

# Leadership Effectiveness in Public Service Organizations of Ethiopia: Perceptions of Leaders in Public Service Organizations

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## Abstract

In Ethiopian context, the government has shown commitment to improve public service leadership by launching different initiatives under the scope of CSRP. Public service leaders at different level advocate transformational agenda to achieve growth and transformational plan (GTP) goals. However, public service organizations' performance highlighted a number of implementation deficiencies in terms of effectiveness, efficiency and a leadership practice has not been up to expectations. Therefore, the objective of this article was to investigate the extent of leadership effectiveness in Ethiopian public service organizations at federal and regional levels. The study was employed focusing on the top management sub component of the reform program by evaluating its projects to what degree it enables /transforms the public organizations to be efficient and effective. The descriptive survey by using mixed method (quantitative and qualitative) research approach was applied. The categories of respondents were from demand side and supply sides. Among the nine regions of the country, two regions and one city administrations were selected. Analysis of documents, interviews and responses to both open and close-ended questions was made using SPSS software. The key findings revealed that the changes in Ethiopia enabled to create demanding society for improved services. However, leadership effectiveness is not at its required level to transform public service organizations in terms of striving for performance in order to be globally competitive and manage changes. Lack of motivation and communication of the vision and the commitment to reform is often criticized as inadequate, since many institutions are lacking visionary leadership, and the accountability relationship between government and public service providers has not been clarified. There is high degree of variation among managers of different levels in the areas of organizational performance. Finally, the recommended solutions, is to develop leadership development program that can initiate system based thinking in order to realize the vision of the country.

**Key Words:** Effective leadership, organizational performance, public service organization, civil service reform program,

## 1.1. Introduction

Effective leadership is integral for the achievement of the goals and objectives of the organization (Akinboye, 2005). As Kotter (1990) also argued Effective leaders play their role by creating prevailing vision and mission, communicating the vision and mission, clarifying mission and organizational objectives to all levels of the organizations, and steer organizations to high performing outcomes. In Ethiopia, the establishment of public service system has passed a history of 100 years. However, until the down fall of the military regime (1991) many public service institutions lacked visionary leadership, and public organizations operated under very poor conditions for many years. Recognizing this, the current government has embarked on a series of reform programs by undertaking different reform initiatives since 1991 (Getachew and Richard 2006). (Mesfin, 2006. (Mehret and Paulos, 2000).

Since 1991, Ethiopia started reforming the public service reform by designing two basic strategies: political decentralization and economic liberalization. As the country steadily moves away from years of a closed centralized system to decentralized system of governance, the processes of adopting, remolding and advancing the new style of leadership have indeed become a daunting task. As stressed by different scholars (Senior 2002, Holbeche 2006, and Hayes 2006) public services across the world face many challenges from the contexts within which they have to govern and provide services during change. This fact also indicates that effective leadership is needed to coordinate the efforts of diverse organizational units during periods of rapid change and development.

So it was imperative to the current government to change the structure and political system to adjust the civil service with the new governmental arrangements. Among the broad areas of civil service reforms: the top-management reform sub program was designed. The major objective was to enhance the capacity of members of civil service leadership and to improve the effectiveness of leadership in strategic planning and management as well as to make appropriate policy decisions. The sub-program also entails the process of

improving the performance of public organizations leaders' in formulating institutional vision, mission, policy, and strategic plans (MOCB 2004). The issues connected to the areas of leadership such as organizations of central institutions, responsibility, accountability, efficiency and effectiveness of public organizations were to be addressed by the projects designed under this program.

In addition to the components of the CSRP and as part of the capacity building program, different reform initiatives and management techniques like BPR, BSC, and development of change army has been introduced to enhance organizational performance (Ministry of Capacity Building, 2004; Mesfin, 2006; Tesfaye, 2009). Recently the government has highly engaged in the strategy of building development (change) army in organizing the staff of public organizations staff in 5 to 1 unit to achieve the desired objectives of the organizations.

These initiatives aimed to radically transform the public service system into modern, effective and efficient system that allows government to attain the vision and policy strategies. Some tangible results in improving structures, in organizational competencies, and in improving service delivery have been registered due to these reform programs. However, the reform programs (specially the projects designed under the top management sub-component) were not executed in the speed that it was desired (Mesfin 2006). And the performance of public service organizations is still less than expected (MOCS, 2013). This is because the measures taken to implement comprehensive and integrated CSRP and the capacity of involving all stakeholders was not implemented at the level it was required.

On the other hand, Ethiopia has intensively embarked on implementing a comprehensive agenda to achieve its vision to become the middle income country in the year 2025 (MOFED 2010). To this end the country as designed the growth and transformation plan which is very comprehensive and highly intensive. This requires effective leadership as a critical factor in implementing the initiatives and to make the public organizations efficient and effective to achieve this plan. Empirical observations also indicate that public services' leaders need further to be effective, otherwise, the challenges could be overhead and it would take more than the years expected to achieve transformational goal. The other major challenges were the misunderstanding on reform programs and initiatives from people in organization, including stakeholders because the required awareness was not created even on the mission and vision of the organizations.

