the people onto a local council, and only keep their positions if they are re-elected.

Officials or employees are appointed by municipal management to specific jobs within the municipal administration, and are like any other employee in a job.. Senior officials, such as the Municipal Manager, Chief Operating Officers, Director of Finance, Director of Housing etc, should have employment contracts subject to annual performance. Their performance agreements must be made public on the websites. Together they make up the management of a municipality (Northouse 2004:23).

Councilors give political direction and leadership in the municipality, depending on the balance of power between the political parties elected to the council. (Northouse 2004:23). Councilors and officials determine the policies and direction of the municipality

Officials should have the knowledge and skills on the technical and specialized aspects of municipal affairs. Councilors who don't have this knowledge have to rely on the reports of officials to help them make decisions. Councilors have to weigh up recommendations from officials with community needs and interests. (Northouse 2004:23).

Once the council has reached a decision then officials are expected to carry these out in the most efficient and cost-effective way.

Links between the council and administration/employees

The main formal contact persons between councilors and the municipal administration are the Executive Mayor and the Municipal Manager. There should also be an informal relationship between each Mayoral or Executive Committee member and the matching head of department within the municipal administration, for example between the councilor responsible for health and

the head of the health department. (Northouse 2004:24). There should be clear lines of communication and accountability, and separation of roles. A councilor should not interfere in the management or administration of a department, for example by giving direct instructions to municipal employees or interfering with the implementation of a council decision. Officials may not try to unduly influence the council, or provide it with misleading information.

Code of Conduct for Municipal Councilors

The Code of Conduct for Councilors is outlined in Schedule 1 of the Municipal Systems Act of 2000, and an additional code inserted in 2002. The Code of Conduct refers to general conduct, such as performing their functions of office in good faith, honestly and in a transparent matter, at all times acting in the best interest of the municipality, without compromising the credibility and integrity of the municipality. Councilors **must attend each meeting**. Leave of absence is granted within the rules and orders of the council. Councilors may be sanctioned for non-attendance. Councilors should also disclose direct or indirect public or private business interest.

Personal gain - a councilor may not use their position or privilege as a councilor, or confidential information obtained as a councilor, for private gain or to improperly benefit another person. They cannot be party to, or beneficiary under a contract for the provision of goods or services to the municipality, (Burtis & Turman 2010:74) or the performance of any work otherwise than as a councilor for the municipality; obtain a financial interest in any business of the municipality, acquire a fee by appearing on behalf of any other persons before the council or a committee. A councilor should within 60 days of their appointment or election, declare in writing their financial interests that include shares and securities in any company, membership of a close corporation, interest in any trust, directorships, partnerships, pension, interest in property, subsidies, grants and sponsorship by any organization, gifts above a prescribed amount must be declared. Full-time councilors may not undertake any other paid work. (Burtis & Turman 2010:74) A councilor may not request, solicit or accept any gift for voting/not voting on any matter; disclose privileged or confidential information; disclose any privileged or confidential information of the council or committee to any unauthorized person.

Other than provided by law, may not interfere in the management or administration of any department of the council unless mandated by council, give or purport to give any instruction to any employee of the council except when authorized to do so, (Burtis & Turman 2010:74)

encourage or participate in conduct that would cause or contribute to maladministration within the council. A councilor may not use, take, acquire or benefit from any property or asset owned, controlled or managed by the municipality to which that councilor has no right. A councilor may not be in arrears to the Municipality for rates and service charges for a period longer than 3 months.”

Summary of the key principles

In summary, the Mayor and executive or mayoral committee are responsible for making policy and monitoring outcomes, (Burtis & Turman 2010:75) while the Municipal Manager is responsible for managing the administration to implement policy and achieve the specified outcomes.

- ❖ Councilors approve policy or amend budgets and priorities proposed by the Executive or committees
- ❖ Councilors pass by-laws that reflect their policies and objectives.
- ❖ The Executive or mayoral committee sets the vision, mission and the outcomes and outputs required of the administration.
- ❖ The Municipal Manager must carry out the instructions given by the Executive on behalf of the council.
- ❖ The administration must give the Executive regular reports on its activities.
- ❖ The Executive checks that the Municipal Manager is carrying out his or her duties under the employment contract.
- ❖ The council monitors the performance of the Mayor and Executive.
- ❖ A councilor cannot give an official a direct instruction to do something - this goes against the lines of accountability.
- ❖ Officials may not try to unduly influence the council, or provide it with misleading information.
- ❖ To avoid corruption, councilors and officials may not be in a business venture together.

The Municipal Structures Act sets out codes of conduct for councilors (these codes apply equally to traditional leaders).

How decisions are made in council

Most council follows the same pattern of decision-making as follows: (Gildenhuis 2004:232)

- ❖ Agendas are prepared before meetings and any committee reports, petitions or motions have to appear on an agenda before they can be discussed.
- ❖ Some reports appear on pink or green paper and that is classified as confidential.
- ❖ When an issue comes up for discussion at a council meeting it is often referred to a committee or to the executive for further discussion and a deadline is given for when a report should be made.
- ❖ If the matter is referred to a committee, the committee will report to the executive committee. The executive will consider the issue and either support the recommendations or put forward opposing recommendations to the council meeting.
- ❖ The council then votes on the matter.

Raising issues with council

There are many different ways that councilors (and the public) can raise issues with the council. These are:

Petitions:

Councilors or individuals are allowed to send petitions to the municipal manager. (Gildenhuis 2004:234) The purpose of the petition is to inform the council and the administration that a large number of people want something to be done, for example, if a law is not being applied properly.

Petitions are handed to the council secretary at the council meeting. The petition is usually referred to the management committee that will then report to council. The officials send the petition around to the relevant departments who will make recommendations to the relevant portfolio or standing committees.

These committees then make recommendations to the executive. The executive discuss the petition and then make recommendations to the council.

The councilor or group that has sent the petition must follow its progress by keeping in contact with the relevant departments.(Gildenhuis 2004:234)

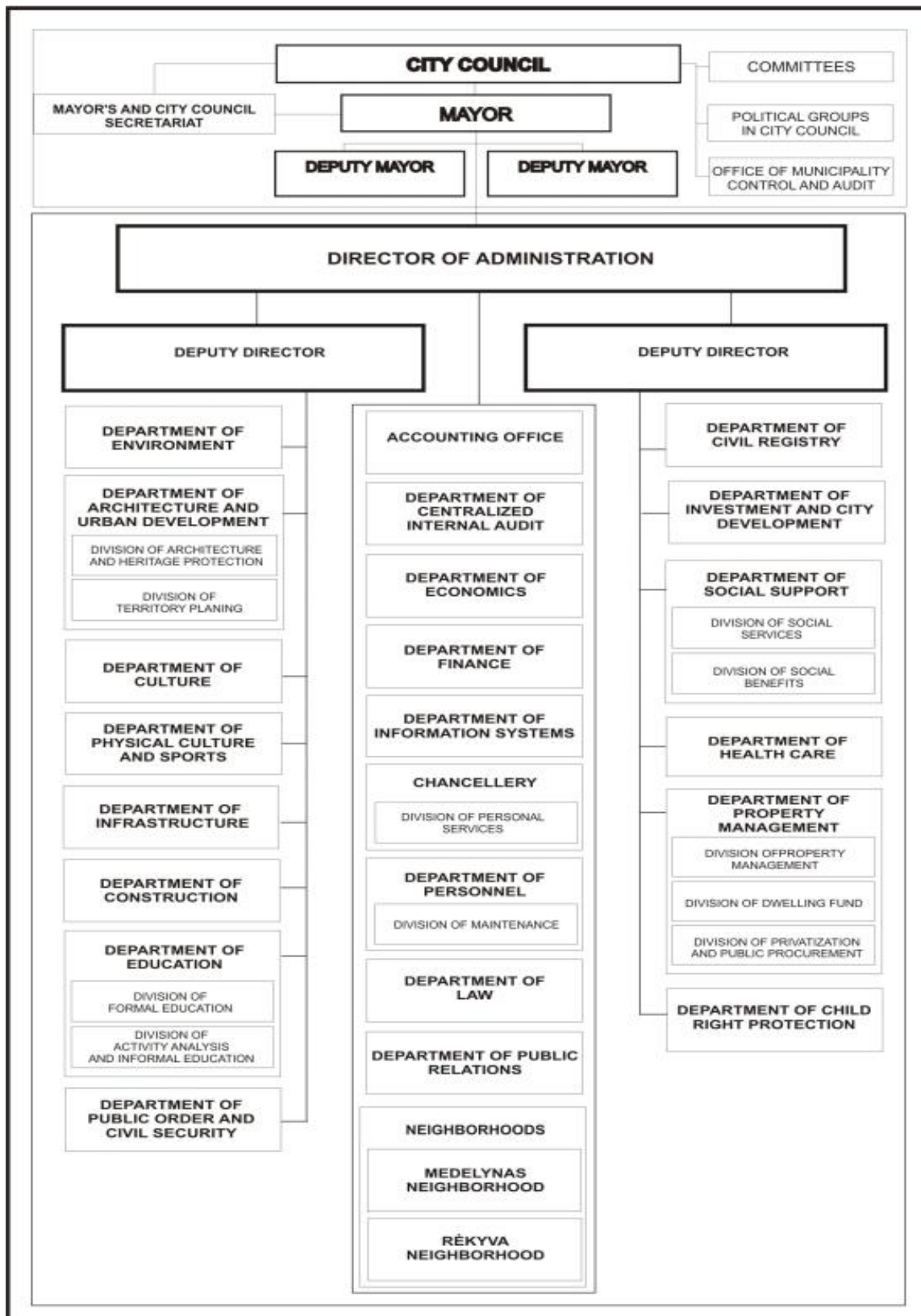
Questions to Council:

Questions can be used to monitor council officials and get reliable information about council policies and program. Questions can be sent in writing or asked during a meeting. Written questions must be submitted 10 days before the council meeting that the officials have time to prepare the answers.

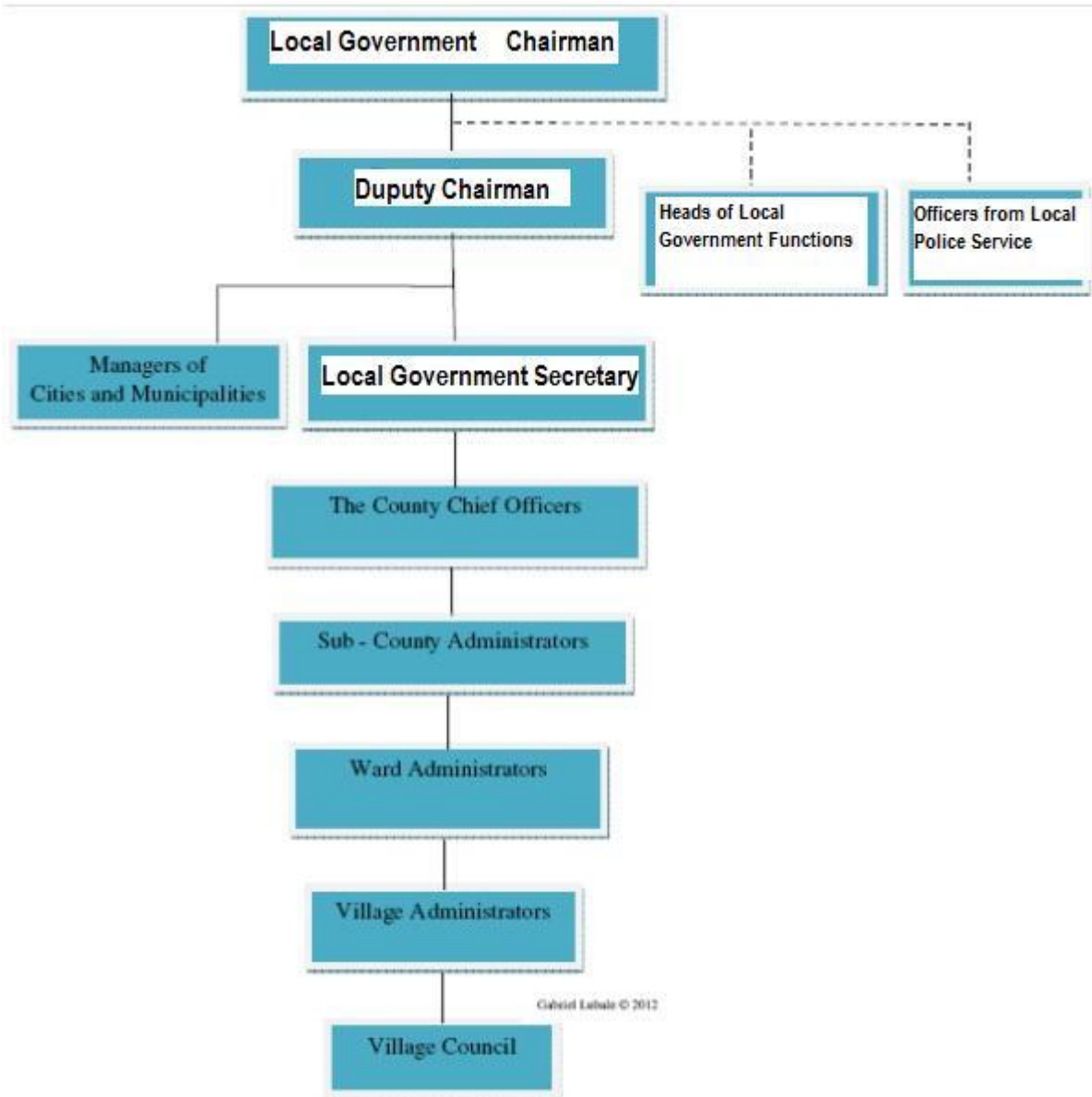
Answers will often be given at the meetings themselves. The executive chairperson can often answer a question verbally or provide a reply in writing. (Gildenhuis 2004:234) Any councilor can ask a question about executive recommendations or decisions and any executive member can make immediate verbal replies.

Requests

Collective and individual requests are the easiest way to get information or to bring problems to the attention of officials. When councilors table requests on behalf of their constituency, this should be done in a manner that respects protocol. If by-laws exist to address a request, then a positive response may be done quickly. For example, (Gildenhuis 2004:234) if someone has a blocked water drain you can go to the relevant official and make a request to get it fixed. But if you want something new in your ward and there is no policy on this, then additional work and liaison and communication with other government departments may be necessary.



Sources: Siuliai city Municipality



Sources: Local Government structure Enugu state

2. METHODOLOGY

In this chapter, the various methods that would be adopted in data gathering and analysis for study are described. The major issues here entail: the research design, population and sampling, the study area, source of data, research instrument and method of data analysis.

Design of the study

The descriptive survey design was employed in the study. This involves the systematic collection of data and characteristics features about a given population, and interpreting an existing condition and or phenomena without any need for manipulation of the factors under investigation.

The Population and Sampling

The population of the study consists of local residents and indigenes of Enugu City (Nigeria) and Šiauliai municipality (Lithuania). The two cities have an estimated population of 722,664 and 133,900 respectively (Wikipedia, 2015). In terms of sampling, adopting the whole population may not be feasible, hence the researcher employed a convenience sampling technique in selecting a total of one hundred and fifty hundred (150) respondents each from the two aforementioned cities (Enugu and Šiauliai municipality) to form the sample size for the field survey.

The Study Area

The study is structured to take a comparative approach covering two major cities in two countries - Enugu (Nigeria) and Šiauliai (Lithuania). Brief descriptions of the two cities are presented below:

Enugu City

Often referred to as the “Coal City”, Enugu is the capital of Nigeria's Enugu State. It is located in south-eastern Nigeria and has an estimated population of 722,664 as at the 2006 census (Wikipedia, 2015). As a British colony, Enugu became a municipality in 1956 with Umaru Altine its first mayor. After Nigeria gained its independence in 1960, Enugu was made the capital of the new East Central State. Enugu city covers three local government areas: Enugu East, Enugu North and Enugu South. A Local Government Council exists for each of these seats and has an elected

Executive Chairman and a group of elected Councilors that form the Local Government Council that heads each Local Government Area

Šiauliai Municipal

Šiauliai is the fourth largest city in Lithuania and unofficially the capital of Northern Lithuania with a population of 133,900 (Wikipedia, 2015). It is located on eastern slopes of Žemaičiai Upland, at the watershed of the basins of the Mūša, Dubysa, Venta and Nevėžis rivers. The urban scenery is enlivened by low hills, lakes, ponds and parks. It was first mentioned in the chronicles on the 22 September 1236. The Livonian Order was destroyed in this battle (Sun Battle). Some claim this is why Šiauliai is known as the City of Sun. The whole area of the city is 81.13 sq. km. According to the area Šiauliai is the third biggest town, according to the number of inhabitants (133,900 inhabitants) it is the fourth.

Sources of Data

The primary source of data was employed for data gathering. This primary source involves conducting an original investigation to obtain desired information. The primary data was sourced majorly through questionnaire administration, interviews and personal observations. This survey method seems fitting for this study because of its capacity to explore perceptions and the capacity of eliciting first-hand information from respondents. It also examines real life context and situations which makes it appropriate for this study.

Research Instrument

The main instrument for data collection in this research is the questionnaire. It is a carefully designed questions drafted to seek information from respondents by ticking or filling the spaces provided. The questionnaire (see copy in appendix) has three sections, the first section relates to the socio-demographic characteristics of the respondents, the second section (close-ended) focused on information required to address the major objective of the study. Here, the respondents would be required to evaluate the statements on a 5-point Likert scale that helps to determine how much a respondent agrees or disagrees with positive or negative evaluations of an object or phenomenon that are presented on the scale. Options on Likert scale ranged from “Very high extent” to “Very low extent”. In order to find out the degree of their acceptance towards the numerous transformational and transactional leadership features identified in the study. The third/last section (open-ended) for on question required to seek solution to the problems to be identified.

Validity and Reliability of Instrument

To ensure the content validity of the research instrument (questionnaire), the researcher has reconciled the items raised in the questionnaire with the research questions. It was ascertained that the research instrument covered the variables to be investigated in the study. However, the research instrument was also subjected to professional scrutiny by the researcher's supervisor and other experts for the purpose of boosting its content validity. Their suggestions and corrections were duly effected and incorporated into the final copy of the questionnaire prior to the pilot study.

The reliability of the research instrument was determined using the Cronbach Alpha (α) method. This method was more appropriate in that it took care of the internal consistency of the instrument. The instrument was administered to 40 respondents who are also part of the population of the study for a pilot study. Their responses were subjected to the Cronbach Alpha test via SPSS 22 software, a value above 0.79 was achieved and was considered appropriate for the study.

Method of Data Analysis

Statistical data analysis was made by applying methods of descriptive statistics, by calculating arithmetic mean, percentage expression of respondents' opinions, standard deviation of results as well as by doing a cluster analysis. The data was processed by using MS Excel 2010 and SPSS 22 (Statistical Package for Social Sciences) software.

3. EMPIRICAL METHOD

This section portrays the analysis of the data extracted from the responses gotten during the course of the study through questionnaire administration and oral expert interview. The responses were analyzed using frequency counts, percentages, graphs and descriptive statistics (mean and standard deviation) methods. This was achieved through the use of Statistical Package for Social Sciences (SPSS) version 22 and Excel 2013 computer software.