The above facts indicate that, there is a perception of that the objectives of the reforms remain far from fully realized (Getachew and Richard 2006; Yosef 2011) due to lack of improving the effectiveness of leadership in public service organizations. Therefore, this article investigated the improvements and challenges confronting the public service leadership in implementing reform initiatives to improve organizational performance and to achieve the larger goal of GTP. Hence, the major interest here is to examine the degree to what extent the public service leadership is effective to address the problems connected to improve organizational performance in developmental state of Ethiopia. To this end, the top management reform subprogram, designed to address the problems connected to institutional management and leadership to improve organizational performance, was investigated.

## **1.2. Statement of the Problem**

Most organizational theorists agree that effective leadership is one of the most important contributors to overall organizational performance success. However, the common problem in most public service organizations is to identify what leadership is and what leaders do to ensure team and organizational success is less well understood (Kouzes and Barry 2002, Niven, 2003, Palestini 2008, and Barbara 2002). The effectiveness of organizational performance of public sector, which can be highly affected by effective leadership, in Ethiopia, has been a major concern to the government to achieve the goal of growth and transformation in all aspects as lack of effectiveness in the areas of leadership is a common problem in most public service organizations' of Ethiopia (Getachew and Richard 2006).

In Ethiopia the government has embarked on a series of reform programs in improving public service performance since 1994. With the new change of strategy and radical move, by the Government to implement a high level of decentralization strategies has required effective leadership. But challenges that are prevalent in terms of its effectiveness have been exacerbated in many organizations (Mesfin 2006). In Ethiopian context, the government has shown commitment to improve public service leadership by launching different initiatives under the scope of CSRP. The top management sub component of the program is specifically focusing on to overcome the problems associated with the effectiveness of public service leadership (Ministry of Capacity Building 2004).

However, the review of the Ethiopian Civil Service organizations performance undertaken in 2000, and 2006 highlighted a number of implementation deficiencies in terms of effectiveness, efficiency of the projects designed under this program. In response, Government tried to add a new initiatives like BPR, result oriented performance management system (ROPMS) which latter changed to BSC Reform Programs with the aim of developing, efficient and effective civil service through institutional reforms.

As a result, public service institutions have tried to enhance efficiency and effectiveness through different reform packages. A customer oriented approach and timely public services provisions were developed and put in place in some organizations. This fact revealed that the government's success, even though, better results have been achieved in terms of efficiency, the effectiveness of public service performance has been less and achievements are widely different from institution to institution. The progress of the reform programs and the effectiveness of organizational performance are also uneven and have large variations among regions. The real challenges are associated to lack of effective leaders and lack of adequate knowledge and skill for implementing the projects.

Since, there is high perception of all these problems, consolidated research needed to be conducted regarding the impact of effective leadership on organizational performance in Ethiopia. Besides, the researcher has a rich experience in working in public service organizations for many years with different responsibilities that assisted him to understand the challenges of leadership effectiveness occurred in public services. This fact call for the researcher, to conduct the study and contribute some solutions to solve the challenge in the area of leadership

### **1.3. Objectives**

The objective of the study is to assess the extent of leadership effectiveness to improve organizational performance by identifying the underlying challenges faced by leaders in the public service. Accordingly, this study focuses on the following specific objectives:

1. Analyze to what extent leadership is effective in implementing reform programs.
2. Assess how reform initiatives and projects are managed in the public service organizations
3. Assess how leaders are integrating reform initiatives and improving organizational performance
4. Assess the views of employees and customers towards the leadership practices in the public service

### **1.4. Significance of the Study**

Currently, the country of Ethiopia is urgently engaged to implement three interdependent hierarchies of goals; millennium development goals, its own long-term vision .Therefore, the significance of this study is highly related to the present day socio-economic needs of the country and change management issues. Ethiopia is striving to maintain accelerated and sustainable development and there by achieve its vision of becoming middle-income country by the early of 2020's.

The attainment of this vision, therefore, presupposes undertaking leadership efforts that include the introduction of radical changes in existing operating Systems in the public sectors. For this purpose, this study is expected to contribute in identifying the leadership style necessary for implementing the change initiative tools in implementing public service reform program as a whole to shift its traditional to modern management systems and practices. The research result, in that it notes the leadership challenges and limitations; will have high contribution to the Public Service indicating on how the national vision should be articulated, the competence of managerial leadership and the need of the partnership with other players to translate the national vision into tangible outcomes.