The study is comparative in nature. As such, two (2) cities from strikingly different geographical regions was sample (i.e. Siauliai City and Enugu City). A total of one hundred and fifty (150) structured likert-type questionnaires were administered in each of the two cities aforementioned (the latter was achieved using research assistants). About 92% response rate was achieved in Enugu city which is more populated than Siauliai city where one hundred and two (102) questionnaires were successfully retrieved and found useable for the purpose of this analysis, amounting to about 68% retrieval rate. The table below shows the positions of the respondents in the municipal:

Table 4.1 Category of Respondents in Siauliai

Respondents	Number	Percentage (%)
Secretary at Department	3	2.9
Council Secretary	1	1
Assistant to the Mayor	1	1
Deputy Director at City Administration	1	1
Deputy Mayor	1	1
Directors at Municipal	2	2
Heads of Departments	7	6.9
Members of a Department	43	42.2
Public Relations Officer	1	1
Staffs of Municipal	42	41.2
Total	102	100

Source: Field survey, 2016

Table 4.1 above shows the category and portfolios of respondents in Siauliai municipality. Larger parts are staffs of the municipal and members of the several departments visited, including department of culture, environment, civil registry, social support, health care, information systems,

education, public relations, architecture and urban development among others. The opinions of the deputy mayor and other principal functionaries were also solicited as seen in the table.

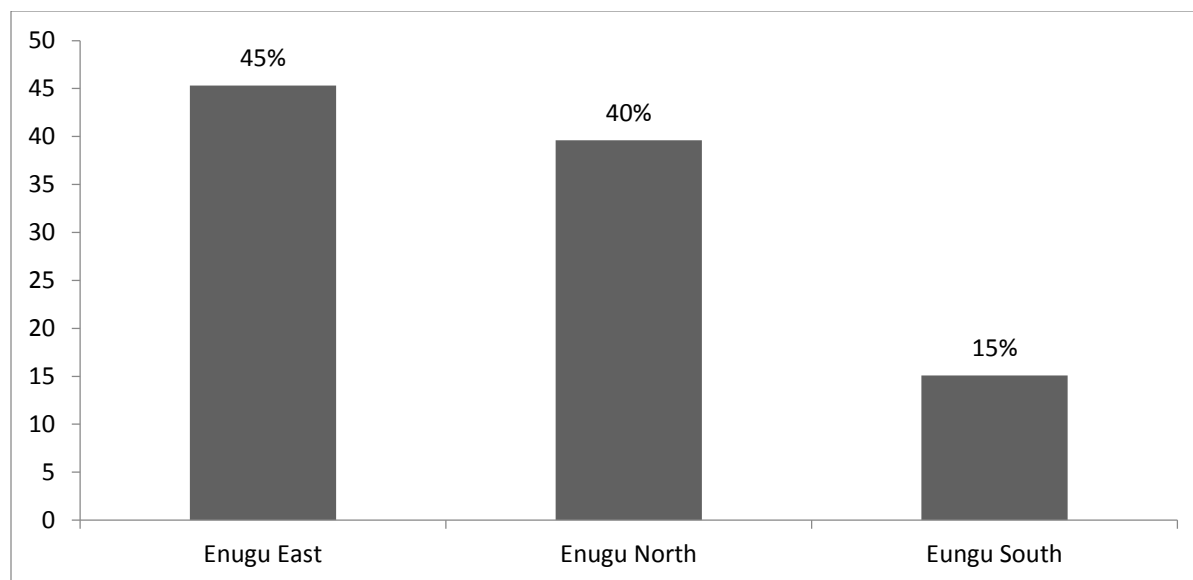
Table 4.2 Category of Respondents from Enugu

Respondents	Number	Percentage
Vice Chairman of LGA	3	2.2
Chief Press-Secretary to council Chairman	4	2.9
Secretary to the Council	3	2.2
Personal Assistants to Council Chairmen	17	12.2
Revenue collectors'/Tax officials	14	10.1
Administrative staff	20	14.4
Account Officers	5	3.6
Junior staffs	36	25.9
Public Relations Officer	10	7.2
Councilors	2	1.4
Local Residents	25	18
Total	139	100

Source: Field survey, 2016

Table 4.2 above shows the category and portfolios of respondents from Enugu city in Nigeria. The junior staffs in the local government areas visited formed the largest parts of the respondents (25.9%). This was followed by the locals and the administrative staffs at 18% and 14.4% respectively. The chairmen of the local governments visited had several personal assistants who constituted about 12.2% of the respondents. The opinions of the three (3) council vice chairmen in the three (3) local governments visited were also sampled (see Fig 1 for the local government areas visited).

Fig. 1. Distribution of Respondents by their Local Governments



The three (3) local government areas above are all domiciled in Enugu city as was ascertained during the field study. The largest part of our respondents (45%) was from Enugu East local government area, followed by 40% from Enugu North local government council, and lastly 15% were from Enugu South local government.

The demographic characteristics of respondents from both samples are presented in the following tables below:

Table 4.3 Demographic Characteristics of the Respondents in ŠIAULIAI

Characteristics	Categories	Frequency	Percent (%)
Gender	Male	36	35.3
	Female	66	64.7
	Total	102	100.0
Age	21 - 30 years	46	45.1
	31 - 40 years	42	41.2
	41 - 50 years	14	13.7
	Total	102	100.0
Educational Qualification	Primary	10	9.8
	Secondary	28	27.5
	University Degree	63	61.8
	Post Graduate Degree	1	1.0
	Total	102	100.0
Length of Service	Below 5 years	36	35.3
	6 - 10 years	58	56.9

Above 10 years	8	7.8
Total	102	100.0

Source: Researchers Computation, 2016

From table 4.3, in terms of gender, there were more female respondents (66%) than their male counterparts who made up 36% of the sample. Majority of these respondents (46 or 45.1%) were between the age bracket of 21 and 30 years as at the time of the field work, followed by those between 31 to 40 years of age (41.2%). The least group in terms of age were those between 41-50 years representing about 13.7%. As regard educational qualifications, 61% are have University degrees, 27.5% are college graduates, 9.8% have primary basic education while only one of the respondents have post graduate degree. Lastly on the distribution of respondents by length of service at the Siauliai municipality showed that the largest part is comprised of employees who have been working at the municipality for 6 – 10 years (56.9%), followed by those who have worked for a period less than 5 years (35.3%) and the smallest part of the sample is made up by respondents who have been working for more than 10 years (7.8%).

Table 4.4 Demographic Characteristics of the Respondents in ENUGU

Characteristics	Categories	Frequency	Percent (%)
Gender	Male	86	61.9
	Female	53	38.1
	Total	139	100.0
Age	21 - 30 years	46	33.1
	31 - 40 years	42	30.2
	41 - 50 years	25	18.0
	Above 50 years	26	18.7
	Total	139	100.0
Educational Qualification	Primary	37	26.6
	Secondary	75	54.0
	University Degree	21	15.1
	Post Graduate Degree	6	4.3
	Total	139	100.0
Length of Service	Below 5 years	56	40.3
	6 - 10 years	62	44.6
	Above 10 years	21	15.1

Source: Researchers Computation, 2016

As shown in table 4.4, in contrast to the previous, there were more males (86%) than females (53%) among the respondents in Enugu city, most of which were between the age bracket of 21 – 30 years (33%). Also, about 30% were between 31 – 40 years, 18% 41 – 50 years. The remaining 19% were above the age of fifty. On educational qualifications, there were more of secondary school leavers among the sample making up 54%. This was followed by primary school certificate holders who comprised of about 27% of the respondents. Only 15% and about 4% had university degrees and post graduate degrees respectively. On the length of work experience, the largest part 45% have been working for 6 – 10 years, while about 40% have worked for a period less than 5 years; lastly followed by the 15% who have been working for period above 10 years.

Results of the research on the extent of local government leaders' adherence to the spread of features of transformational and transactional leadership:

As part of the research strategy to ascertain the extent to which local leaders adhere to the basic features of transformational and transactional leadership; the questionnaire required the respondents to evaluate the degree to which their local leaders possess or work in tandem with features of both transactional and transformational leadership. In analyzing the data, the likert-items from the questionnaire were coded in respect to the strongly agree=5, agree=4, undecided=3, disagree=2, strongly disagree=1 pattern (see appendix for comprehensive results). However, only the outcomes of the descriptive statistics (average and standard deviation) are presented in the tables below in order to observe the disparities among the two cities under study. The mean and standard deviations applied have the following implications as shown in Table 4.5:

Table 4.5 Definition of the indicators applied

Indicator	Descriptive
Mean (M)	Represents the average value of the evaluation by respondents on a particular leadership feature. A value of 3 and above is regarded as a favourable perception of respondents on that particular feature, while a value less than 3 shows a low compliance with such feature.
Standard Deviation (SD)	Standard deviation (SD) is a measure of dispersion of the particular leadership attribute being gauged. It shows the extent to which individual values of an attribute oscillate around the mean. The lower the value of the SD, the more unified the opinion of respondents on the

variable in question, and vice versa. The higher the SD, the less unified the opinion of respondents on the variable in question.