## **2.0. Literature Review**

### **2.1. What is Leadership?**

There are many and diverse definitions of leadership given by different scholars at different times. For instance: as Bennis (1999 ) leadership is defined as the ability to have a vision that is well communicated, build trust among colleagues, and take effective action to realize one's own leadership potential. Kotter (1996) pointed that leadership is a set of processes that establishes the effectiveness of organizations and modifies them according to changing situations to make their performance effective. According to him leadership provides organizations' future vision, aligns people with this organizational vision, and inspires the members to achieve it. The concept of leadership is reviewed by many others. For example: Maxwell (1998) who concluded that leadership is the ability to influence others. According to Chandra (2010) leadership is the process of influencing and supporting others to work enthusiastically towards achieving objectives .the researcher uses this definition for the purpose of this study.

### **2.2. Organizational Performance and Leadership theories**

In the recent literature of leadership there have been four main 'generations' of theory: Trait theories, Behavioral theories, Contingency theories and Transformational theories. It is important, as John van Hennessey (1998) has pointed out, to recognize that none of the four 'generations' is mutually exclusive or totally time-bound. All these theories of leadership help organizations to apply or determine the appropriate type of leadership to the specific of that case or situation to effect organizational performance. Moreover, all theories underline organizational performance is highly determined by leadership effectiveness. Both the trait theory and the behavioral theory of leadership attempted to identify the one best leader and the one best style for all situations. By the late 1960s, it became apparent that there is no such universal answer. Contingency theory

holds that the most appropriate leadership qualities and actions vary from situation to situation. According to this theory effectiveness depends on leader, follower, and situational factors (Drucker 1999).

Based on the contemporary perspectives, to improve organizational performance, effective leaders are transformational leaders those who are able to apply their skills based on different philosophical, psychological, social, cultural, political, economics, ethical, technological factors. They assess organizational internal- and external-environment conditions to influence others toward the achievement of goals by working with them and through them (Robbins 2003; Bernard 2000)). This fact could also apply to the case of Ethiopian public service organizations if supported by study and this study expected to narrow this gap.

### **2.3. Leadership Effectiveness and Transformational Leadership**

#### **2.3.1. Transformational Leadership**

Burns (1978) who considered as the founder of transformational leadership theory viewed transformational leadership as a significant factor to achieve goals and successfully manage change in constantly changing conditions of organizations. The model of transformational leadership refers to a process of developing a commitment for the implementations' of strategies, objectives and mission of an organization to make effective organizational performance (Dessler, 1999; Riggio and et.al., 2006).

A new paradigm of leadership theory has also conceptualized that a transformational leadership is effective and important in every sector and in every setting (Avolio and Yammarino, 2002; Bass and Riggio, 2006)). They have demonstrated that transformational leaders are those who stimulate and inspire followers to achieve extraordinary outcomes. More importantly transformational leaders help followers grow and develop in to leaders by responding to individual followers' needs by empowering them and by aligning the objectives and goals of the individual followers, the leader, the group, and the larger organization (Bass 2006; and Avolio & Yammarino 2002). This type of leadership more specifically identified by the following characteristics;

#### **2.3. 2. Effective Leadership, Change management, and organizational performance**

Organizational theorists agree that effective leadership more specifically transformational leadership style is one of the most important contributors to overall organizational success (Weese 1994, Robbins 2003, and Bernard 2000). Several studies have also found that effective leadership style is transformational leadership over other types of leadership by displaying positive behaviors of transformational leaders (Avolio & Yammarino, 2002; Bass & Avolio, 1994; Bass, 1985; Dionne, Yammarino, Atwater & Spangler, 2004; House, 1988; Howell & Avolio, 1993; Kirkpatrick & Locke, 1996; Smith, 1982).

They ascertained that the role of transformational leader is to change an organization by recognizing an opportunity and developing a compelling vision, communicating it vision to organizational members, building trust in the vision, and achieving it by motivating organizational employees. So that, transformational model of leadership is considered as the most effective in the contemporary management for the following reasons. And the similar case could happen in Ethiopian condition.

### **2.4. Empirical Evidences about Ethiopian Public Service Leadership and Organizational Performance**

#### **2.4.1. Less Awareness about Civil Service Program:**

Different writers argue that an attitudinal problem about the concepts of the CSR was existing in the public service institutions until the year 2001. As it was indicated by (Paulos (2000) weakness or unwillingness to sense and internalize the need for change was the major problems. Most members of the organizations considered that the framework designed by the civil service reform emphasized that the need for more attitudinal changes rather than reinforcing or strengthening the existing organizations, structures and methods to improve performance. Many writers argue that in Ethiopia the civil servant seems pessimistic about the whole change process (Getachew and Richard, 2006). The organizational performances in delivering public services are very poor which resulted from absence of well developed leadership system. All these are because of lack of implementing the whole concepts or programs and projects of the CSR and lack of implementing capacity programs in public service organizations.