Source: Researchers Compilation, 2016

The outcomes of the field survey on transformational and transactional leadership in Šiauliai and Enugu are presented in the tables 4.6 and 4.7 below:

Table 4.6 Responses on Transformational Leadership Features in ŠIAULIAI and ENUGU

Factor Items	ŠIAULIAI		ENUGU	
	Mean	Std. Dev	Mean	Std Dev
Has a clear vision of activity	3.09	0.785	3.05	0.715
Inspires to seek the common aim	3.46	0.753	3.16	0.887
Spares no efforts and time to achieve the aim	3.55	0.607	3.27	0.804
Seeks the aims in unconventional ways	4.47	0.64	4.24	0.788
Initiates changes	4.02	0.856	4.01	0.766
Takes personal risk	4.39	0.566	4.47	0.581
Able to put the team members together for efficient solution to problems	4.27	0.733	4.22	0.689
Strives to involve others in search for the best solution	4.39	0.616	4.02	1.039
Encourages others to do more	4.47	0.54	4.55	0.528
Sets high standards of activity	4.58	0.535	4.45	0.528
Shows attention to needs of community	4.67	0.514	2.68*	1.287
Comes up during crises	3.02	0.938	2.81*	0.850

Source: Field Survey, 2016

Table 4.7 Responses on Transactional Leadership Features in ŠIAULIAI and ENUGU

Factor Items	ŠIAULIAI		ENUGU	
	Mean	Std. Dev	Mean	Std Dev
Is able to clearly formulate aims	3.26	0.960	3.12	1.003
Is able to plan time	2.92*	0.992	2.77*	0.950

Risks responsibly	4.14	0.856	3.73	1.134
Builds leading activity on rational understanding of objectives and situations	3.38	0.934	3.09	1.087
Explains the meaning of activity to people	3.85	0.849	3.71	0.838
Explains task requirements and role of others in activity	3.64	0.931	3.60	0.938
Clearly distributes responsibility	3.93	0.822	3.46	1.175
Kindly helps those who make efforts	3.29	0.698	3.25	1.029
Analyzes mistakes and corrects noticeable shortcomings	3.31	0.580	2.67	3.65
Is able to be happy with others' and own achievements	3.41	0.694	3.65	0.823
In exchange for job well done gives the deserved reward	3.43	0.572	3.22	0.799

Source: Field Survey, 2016

Tables 4.6 and 4.7 show the results obtained from the field survey on extent of local leaders' exhibition the transformational and transactional leadership features. Comparing both tables given above (in terms of the outcome from the two cities), it appears that the perception Siauliai respondents are rather more favourable for efficient transformational and transactional leadership qualities at Siauliai City municipality council when compared to the perception of their counterparts in Enugu City. In the first table (transformational leadership features), all the leadership features exceeded the benchmark of 3 in the Siauliai column, while the "comes up during crises" feature went below the benchmark of 3 in the column of Enugu city. The position of the respondents appears quite understandable in the case of Enugu where a recent crisis involving herdsmen claimed hundreds of lives and reports showed citizens were unsatisfied with the pre and post actions of the local leaders. Another area that fell below the benchmark in Enugu was "shows attention to the needs of the community". This corroborates the findings of Agba, Akwara and Idu (2013) who concluded that majority of local governments leaders turn 'deaf-ears' to the provision of public goods at the grassroots level due to high level of corruption.

On transactional leadership features, the Šiauliai section in the table also appears more impressive. None of the transactional leadership features except "ability to plan time" showed a mean value lower than 3. The highest average value of transactional leadership is possessed by the feature related to "taking risks responsibly" (4.14), followed by "explains meaning of activity to people" (3.85). Both traits are considered phenomenal because most of the leadership activities do not go without a risk factor and having the qualities of taking such risks in a responsible manner make it more fantastic. Similarly, on the issue of "explaining activities to the people", it is all

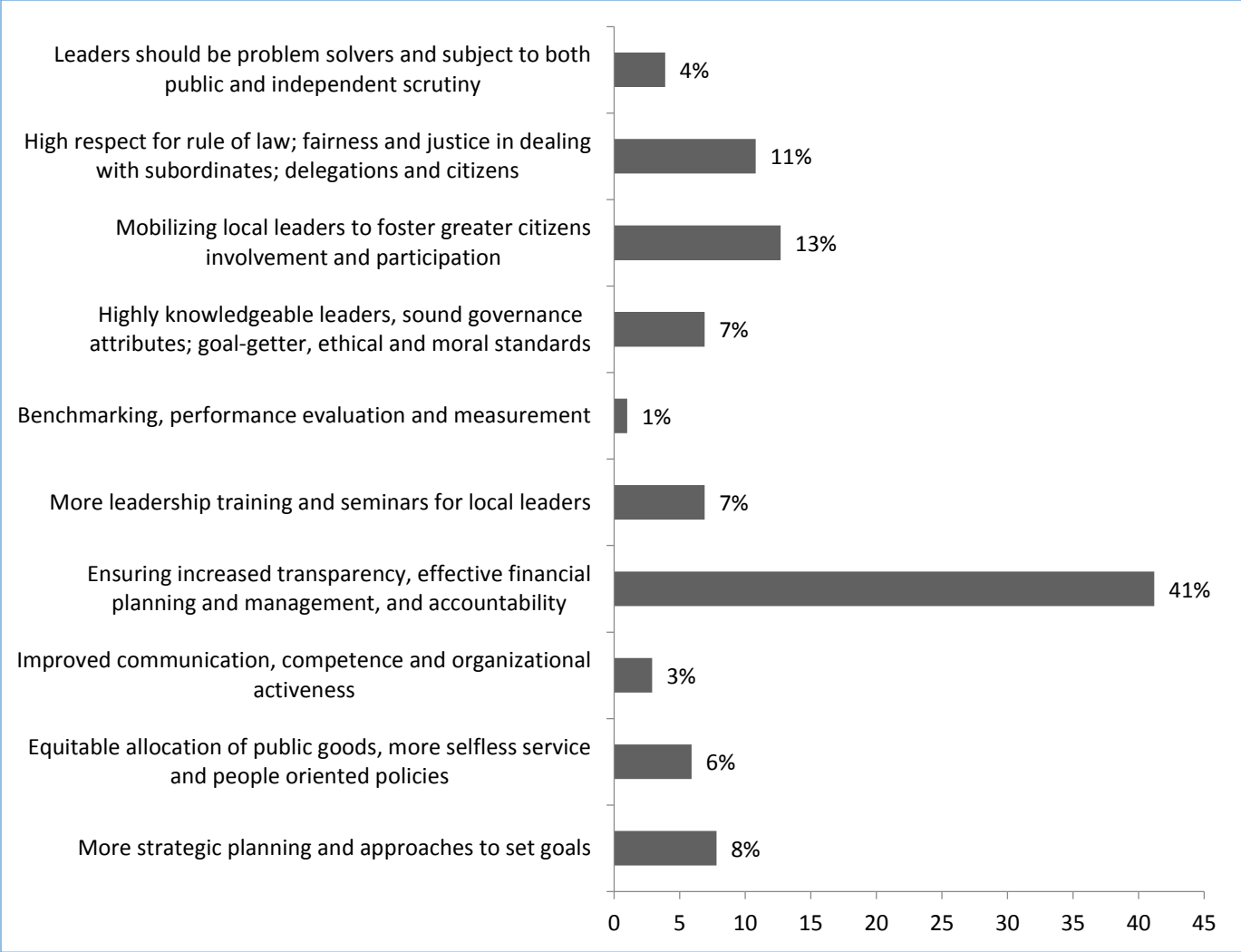
about transparency. A non-transparent leader often has a lot to conserve, distastes criticism and may likely not succumb to policy explanations to the people. On the other hand, a leader that explains his activities carries people along and encourages public participation which promotes transparency and accountability.

Therefore, in line with the results, it can be said that respondents' opinions in terms of spread of transformational and transactional leadership features of leadership are more favourable on the Siauliai city side. This result is in tandem with that of Liukineviciene and Norkute (2009) who concluded that most leaders at Siauliai City municipality council are transformational and transactional.

Results of respondents' suggestion of practical ways of enhancing transformational and transactional leadership qualities among local government leaderships

To find out the opinion of the sampled respondents on how the transformational and transactional leadership features and activities in their councils could be improved, they were asked in an open-ended format (see question 24 in section B of the questionnaire) to provide suggestions on local leadership in both Enugu City and Siauliai City municipality Council could improve for greater efficiency and productivity; their responses (in form of suggestions) were categorized into ten (10) broad factors as presented in Fig. 2 and 3 below:

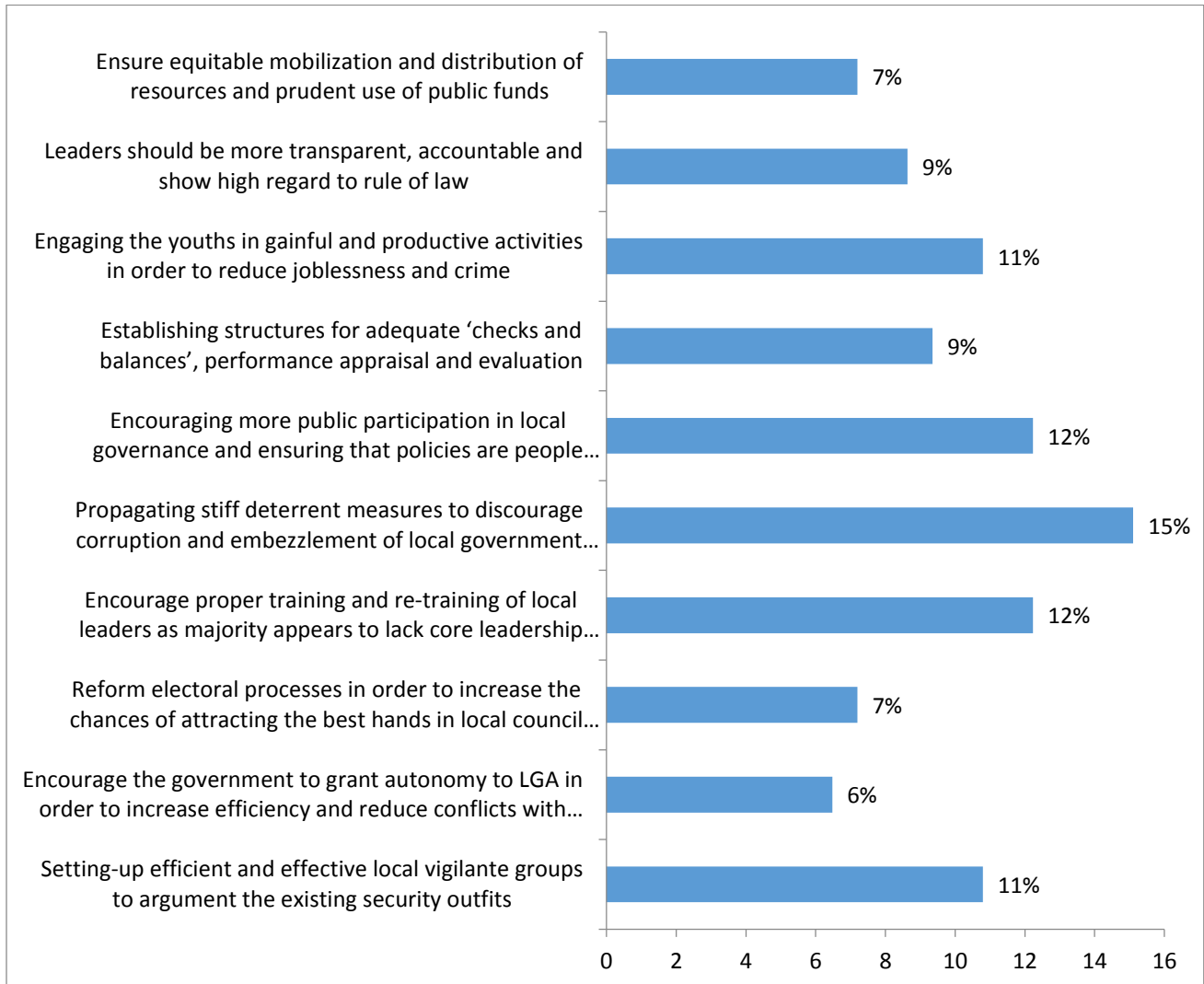
Fig. 2: Respondents' suggestion of practical ways of enhancing transformational and transactional leadership qualities among local government councils (ŠIAULIAI)



Source: Researchers Computation, 2016

In figure 2, the largest part of the respondents (41%), who are largely employees of Siauliai City municipality Council, were of the opinion that ensuring and sustain increased transparency, effective financial planning and management; as well as accountability will enhance the local governance in the municipality. The next in line with a total of 13% of the respondents suggested fostering greater citizens’ involvement and participation as another possible tool towards increased local leadership efficiency. This suggestion tallies with the assertion of Lappe (1994) as cited in Liukineviciene and Norkute (2009) that when public leadership and local in governance community support partnership relations, there also appears a possibility for local community leaders to collaborate with public management leaders thus improving interaction between the Council and the community which increases transparency.

Fig. 3: Respondents’ suggestion of practical ways of enhancing transformational and transactional leadership qualities among local government councils (ENUGU)



Source: Researchers Computation, 2016

In fig 3, a larger proportion (15%) of respondents from Enugu were of the opinion that the best possible way to improve the standard of local government leadership in their domain is by propagating stiff deterrent measures which is capable of discouraging corruption and embezzlement of local government funds. The reason for this suggestion is not far-fetched. This is because; corruption and related activities are common among developing countries such as that currently studied. Thus, any unit decrease in corruption will likely increase local development and good governance. It is also observed that the suggestions of this category of respondents look homogenous; there is visible clustering among each of the possible remedies suggested. This goes to show a high level of uniformity in terms of the opinion of the locals on their local authorities.

The Outcome of the Oral Interview part of the Survey

In order to argument the findings from the questionnaire administration; the researcher also conducted an oral interview on most of the principal functionaries in Šiauliai City municipal secretariat. Most of the responses are listed below:

Respondent number 1:

- **Sex: Male**
- **Member Municipality City Board since last 2 years**
- **Experience: More than 10 years**
- **Has worked with the previous Mayor and the current Mayor**

Leadership traits in your Municipality

- To him, leadership is a team work. It is not theoretical. Does not end in paper, but evaluated based on the practice.
- Being a leader does not only entail taking charge of everything that comes your way, it is about being able to control other people. Not only controlling them, but by making them trust you.
- Every leader has his or her own personal attributed, both observable and unobservable, which guides and determines how he reacts in difficult situations or when face with occupational dilemma.
- If/when a leader works with the people he trusts as subordinates. In all, teamwork and trust are the keywords. Because a leader may not know it all, he has to delegate duties to others.
- A leader needs to be a good communicator; must understand his environment.
- The former leader was not a ‘real leader’, thus the municipality witnessed a lot of trouble. When compared with the current Mayor, one can say the present is more transformational. The current Mayor was first to be elected.

Challenges of Leadership in the Municipal

- The position of leadership portfolios in the municipal is quite competitive. It appears that at any point in time, one has about 10 to 20 people who are eyeing the same position you currently occupy. There are possibilities of blackmails due to intense competition.

- Most employees may not be able to speak bad about their leader because of fear of been punished if their identity is known. Hence, most of the responses gotten from lower cadre employees might be biased.

Respondent number 2:

- **Sex: Female**
- **Position: Assistant to the Mayor in Siauliai Municipality**

Leadership traits in your Municipality

- The leader (Mayor) is very open to ideas, he encourages everyone to come to him and make his suggestions on new ideas. There is often an early morning meetings with the Mayor, Deputy Directors et al where new ideas are discussed and problems and challenges trashed out.
- He adopts an open door policy, where employees are allowed to make contributions in policy formulations and environmental issues.
- I see the Mayor as a “responsible risk taker”. Even though there are strategists and director of administration, but all still lies on him.
- The leader sets clear-cut goals that are visible to all employees.
- There are a lot of complexities that is related with our work, a lot of set-goals to achieve.

Suggestion and Way forward

- I have a lot of confidence that the leaders know what best to tread in order to get basic services to the community quicker.
- In line with the outcome of the expert oral interview, it observable that leadership as a concept differs from leadership as a practice. One enumerates the expected leadership quality traits, while the other evaluates leadership quality traits based on empirical evidence of either transformational of transactional leadership features. According to the experts opinions, leadership does not only require an individual taking charge of everything that comes your way, rather it could be assessed by the ability of such individual (a leader) to control other people and using them to achieve set goals and objectives. More so, the

quality of a leader can also be measured not only by the extent to which he controls his subordinates, but by what extent he is trusted by his subordinates.

- Also from the oral interview, the researcher was able to ascertain that the leadership features (both transactional and transformational) of a leader is dependent on his/her own inherent personal attributes, both observable and unobservable, which guides and determines how he/she reacts in difficult situations or when face with occupational dilemma. More so, organizational structures can also determine the leadership quality of local leaders, in that, if the governance institutions are very strong, it will be difficult for any leader that comes in to act otherwise, due to the strong mechanisms already on ground.
- It was also learnt from the outcome that “power tussle” remains one the most lingering challenge of leadership in municipals and local governments. This goes to show that leadership positions are highly lucrative and attractive, hence at one point and the other, a handful of power seekers are out to wrestle out power for the incumbent, as attested to by the respondents. On the other hand, the researcher feels such competition may be healthy in a democratic setting. If the sitting leader knows that his ‘seat’ is not guaranteed, that the outcome of the next election depends on his current performance, there will be high likelihood that he will be more transformational and transactional to the benefit of the citizens especially at the grassroots level.

CONCLUSION AND RECOMMENDATION

This study focused on the evaluation of the leadership in Enugu City and Sialui City municipality, with focus on transactional and transformational leadership attributes. It basically involved more of a field survey study, where virtually all the information used in the making inferences was gotten through from the field. Based on the evidence available to us by virtue of the analysis, it is save to conclude that the current leadership at Sialui City municipality has a lot of grassroots' support and good public rating when compared to their counterpart at Enugu City as revealed by our results. In the respondents' opinion, the more pronounced is transformational leadership features that are characterized by open-door policy regime, access to information, opportunity for lower cadre functionaries to make contributions in policy formulation and implementation among other.

It was also found that in terms of transformational leadership, the top five core leadership phenomenons of local governments in Sialui municipal include: showing attention to needs of the community, setting high standards of activities, encouraging others to do more, seeking the aims in unconventional ways and striving to involve others in search for the best solution; while coming-up during crisis was the lowest rated transformational leadership feature in Sialuilai municipality. On transactional leadership features in Sialuilai municipality, the top five core leadership phenomenons include; risking responsibly, clear distribution of responsibilities, explaining the meaning of activity to people, explaining task requirements and role of others in activity and giving the deserved reward in exchange for job well done.

In terms of transformational leadership in Enugu city, the top five core leadership phenomenons of local governments include: encouraging others to do more, setting high standards, taking personal risks, and seeks for aims in unconventional ways and ability to put the team members together for efficient solution to problems; shows attention to needs of community appeared the least observed transformational leadership feature. On transactional leadership, the top five core leadership phenomenons among local governments in Enugu include: risk responsibly, explains the meaning of activity to people, is able to be happy with others' and own achievements, explains task requirements and role of others in activity and clearly distributes responsibility. The lowest observed feature in this category was "ability to plan time".

When compared in respect of the mean values of each of the features, it appears the spread of transformational and transactional leadership features of leadership are more impressive and favourable on the Sialui city side. It was also observed from the output that most respondents

from Enugu city lacked proper understanding of the leadership styles in their local government. This could be due to lack of information dissemination, lack of public awareness and minimal participation in governance (either voluntarily or cohesively). It could also be due to respondents' bias as even though all our respondents were assured that their opinions will not be personalized, there is a possibility that majority might give bias opinions as concerns their local leadership. This was supported by the response of the first (orally) interviewed respondent as earlier seen in the previous pages.