#### **2.4.2. Limited Commitment among Some Organizational Leaders:**

In the public service organizations of Ethiopia different change initiatives like BPR were tried to be effective, however, different leadership challenges like Lack of commitments and poor communication has been revealed through: lack of adequate knowledge on the concepts of other reform programs including business process re-engineering (BPR); putting the change agenda aside or giving it as an assignment to others; not assigning the best people for reengineering teams; inadequate follow up and weak support. To overcome these obstacles, the leadership at Ministry of Capacity Building discussed with the top leadership of such organizations, but not reached a consensus. Still no satisfactory measure has been taken to improve the problem of what in most circumstances happen in public institutions (Mengistu2006).

Another weakness of the reform program was Poor communication. As it is indicated by Mehret and Paulos (2000) and many others BPR framework requires communication with employees, customers and

stakeholders. Due to lack of formal communication, however, confusion and rumors among employees have been common in many public organizations. Ethiopia is striving to build sustainable economic development and good governance aiming to improve the living standard of its citizens. For this purpose the civil service reform program with all its components is one of the key tools in achieving these developmental goals. However, in addition to the old bureaucratic system of civil service system and the new problems created due to some cases of resisting the new change agendas do not allow the government in achieving sustainable development and good governance.

The government has undertaken lots of reform measures in order to create the civil service system that support the attainment of economic development and good governance. Among these reform programs, CSRP, Comprehensive Capacity Building Program, BPR, and BSC initiatives all aim to radically transform the civil service system into modern, effective and efficient system that allows government to attain the vision and policy strategies.

### **2.5. Related Research and Gaps**

To realize government economic and social policies efficiently and effectively, to improve transparency and accountability in the regions, the identification of obstructing /problems and in depth evaluation of the leadership practices shall have high output in meeting the intended growth and transformational goal. However, there is no consolidated and comprehensive research works, which can support in presenting recommendations for leadership challenges existing in public service organizations. Few trials made so far by Meheret and Paulos (2000) and Getachew and Richard (2006) were so limited to federal level leaving the cases of regions at local levels. Besides, these and some research were tried on other programs of civil service reform, however, very rare were available in the area of top-management system sub-component of the reform. In most cases it is only the government reports that tried to indicate failures of the public service to embrace/hold/ ownership and commitment of the reform to keep the pace of the change several times (MOCB 2006, 2007, 2009, and MOFED, 2003,2006). Due to this reason, only government side data were considered for different analyses so far without considering research based findings.

As Mengistu (2006) and different monitoring and evaluation reports including government report (2004, 2009, 2010, and 2011) on the achievements of the reform initiatives indicate, there still is a wide gap of conducting research to solve the problems of ineffectiveness of performances in public service organizations. On the other hand, many studies on leadership effectiveness and organizational performance done so far were on profit making /business organization, but rare are available regarding the cases of public service organizations. So, it is expected that this study will have a high contribution to minimize the research gap in the area of leadership effectiveness and organizational performance in public service organizations.

## **3. Research Design/Methodology**

### **3.1. Research Design**

The research design embodies descriptive survey by applying mixed research approach (qualitative and quantitative). The rationale for the choice of descriptive survey method is the fact that the descriptive studies are used in order to describe and interpret the trend of events that exists (Seyoum and Ayalew, 1989; and Best and Kahun, 2003). Furthermore; interviews can contribute to the research process by providing rich interpretations of events on leadership effectiveness and organizational performance.

### **3.2. Population of the study**

Public service leaders (top, middle lower level), employees, and customers of public service organizations are pools of the study.

### **3.3. Sampling Frame**

The sample unit for this study consisted of senior leaders, deputy leaders, department heads, drawn from different public services (N=150).

### **3.4. Sample Size and Sampling Technique/sample design**

30% of the selected public service organizations' leaders were included by using both probability and non-probability (random and purposeful) sampling method. The characteristics of the population were determined by limiting the study to some selected organizations. The sampling method used was multi-stage random sampling technique:

- A. The first step was to stratify the sectors into social sectors, economic sectors, and governance sectors. Then social sectors represented by education; the economic sector represented by agriculture sector; and governance sector represented by civil service sector. The inclusions of social and economic sectors are based on their performance in the implementation of reform program. But civil service organization is purposely selected in the study because it is the leading institution of the reform initiatives in the country.
- B. Ethiopia has nine regions and two city administrations out of these, two regions and one city administrations were selected. Oromia region, which is the largest region (45%) and might have also the

largest impact on the development of the country, purposefully the part of the study, and Addis Ababa city was selected randomly from the two city administrations.

- C. From the emerging regions (Afar, Somale, Gambella, and Benshangul-gumuz) one region and Benshangul Gumuz included in the study purposefully because this region was reported as better performing region in reform implementations among emerging regions (Government Report, 2009/2010). So that good experiences, which can help for other emerging region, are drawn from this region.

### **3.5. Types, Sources and Methods of Data Collection**

The researcher used different instruments for data collection; Questionnaire, Interview, Observation focus group discussion, and document analysis were made from the selected regions and institutions. Furthermore, observations and checklists were used for issues that require special attention. Primary data were collected using questionnaires, personal observation, interview, and focus group discussions. Serious of discussions conducted by involving officials of public service organizations at different levels, senior civil servants, change agents and different stakeholders. Secondary data collected through documentary analysis from relevant sources.

- A. **Questionnaire;** To construct the questionnaire firstly, main areas of indicators were developed to measure the relationship between effective leadership and organizational performance based on the basic questions. Then it was translated to variables of the study. The questionnaires were in a five level likert-scale.
- B. **Interview;** Interview was conducted at different levels and in different times. First, at all levels as much as possible, it was conducted with head of organizations. Latter, program coordinators, facilitators, employees and customers were used as a source of data. The sample comprised of the Deputy Minister of civil service minister responsible for the Public Services, Head of the Public Service Reform Programs at federal and regional levels.

### **3.6. Method and Tools of Data Analysis**

Both quantitative and qualitative data collected by using different instruments were categorized through coding, tabulation, and by drawing statistical inferences and were analyzed by using different tools. Quantitative data were presented in the form of tables, bar charts, pie -charts, percentage distribution and linear charts and were analyzed using 'The Statistical Package for Social Sciences (SPSS), Microsoft Excel package, and Web Chi Square calculator (Web tools). The chi-square test statistic and the distribution of means were used in the answering research questions and to identify relationships between variables of leadership effectiveness and organizational performance.

## **4. Result and discussion: Data Presentation and Analysis**

### **4.1. Introduction**

This part of the article presents the results of the data gathered from leaders of public service institutions, employees and customers by using questionnaire, interview, and focus group discussions. This article deals with one of the basic research question of the main research entitled *leadership effectiveness and organizational performance in Ethiopian public service organizations*. Based on the research design of the main research the questionnaire was distributed to 150 respondents and 145 (96.7%) were successfully responded and the data gathered through interviews and focus group discussion were organized and interpreted in view of the objective of the study and research questions.

### **4.2. Characteristics of the respondents**

The following table- provides information about the characteristics and frequency distribution of leader respondents.

Table 4.1. General characteristics of respondents

Sex of respondents	Leaders	
	Frequency	Percent
Male	111	74.0
Female	39	26.0
Total	150	100.0
Age of respondent		
18-30	7	
31-40	57	38.0
41-50	68	45.3
51-69	18	12.0
Total	150	100.0
Educational level		
Diploma	15	10
BA/BSC	82	54.7
MA/MSC	49	32.7
PHD	4	2.7
Total	150	100.0
Organizational level		
Federal level	41	27.3
Regional level	109	72.7
years of service		
below five years	1	.7
five to ten years	7	4.7
ten to 15 years	32	21.3
15 years and above	110	73.3
Total	150	100.0
current position		
Top managers	50	33.3
middle managers	59	39.3
lower level managers	41	27.3
Total	150	100.0

The gender composition of the respondents as depicted in the above table was strongly biased to males (74.0% male and 26% female). Majority of the respondents were at between the age 40 and 50 (45.3%) and the other 38% were between 31-40 ages. This shows they are matured and well experienced to respond and present their ideas for the study based on the questionnaires. The younger leaders in number (19) have also participated in this study and this shows a good perspective for future leadership development. The mean age of the respondents resembles towards middle aged people.

Regarding their educational background the majority of the respondents (54.7%) have the first degree and 32.7% have second degree and in some organizations there are some PhD holders at leadership position. This indicates the educational preparation of the public service leaders is much improved than reported five years ago (MOFED,2010). In this study 72.7% of the respondents are from regional level and 27.3% were from federal institutions and it helps to evaluate the trends of performance at different levels. The years of service and work the leaders' work experiences is indicated that the majority were (73.3 %) have worked for 15 years and above at leadership position and 21.3 % of have been on leadership position for ten years and above. Only 5.7 % have low experience. This shows relatively a leaders with good work experience and service years are assigned to positions. Regarding the leadership position of the respondents it constituted top level leader (33.3 %), middle level managers (39.3%), and lower level managers (27.3 %). This helps to get balanced proportion of leaders' respondents from all level to get the required information at all levels.

### 4.3. Leadership Effectiveness in Public Service Organizations

#### 4.3.1. Effectiveness of setting clear vision, communicating the vision, Monitoring and Evaluation to implement reform programs

Effectiveness of leadership is usually evaluated by considering some factors or pre-conditions to be full-filled by leaders. Respondents were asked to give their opinions on different items/factors identified to affect leadership effectiveness. These factors are the following; setting clear vision, communicating the mission and vision, goal setting, monitoring and evaluation, leadership commitment, and the ability of leaders in inspiring and motivating. Their response is presented below.