It can also be concluded that the largest part of respondents in Siauliai City municipality Council recommended that ensuring and sustain increased transparency, effective financial planning and management; as well as accountability will enhance the local governance in the municipality; while in that of Enugu city, propagating stiff deterrent measures in order to discourage corruption and embezzlement of local government funds was high on the list of possible strategies for enhanced local governance efficiency.

In line with these findings, the researcher proffers the following recommendations:

1. Mayors/Local government Chairmen: Leaders and local government Chairmen should encourage public participation in key governance policies, especially those that directly affects the commoners. This could be achieved by operating open-door policies, where they local could have an avenue to contribute in policy formulations. They should equally be transparent and visible in their management of local government finances.
2. Heads of Departments/Top leaders: Other key functionaries should carry the lower cadre municipality administration employees along, so that they can actively and constantly participate in preparation and implementation of decisions, especially during council meetings where short-term policies are normally made.
3. Civil Societies/Interest Groups and the Press: These groups are the fourth realm of the government, which can act as propagators of structured public scrutiny. There is need for these groups to constantly demand transparency and accountability from local government officials and there should be explicit and enforceable constitutional and statutory provisions that will make local governments responsive and accountable to local people at the grassroots level.
4. Citizens: The citizens should also be law abiding and corporate with their leaders to ease policy implementations.

5. Central Government/Federal Government: The government should set up a Complaint Committee where the public/citizens can easily come to lay complaint on issues between them and the local governments. This will help to nib from the bud grievances that could result in civil unrest.
6. Enugu City: In addition to the above, there is compelling need for Nigerian government to initiate constitutional reforms that would detach local government councils from the umbilical cord of state governments. Autonomy of local governments will increase their independence and focus and efficiency.

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APPENDIX ONE

Department of Public Administration,
Faculty of Social Sciences, Humanities and Arts
Šiauliai University,
February, 2016.

Dear Sir/Madam,

REQUEST FOR THE COMPLETION OF QUESTIONNAIRE

I am a postgraduate student in the above named university, undertaking a study on: “Leadership in local governments: A Comparative Study of Enugu and Šiauliai City Municipality”. Kindly assist in completing this study by answering the attached questions by ticking your opinion/answers in the blank spaces as they correspond to your perception on the various issues.

Be assured that your responses will be treated with utmost confidentiality and shall be used solely for academic purpose as stipulated.

Thank you for your anticipated cooperation.

Chrisantus Ikemefuna Machebem
(Student Researcher)

RESEARCH QUESTIONNAIRE

SECTION A

Instruction: Please tick/answer ONLY in one space as appropriate.

- a) **Sex:** Male Female
- b) **Age:** Below 20 yrs 21-30 31-40 41-50 50 years and above
- c) **Education:** None Primary Secondary University Degree Post Graduate Degree
- d) **Occupation:**.....
- e) **Length Of Stay/Service at Municipality:** Below 5 years 6 – 10 years Above 10 year
- f) **City of Residence**.....

SECTION B (Close-ended section)

Kindly indicate the extent or degree to which your local government leaders adheres to each of these features of transformational and transactional leadership itemized in the table beneath using the following keys:

5 = VHE [to a Very high extent]

4 = HE [to a High extent]

3 = NS [Neutral/Not sure]

2 = LE [to a Low extent]

1 = VLE [to a Very Low extent]

s/n	Transformational Leadership Features	VHE	HE	NS	LLE	VLE
1.	Has a clear vision of activity					
2.	Inspires to seek the common aim					
3.	Spares no efforts and time to achieve the aim					
4.	Seeks the aims in unconventional ways					
5.	Initiates changes					
6.	Takes personal risk					
7.	Is able to put the team members together for efficient solution of problems					
8.	Strives to involve others in search for the best solution					

9.	Encourages others to do more					
10.	Sets high standards of activity					
11.	Shows attention to needs of community					
12.	Comes up during crises					

s/n	Transactional Leadership Features	VHE	HE	NS	LLE	VLE
13.	Is able to clearly formulate aims					
14.	Is able to plan time					
15.	Risks responsibly					
16.	Builds leading the activity on rational understanding of objectives and situations					
17.	Explains the meaning of activity to people					
18.	Explains task requirements and role of others in activity					
19.	Clearly distributes responsibility					
20.	Kindly helps those who make efforts					
21.	Analyzes mistakes and corrects noticeable shortcomings					
22.	Is able to be happy with others' and own achievements					
23.	In exchange for job well done gives the deserved reward					

SECTION C (Open-ended section)

24. In your opinion as resident in this city, in what practical ways do you think the local government leadership could be improved for greater effectiveness and efficiency?

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APPENDIX TWO

Oral Interview

Questions for Head of Department

1. Explain a time when subordinates you supervised disagreed with your directives. How did you handle it?
2. If your Subordinates were asked to rate your leadership skills, how would they reply? What would subordinates say about your leadership style?
3. As a leader, what steps do you take to resolve complicated problems?
4. Explain a situation where you made an incorrect conclusion. What factors led to it?
5. Explain a time when you changed an opinion after acquiring new facts and data.
6. What are the most important values you demonstrate as a leader?
7. How can a leader fail? Tell me about a time when you failed as a leader.
8. What is your greatest strength as a leader?
9. What would be your greatest weakness as a leader?
10. How often do you feel it's necessary to meet with your team?
11. What is the most difficult part of being a leader?
12. How do you measure success for you as a leader?
13. What motivates you to be a leader?
14. What are the most difficult decisions to make?
15. Explain a time when you were not able to meet a deadline?
16. How do you Motivate your subordinates?
17. What is the most significant change that you brought to your Department?
18. How have you encouraged the learning and development of employees?

Questions for Employee of Municipal

1. Explain a situation where you had an opinion that differed from a department head. Were you able to persuade the leader to change his or her opinion?
2. In your opinion as an employee of Siauliai city Municipal, in what practical ways do you think the local government leadership could be improved for greater effectiveness and efficiency?
3. Have you ever been a member of a successful team? What was your role in the success of the team?
4. Tell me a suggestion you have made that was implemented in Siauliai city municipal
5. What experience do you have in this municipal field?
6. As an Employee of this Municipal, what is the greatest challenge you face?
7. Have you ever had a conflict with you head of department of boss in this municipal? How was it resolved?
8. As an employee of this municipal, what Policy has the leads adopted that you feel is not working or not effective to you own understanding and why?
9. What was the most complex assignment you have had since you started working for this Municipal?
10. Does your leader listen to your options or suggestions?
11. What attracted you to work at the Local Government?
12. How do you estimate the progress or achievement done by the present administration of Siauliai city Municipal?

APPENDIX THREE
Frequency Tables (ŠIAULIAI)

Gender

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Male	36	35.3	35.3	35.3
Valid Female	66	64.7	64.7	100.0
Total	102	100.0	100.0	

Age

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 21 - 30 years	46	45.1	45.1	45.1
Valid 31 - 40 years	42	41.2	41.2	86.3
Valid 41 - 50 years	14	13.7	13.7	100.0
Total	102	100.0	100.0	

Educational Qualification

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Primary	10	9.8	9.8	27.5
Valid Secondary	28	27.5	27.5	89.2
Valid University Degree	63	61.8	61.8	99.0
Valid Post Graduate Degree	1	1.0	1.0	100.0
Total	102	100.0	100.0	

Length of Work Experience

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Below 5 years	36	35.3	35.3	35.3
Valid 6 - 10 years	58	56.9	56.9	92.2
Valid Above 10 years	8	7.8	7.8	100.0
Total	102	100.0	100.0	

City

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid ŠIAULIAI	102	100.0	100.0	100.0

Has a clear vision of activity

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	25	24.5	24.5	24.5
Valid Neutral/Not sure	45	44.1	44.1	68.6
Valid High Extent	30	29.4	29.4	98.0
Valid Very High Extent	2	2.0	2.0	100.0
Total	102	100.0	100.0	

Inspires to seek the common aim

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	14	13.7	13.7	13.7
Valid Neutral/Not sure	29	28.4	28.4	42.2
Valid High Extent	57	55.9	55.9	98.0
Valid Very High Extent	2	2.0	2.0	100.0
Total	102	100.0	100.0	

Spares no efforts and time to achieve the aim

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	6	5.9	5.9	5.9
Valid Neutral/Not sure	34	33.3	33.3	39.2
Valid High Extent	62	60.8	60.8	100.0
Total	102	100.0	100.0	

Seeks the aims in unconventional ways

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	2	2.0	2.0	2.0

	Neutral/Not sure	2	2.0	2.0	3.9
	High Extent	44	43.1	43.1	47.1
	Very High Extent	54	52.9	52.9	100.0
	Total	102	100.0	100.0	

Initiates changes

		Frequency	Percent	Valid Percent	Cumulative Percent
	Low Extent	2	2.0	2.0	2.0
	Neutral/Not sure	30	29.4	29.4	31.4
Valid	High Extent	34	33.3	33.3	64.7
	Very High Extent	36	35.3	35.3	100.0
	Total	102	100.0	100.0	

Takes personal risk

		Frequency	Percent	Valid Percent	Cumulative Percent
	Neutral/Not sure	4	3.9	3.9	3.9
	High Extent	54	52.9	52.9	56.9
Valid	Very High Extent	44	43.1	43.1	100.0
	Total	102	100.0	100.0	

Is able to put the team members together for efficient solution of problems

		Frequency	Percent	Valid Percent	Cumulative Percent
	Neutral/Not sure	17	16.7	16.7	16.7
	High Extent	40	39.2	39.2	55.9
Valid	Very High Extent	45	44.1	44.1	100.0
	Total	102	100.0	100.0	

Strives to involve others in search for the best solution

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Neutral/Not sure	5	4.9	4.9	4.9

	High Extent	54	52.9	52.9	57.8
	Very High Extent	41	40.2	40.2	98.0
	Total	102	100.0	100.0	