Table 4.2. Respondents ranking on factors of leadership effectiveness

Sex of respondents			* setting clear vision					Total
			setting clear vision					
			very low	low	Medium	High	very high	
Sex of respondents	Male	Count	6	39	40	22	4	111
		%	5.4%	35.1%	36.0%	19.8%	3.6%	100.0%
	female	Count	0	9	21	7	2	39
		%	0.0%	23.1%	53.8%	17.9%	5.1%	100.0%
Total		Count	6	48	61	29	6	150
		%	4.0%	32.0%	40.7%	19.3%	4.0%	100.0%
Communicating the vision								
Sex of respondents	Male	Count	5	46	48	10	2	111
		%	4.5%	41.4%	43.2%	9.0%	1.8%	100.0%
	female	Count	4	11	19	4	0	38
		%	10.5%	28.9%	50.0%	10.5%	0.0%	100.0%
Total		Count	9	57	67	14	2	149
		%	6.0%	38.3%	45.0%	9.4%	1.3%	100.0%
setting goals and plan for implementation								
Sex of respondents	Male	Count	5	40	48	16	2	111
		%	4.5%	16.0%	43.2%	14.4%	1.8%	100.0%
	female	Count	4	11	19	4	0	38
		%	10.5%	28.9%	50.0%	10.5%	0.0%	100.0%
Total		Count	9	51	67	20	2	149
		%	6.0%	32.4%	45.0%	13.4%	1.3%	100.0%
Regular Monitoring And Evaluation								
Sex of respondents	Male	Count	0	45	53	11	1	110
		%	0.0%	40.9%	48.2%	10.0%	.9%	100.0%
	female	Count	1	14	21	3	0	39
		%	2.6%	35.9%	53.8%	7.7%	0.0%	100.0%
Total		Count	1	59	74	14	1	149
		%	.7%	39.6%	49.7%	9.4%	.7%	100.0%



As the data in the table indicate , the degree of setting clear vision and mission by organizational leaders at all level was ranked 40.7% at medium level,36 % below medium, and only 19.3% ranked as the there is high trend of setting clear vision and mission. This shows that, most believe that the degree of setting clear vision and mission was not at the required level, though it is the first precondition to be fulfilled to improve organizational performance. The same is true for communicating the vision and mission. Most of the respondents ranked 45% medium, 38.3 % low 6.0 % very low respectively, and only 9.4 % were communicating the vision and mission of the organizations properly. This indicates the communication and awareness creation on the importance and how to implement reform initiatives are not at the level it required. Even though, the degree of argument varies, the respondent argues similarly regarding setting smart goal and plan for implementation as well as about regular monitoring and evaluation of the performances. As it indicated above 49.7% were responded as the degree of motoring and evaluating the implementation of plans, reform initiative and made organizational self assessment became to medium level, even around 40.3% responded below medium.

In general majority of the respondents responded that less communicating the reform tools including the strategy of the organization and lack of regular monitoring and evaluation of performances are the serious problems contributed to the leadership practices to be ineffective. Setting clear vision and preparing smart goals for implementations are consecutively ranked as factors highly affecting leadership effectiveness in the public services.

#### 4.3.1. Effectiveness of leadership commitment, leaders' competency

Table 4.3. The perception of leaders on commitment and leadership capacity).

			leadership commitment					Total
			very low	low	Medium	high	very high	
Sex of respondents	male	Count	2	46	53	6	3	110
		% w	1.80%	41.80%	48.20%	5.50%	2.70%	100.00%
	female	Count	4	16	16	3	0	39
		%	10.30%	41.00%	41.00%	7.70%	0.00%	100.00%
Total		Count	6	62	69	9	3	149
		%	4.00%	41.60%	46.30%	6.00%	2.00%	100.00%
			leaders competence					Total
			very low	low	Medium	high	very high	
Sex of respondents	male	Count	0	54	48	7	2	111
		%	0.00%	48.60%	43.20%	6.30%	1.80%	100.00%
	female	Count	1	16	16	6	0	39
		%	2.60%	41.00%	41.00%	15.40%	0.00%	100.00%
Total		Count	1	70	64	13	2	150
		%	0.70%	46.70%	42.70%	8.70%	1.30%	100.00%

Concerning Leadership commitment and leadership competency, the data collected trough survey and interviews of employees and customers of public organizations indicated that low and very low for both. Leadership commitment ranked (4 %, 41.60 %, and 46.30%) as very low, low, and medium while leaders' competence ranked (o, 7%, 46.70 %, 42.0%) as very low, low, and medium respectively. This indicates that in the public service organizations of Ethiopia different change initiatives were not effective, and weakened by lack of leadership commitment, which the mean average of all the above variables is indicated in the following table.

Table 4.4. The mean and other frequency distribution of the respondents

Frequency	setting clear vision	Communicating The Mission And Vision	Setting SMART Goals And Plan For Implementation	Regular Monitoring And Evaluation	leadership commitment	leaders competence
N	150	149	149	149	149	150
Mean	2.87	2.85	2.62	2.70	2.60	2.63
Median	3.00	3.00	3.00	3.00	3.00	3.00
Mode	3	3	3	3	3	2
Minimum	1	1	1	1	1	1
Maximum	5	5	5	5	5	5

As it indicated all mean average verify the facts stated in the above analysis, since it is below 3, which is below the medium value. The focus of this article was on the top management of the CSRP and the implementation of the projects designed under this reform program .As indicated by above data it is weakened by lack of communicating the projects and lack of monitoring and evaluations of the activities designed.

There are different roles of effective leadership which could bring results in goal achievements and improve performance. Among those factors respondents were asked to respond and ranked from strongly disagree to strongly agree on the factors of effective leadership and the result is revealed as follows;

Table 4.5. Leadership practice and organizations' expectations

	Assessing Organization expectations'	Customer Identification	Customer Preferences	Strategy Alignment	Adoption Of Change	Citizen- Charter Development
N=149	150	149	149	149	149	149
Missing	0	1	1	1	1	1
Mean	2.75	2.82	2.72	2.62	3.11	2.68
Median	3.00	3.00	3.00	2.00	3.00	3.00
Mode	2	2	2	2	3	3
Minimum	1	1	1	1	1	1
Maximum	5	5	5	5	5	5

The entire mean and other frequency distribution of the respondents have their own implications; the mean values of the factors indicate below the median value 3. The result from the table indicates that the mean value for all the factors is below the median also. As it can be seen from the table, even though, the result is nearly average, respondents are agreeing on below average. And the same is true for other factors. This shows leadership practices is not based on assessing public service expectation and the practice of identifying customers and working with them is to less.

For the better analysis and interpretation on these leadership factors the researcher has presented the analysis as what it look like (how different roles of effective leadership realized in the public service organizations) according to the performance of the regions in the following table.;

Table 4.5A: Frequency distributions for the leaders' responses in assessing organizations' expectations

			Assessing Organizations' Expectations					
			Very Low	Low	Medium	High	Very High	Total
catoria of region	federal level	Count	0	16	19	5	0	40
		%	0.0%	40.0%	47.5%	12.5%	0.0%	100.0%
	oromia	Count	1	19	16	13	0	49
		%	2.0%	38.8%	32.7%	26.5%	0.0%	100.0%
	Addis Ababa	Count	0	15	5	10	0	30
		%	0.0%	50.0%	16.7%	33.3%	0.0%	100.0%
	Benshangul- gumuz	Count	1	15	12	2	1	31
		%	3.2%	48.4%	38.7%	6.5%	3.2%	100.0%
Total		Count	2	65	52	30	1	150
		% n	1.3%	43.3%	34.7%	20.0%	.7%	100.0%

As it indicated on the tables 4.5 A, above assessing the public service organizations expectations' of the leadership practice is weighted by most as low and medium level. It was indicated at federal level, (low=40% and medium= 47.5%), Oromia region (low=38.8% and medium=32.7%), Addis Ababa region (low=50.0% and medium=16.7%) and Benshangul-gumuz (low=48.4 % and medium38.7 %). This indicates that lack of participating both external and internal customers often low and the leaders are less effective .The trial coming to the medium level is a good improvement, but compared to the transformational agenda the country is engaged in, it require to exert more effort and energy. They require the active contribution of every one. To make a strategy focused organization, the leaders, are required to make all employees and other customers understand the strategy and conduct their job in a way that they can contribute.

Table 4.5 B: Frequency distributions for the leaders' responses in customer identification, adoption of change citizen-charter development