Encourages others to do more

		Frequency	Percent	Valid Percent	Cumulative Percent
	High Extent	56	54.9	54.9	54.9
Valid	Very High Extent	44	43.1	43.1	98.0
	Total	102	100.0	100.0	

Sets high standards of activity

		Frequency	Percent	Valid Percent	Cumulative Percent
	High Extent	45	44.1	44.1	44.1
Valid	Very High Extent	55	53.9	53.9	98.0
	Total	102	100.0	100.0	

Shows attention to needs of community

		Frequency	Percent	Valid Percent	Cumulative Percent
	Neutral/Not sure	2	2.0	2.0	2.0
	High Extent	30	29.4	29.4	31.4
Valid	Very High Extent	70	68.6	68.6	100.0
	Total	102	100.0	100.0	

Comes up during crises

		Frequency	Percent	Valid Percent	Cumulative Percent
	Low Extent	49	48.0	48.0	48.0
	Neutral/Not sure	28	27.5	27.5	75.5
Valid	High Extent	19	18.6	18.6	94.1
	Very High Extent	6	5.9	5.9	100.0
	Total	102	100.0	100.0	

Is able to clearly formulate aims

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	20	19.6	20.0	20.0
Valid Neutral/Not sure	50	49.0	50.0	70.0
Valid High Extent	14	13.7	14.0	84.0
Valid Very High Extent	16	15.7	16.0	100.0
Total	100	98.0	100.0	
Total	102	100.0		

Is able to plan time

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	42	41.2	41.2	41.2
Valid Neutral/Not sure	38	37.3	37.3	78.4
Valid High Extent	10	9.8	9.8	88.2
Valid Very High Extent	12	11.8	11.8	100.0
Total	102	100.0	100.0	

Risks responsibly

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Neutral/Not sure	31	30.4	30.4	30.4
Valid High Extent	26	25.5	25.5	55.9
Valid Very High Extent	45	44.1	44.1	100.0
Total	102	100.0	100.0	

Builds leading the activity on rational understanding of objectives and situations

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	20	19.6	19.6	19.6
Valid Neutral/Not sure	35	34.3	34.3	53.9
Valid High Extent	35	34.3	34.3	88.2
Valid Very High Extent	12	11.8	11.8	100.0

Total	102	100.0	100.0
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Explains the meaning of activity to people

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	2	2.0	2.0	2.0
Neutral/Not sure	39	38.2	38.2	40.2
High Extent	33	32.4	32.4	72.5
Very High Extent	28	27.5	27.5	100.0
Total	102	100.0	100.0	

Explains task requirements and role of others in activity

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	12	11.8	11.8	11.8
Neutral/Not sure	31	30.4	30.4	42.2
High Extent	43	42.2	42.2	84.3
Very High Extent	14	13.7	13.7	98.0
Total	102	100.0	100.0	

Clearly distributes responsibility

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	2	2.0	2.0	2.0
Neutral/Not sure	37	36.3	36.3	38.2
High Extent	29	28.4	28.4	66.7
Very High Extent	34	33.3	33.3	100.0
Total	102	100.0	100.0	

Kindly helps those who make efforts

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	12	11.8	11.8	11.8
Neutral/Not sure	50	49.0	49.0	60.8

High Extent	38	37.3	37.3	98.0
Very High Extent	2	2.0	2.0	100.0
Total	102	100.0	100.0	

Analyzes mistakes and corrects noticeable shortcomings

	Frequency	Percent	Valid Percent	Cumulative Percent
Low Extent	6	5.9	5.9	5.9
Neutral/Not sure	58	56.9	56.9	62.7
High Extent	38	37.3	37.3	100.0
Total	102	100.0	100.0	

Is able to be happy with others' and own achievements

	Frequency	Percent	Valid Percent	Cumulative Percent
Low Extent	4	3.9	3.9	3.9
Neutral/Not sure	60	58.8	58.8	62.7
High Extent	30	29.4	29.4	92.2
Very High Extent	8	7.8	7.8	100.0
Total	102	100.0	100.0	

In exchange for job well done gives the deserved reward

	Frequency	Percent	Valid Percent	Cumulative Percent
Neutral/Not sure	62	60.8	60.8	60.8
High Extent	36	35.3	35.3	96.1
Very High Extent	4	3.9	3.9	100.0
Total	102	100.0	100.0	

Frequency Tables (ENUGU)

Gender

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Male	86	61.9	61.9	61.9
Valid Female	53	38.1	38.1	100.0
Total	139	100.0	100.0	

Age

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 21 - 30 years	46	33.1	33.1	33.1
Valid 31 - 40 years	42	30.2	30.2	63.3
Valid 41 - 50 years	25	18.0	18.0	81.3
Valid Above 50 years	26	18.7	18.7	100.0
Total	139	100.0	100.0	

Educational Qualification

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Primary	37	26.6	26.6	26.6
Valid Secondary	75	54.0	54.0	80.6
Valid University Degree	21	15.1	15.1	95.7
Valid Post Graduate Degree	6	4.3	4.3	100.0
Total	139	100.0	100.0	

Occupation/Position

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Vice Chairman of LGA	3	2.2	2.2	2.2
Valid Chief Press-Secretary to council Chairman	4	2.9	2.9	5.0
Valid Secretary to the Council	3	2.2	2.2	7.2
Valid Personal Assistants to Council Chairmen	17	12.2	12.2	19.4

Revenue collectors/Tax officials	14	10.1	10.1	29.5
Administrative staff	20	14.4	14.4	43.9
Account Officers	5	3.6	3.6	47.5
Junior staffs	36	25.9	25.9	73.4
Public Relations Officer	10	7.2	7.2	80.6
Councillors	2	1.4	1.4	82.0
Local Residents	25	18.0	18.0	100.0
Total	139	100.0	100.0	

Lenght of Work Experience

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Below 5 years	56	40.3	40.3	40.3
6 - 10 years	62	44.6	44.6	84.9
Above 10 years	21	15.1	15.1	100.0
Total	139	100.0	100.0	

City/Local Government

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Enugu East	63	45.3	45.3	45.3
Enugu North	55	39.6	39.6	84.9
Eungu South	21	15.1	15.1	100.0
Total	139	100.0	100.0	

Has a clear vision of activity

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	30	21.6	21.6	21.6
Neutral/Not sure	74	53.2	53.2	74.8
High Extent	33	23.7	23.7	98.6
Very High Extent	2	1.4	1.4	100.0

Total	139	100.0	100.0
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Inspires to seek the common aim

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	43	30.9	30.9	30.9
Neutral/Not sure	33	23.7	23.7	54.7
High Extent	61	43.9	43.9	98.6
Very High Extent	2	1.4	1.4	100.0
Total	139	100.0	100.0	

Spares no efforts and time to achieve the aim

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	31	22.3	22.3	22.3
Neutral/Not sure	40	28.8	28.8	51.1
High Extent	68	48.9	48.9	100.0
Total	139	100.0	100.0	

Seeks the aims in unconventional ways

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	2	1.4	1.4	1.4
Neutral/Not sure	24	17.3	17.3	18.7
High Extent	51	36.7	36.7	55.4
Very High Extent	62	44.6	44.6	100.0
Total	139	100.0	100.0	

Initiates changes

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	2	1.4	1.4	1.4
Neutral/Not sure	34	24.5	24.5	25.9
High Extent	64	46.0	46.0	71.9

Very High Extent	39	28.1	28.1	100.0
Total	139	100.0	100.0	

Takes personal risk

	Frequency	Percent	Valid Percent	Cumulative Percent
Neutral/Not sure	6	4.3	4.3	4.3
High Extent	62	44.6	44.6	48.9
Valid Very High Extent	71	51.1	51.1	100.0
Total	139	100.0	100.0	

Is able to put the team members together for efficient solution of problems

	Frequency	Percent	Valid Percent	Cumulative Percent
Neutral/Not sure	21	15.1	15.1	15.1
High Extent	67	48.2	48.2	63.3
Valid Very High Extent	51	36.7	36.7	100.0
Total	139	100.0	100.0	

Strives to involve others in search for the best solution

	Frequency	Percent	Valid Percent	Cumulative Percent
Low Extent	22	15.8	15.8	15.8
Neutral/Not sure	5	3.6	3.6	19.4
Valid High Extent	62	44.6	44.6	64.0
Very High Extent	48	34.5	34.5	98.6
Total	139	100.0	100.0	

Encourages others to do more

	Frequency	Percent	Valid Percent	Cumulative Percent
High Extent	65	46.8	46.8	46.8
Valid Very High Extent	72	51.8	51.8	98.6
Total	139	100.0	100.0	

Sets high standards of activity

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid High Extent	78	56.1	56.1	56.1
Valid Very High Extent	59	42.4	42.4	98.6
Total	139	100.0	100.0	

Shows attention to needs of community

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Very Low Extent	9	6.5	6.5	6.5
Valid Low Extent	91	65.5	65.5	71.9
Valid Neutral/Not sure	1	.7	.7	72.7
Valid High Extent	12	8.6	8.6	81.3
Valid Very High Extent	26	18.7	18.7	100.0
Total	139	100.0	100.0	

Comes up during crises

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	60	43.2	43.2	43.2
Valid Neutral/Not sure	52	37.4	37.4	80.6
Valid High Extent	21	15.1	15.1	95.7
Valid Very High Extent	6	4.3	4.3	100.0
Total	139	100.0	100.0	

Is able to clearly formulate aims

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	41	29.5	29.9	29.9
Valid Neutral/Not sure	58	41.7	42.3	72.3
Valid High Extent	18	12.9	13.1	85.4
Valid Very High Extent	20	14.4	14.6	100.0
Total	137	98.6	100.0	

Total	139	100.0	
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Is able to plan time

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	69	49.6	49.6	49.6
Neutral/Not sure	46	33.1	33.1	82.7
Valid High Extent	11	7.9	7.9	90.6
Very High Extent	13	9.4	9.4	100.0
Total	139	100.0	100.0	

Risks responsibly

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	26	18.7	18.7	18.7
Neutral/Not sure	35	25.2	25.2	43.9
Valid High Extent	29	20.9	20.9	64.7
Very High Extent	49	35.3	35.3	100.0
Total	139	100.0	100.0	

Builds leading the activity on rational understanding of objectives and situations

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Very Low Extent	7	5.0	5.0	5.0
Low Extent	41	29.5	29.5	34.5
Neutral/Not sure	38	27.3	27.3	61.9
Valid High Extent	39	28.1	28.1	89.9
Very High Extent	14	10.1	10.1	100.0
Total	139	100.0	100.0	

Explains the meaning of activity to people

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Low Extent	2	1.4	1.4	1.4

Neutral/Not sure	69	49.6	49.6	51.1
High Extent	36	25.9	25.9	77.0
Very High Extent	32	23.0	23.0	100.0
Total	139	100.0	100.0	

Explains task requirements and role of others in activity

	Frequency	Percent	Valid Percent	Cumulative Percent
Low Extent	18	12.9	12.9	12.9
Neutral/Not sure	43	30.9	30.9	43.9
Valid High Extent	58	41.7	41.7	85.6
Very High Extent	17	12.2	12.2	97.8
Total	139	100.0	100.0	

Clearly distributes responsibility

	Frequency	Percent	Valid Percent	Cumulative Percent
Very Low Extent	6	4.3	4.3	4.3
Low Extent	25	18.0	18.0	22.3
Valid Neutral/Not sure	42	30.2	30.2	52.5
High Extent	31	22.3	22.3	74.8
Very High Extent	35	25.2	25.2	100.0
Total	139	100.0	100.0	

Kindly helps those who make efforts

	Frequency	Percent	Valid Percent	Cumulative Percent
Very Low Extent	6	4.3	4.3	4.3
Low Extent	25	18.0	18.0	22.3
Valid Neutral/Not sure	53	38.1	38.1	60.4
High Extent	38	27.3	27.3	87.8
Very High Extent	17	12.2	12.2	100.0
Total	139	100.0	100.0	

Analyzes mistakes and corrects noticeable shortcomings

	Frequency	Percent	Valid Percent	Cumulative Percent
Very Low Extent	25	18.0	18.0	18.0
Low Extent	25	18.0	18.0	36.0
Valid Neutral/Not sure	60	43.2	43.2	79.1
High Extent	29	20.9	20.9	100.0
Total	139	100.0	100.0	

Is able to be happy with others' and own achievements

	Frequency	Percent	Valid Percent	Cumulative Percent
Low Extent	5	3.6	3.6	3.6
Neutral/Not sure	64	46.0	46.0	49.6
Valid High Extent	44	31.7	31.7	81.3
Very High Extent	26	18.7	18.7	100.0
Total	139	100.0	100.0	

In exchange for job well done gives the deserved reward

	Frequency	Percent	Valid Percent	Cumulative Percent
Very Low Extent	8	5.8	5.8	5.8
Low Extent	4	2.9	2.9	8.6
Valid Neutral/Not sure	80	57.6	57.6	66.2
High Extent	43	30.9	30.9	97.1
Very High Extent	4	2.9	2.9	100.0
Total	139	100.0	100.0	

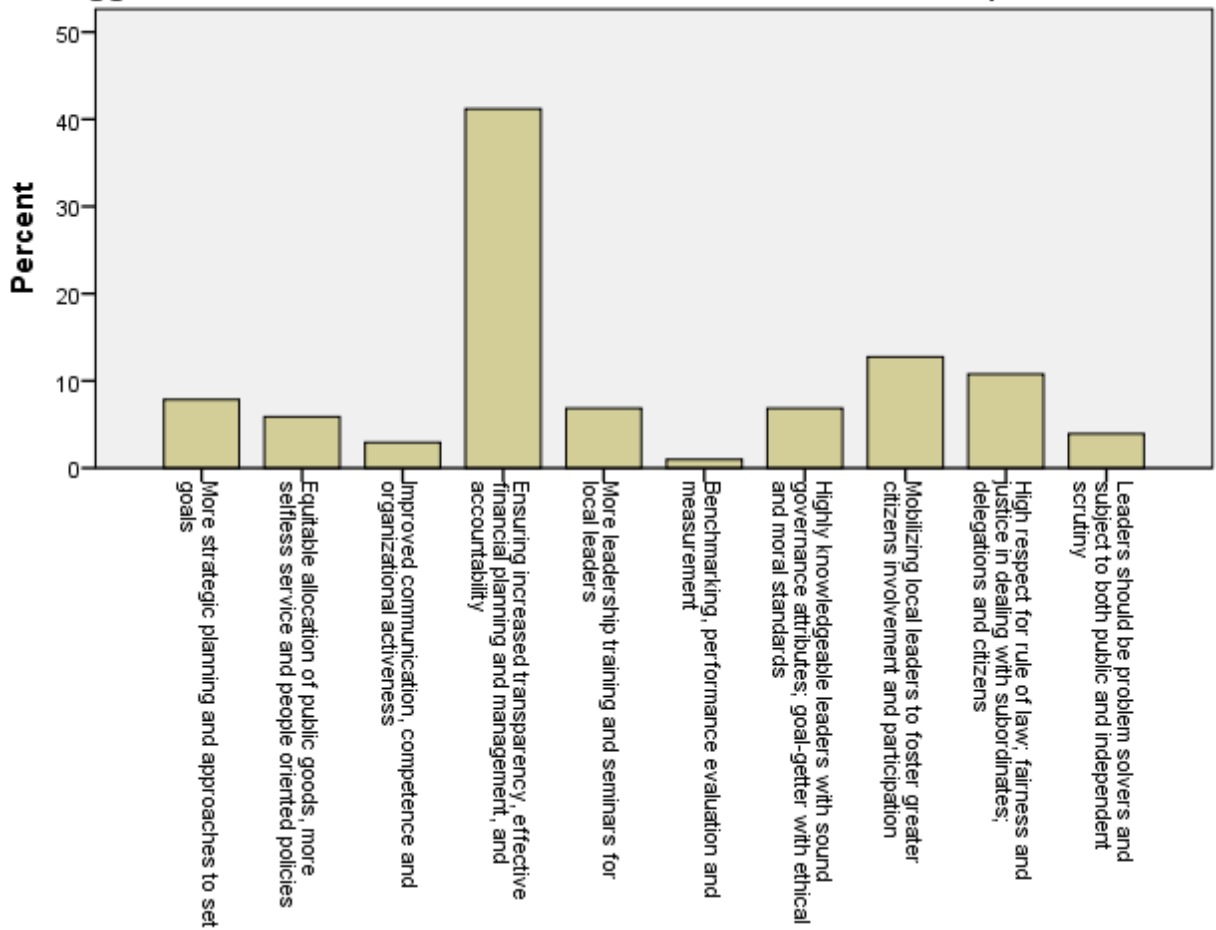
APPENDIX FOUR
Suggestions for Enhancement

Suggestions for enhancement of Local Government Leadership in Šiauliai

	Frequency	Percent	Valid Percent	Cumulative Percent
More strategic planning and approaches to set goals	8	7.8	7.8	7.8
Equitable allocation of public goods, more selfless service and people oriented policies	6	5.9	5.9	13.7
Improved communication, competence and organizational activeness	3	2.9	2.9	16.7
Valid Ensuring increased transparency, effective financial planning and management, and accountability	42	41.2	41.2	57.8
More leadership training and seminars for local leaders	7	6.9	6.9	64.7
Benchmarking, performance evaluation and measurement	1	1.0	1.0	65.7
Highly knowledgeable leaders with sound governance attributes; goal-getter with ethical and moral standards	7	6.9	6.9	72.5

Mobilizing local leaders to foster greater citizens involvement and participation	13	12.7	12.7	85.3
High respect for rule of law; fairness and justice in dealing with subordinates; delegations and citizens	11	10.8	10.8	96.1
Leaders should be problem solvers and subject to both public and independent scrutiny	4	3.9	3.9	100.0
Total	102	100.0	100.0	

Suggestions for enhancement of Local Government Leadership in Šiauliai



Suggestions for enhancement of Local Government Leadership in Enugu

	Frequency	Percent	Valid Percent	Cumulative Percent
Setting-up efficient and effective local vigilante groups to argument the existing security outfits	15	10.8	10.8	10.8
Encourage the government to grant autonomy to LGA in order to increase efficiency and reduce conflicts with state govts	9	6.5	6.5	17.3
Valid Reform electoral processes in order to increase the chances of attracting the best hands in local council leadership	10	7.2	7.2	24.5
Encourage proper training and re-training of local leaders as majority appears to lack core leadership traits	17	12.2	12.2	36.7
Propagating stiff deterrent measures to discourage corruption and embezzlement of local government resources	21	15.1	15.1	51.8

Encouraging more public participation in local governance and ensuring that policies are people oriented	17	12.2	12.2	64.0
Establishing structures for adequate 'checks and balances', performance appraisal and evaluation	13	9.4	9.4	73.4
Engaging the youths in gainful and productive activities in order to reduce joblessness and crime	15	10.8	10.8	84.2

Suggestions for enhancement of Local Government Leadership in Enugu

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Leaders should be more transparent, accountable and show high regard to rule of law	12	8.6	8.6	92.8
Ensure equitable mobilization and distribution of resources and prudent use of public funds	10	7.2	7.2	100.0
Total	139	100.0	100.0	

Suggestions for enhancement of Local Government Leadership in Enugu