			customer identification					
category of region		Count	very low	low	medium	high	very high	Total
						0	20	14
federal level		%	0.0%	50.0%	35.0%	12.5%	2.5%	100.0%
	oromia	Count	1	21	15	12	0	49
		%	2.0%	42.9%	30.6%	24.5%	0.0%	100.0%
Addis Ababa		Count	0	13	6	10	0	29
		%	0.0%	44.8%	20.7%	34.5%	0.0%	100.0%
Benshangul-gumuz		Count	0	8	15	8	0	31
		%	0.0%	25.8%	48.4%	25.8%	0.0%	100.0%
Total		Count	1	62	50	35	1	149
		%	.7%	41.6%	33.6%	23.5%	.7%	100.0%
			adoption of change					
category of region		Count	very low	low	Medium	high	very high	Total
				0	10	28	2	0
Federal Level		%	0.0%	25.0%	70.0%	5.0%	0.0%	100.0%
	oromia	Count	0	5	9	35	0	49
		%	0.0%	10.2%	18.4%	71.4%	0.0%	100.0%
Addis Ababa		Count	0	7	17	6	0	30
		%	0.0%	23.3%	56.7%	20.0%	0.0%	100.0%
Benshan Gul-Gumuz		Count	1	10	13	5	1	30
		%	3.3%	33.3%	43.3%	16.7%	3.3%	100.0%
Total		Count	1	32	67	48	1	149
		%	.7%	21.5%	45.0%	32.2%	.7%	100.0%
			citizen-charter development					
Cataory Of Region	Federal Level	Count	very low	low	Medium	High	Total	
				0	8	30	2	40
		%	0.0%	20.0%	75.0%	5.0%	100.0%	
oromia		Count	0	32	13	4	49	
		Expected Count	.7	20.1	22.4	5.9	49.0	
		%	0.0%	65.3%	26.5%	8.2%	100.0%	
Addis Ababa		Count	0	10	12	8	30	
		%	0.0%	33.3%	40.0%	26.7%	100.0%	
Benshangul-gumuz		Count	2	11	13	4	30	
		%	6.7%	36.7%	43.3%	13.3%	100.0%	
Total		Count	2	61	68	18	149	
		%	1.3%	40.9%	45.6%	12.1%	100.0%	

The result from above table of the second and third items indicates how the organizations identify its customer and what they require to be satisfied towards adopting the change. The result varies across regions. Respondents evaluated (weighted 35.0%, 30.0%, 20.7%, and 48.4% at federal level, Oromia, Addis Ababa, and Benshangul-Gumuz and 33.6 at average level. This implies organizations are tried to bring their performance to bring at medium level, but a present status cannot exceed to high level. Of course, there are some organizations who identify properly their customer working accordingly their preferences; for example, 15% at

federal level, 24.5% at oromia, 34.5 5 at Addis Ababa, and 25.5 % at Benshangul gumuz. This implies there is much improvement, even though challenges observed in some areas and performance varies across regions to regions and from organizations to organizations.

Majority of the respondents of the respondents 70 % at federal level, 45 % .at oromia 40% at Addis Ababa, and 43 % agree that the organizations have tried to prepare their citizen charter, even though there is high variation among federal institutions and regional public services. Institutions at federal level seems better in preparing the citizen –charter, however the interview conducted with the regional level leaders reveals that there is less integration and assistance given by federal institutions in working with their regional line organizations. Participating the customers while preparing the charter and communicating the charter to the customers is less practiced.

Table; 4.5 C: Frequency distributions for the leaders’ responses in Strategy Alignment

Strategy Alignment							Total
			very low	low	Medium	High	
Cataory Of Region	Federal Level	Count	0	29	9	2	40
		%	0.00%	72.50%	22.50%	5.00%	100.00%
	Oromia	Count	2	25	12	10	49
		%	4.10%	51.00%	24.50%	20.40%	100.00%
	Addis Ababa	Count	0	8	16	5	29
		%	0.00%	27.60%	55.20%	17.20%	100.00%
	Benshangul- Gumuz	Count	1	11	14	5	31
		%	3.20%	35.50%	45.20%	16.10%	100.00%
Total		Count	3	73	51	22	149
		%	2.00%	49.00%	34.20%	14.80%	100.00%

Regarding the alignment of the strategy to the vision and mission of the organizations the data indicates 22.5 %, 24.5 %,55.0 ,and 45.5 % at federal, Oromia ,Addis Ababa, and Benshangul-Gumuz respectively. It seems better in Adds Ababa region. And the majority of the respondents agree that at all levels the trend is at 34.2 % in focusing on the general strategy. This implies focusing on routine activities than being strategy focused is the challenge for many of public service organizations both at federal and regional levels. In addition to the above quantitative data ,the qualitative information’s are triangulated by interviews. This also indicate that many public service organization’s leaders did not understand how to integrate and implement the concept of CSRP, BPR,BSC , development army and other reform initiatives.

#### 4.3.2. Discussion and Findings:

The quantitative study indicated that the leaders of public service organizations exhibited the quality of leadership effectiveness at medium level, only a few are relatively at high level. In addition, it indicated that leadership effectiveness is relatively low, thereby implying that leaders can be challenged in managing the change expected and implementing the GTP fairly and successfully. The practical situation, however, require for Ethiopian public service leaders to exhibit the quality of effective leadership in order to achieve the goal of transformational agenda. However, the status of leaders in setting clear vision and communicating it to both the organizational members and customers is still at medium level. Also inspiring vision and stimulating people to create ideas and share organizational values did not come to the expected level with high variations from leader to leader and from region to region.

As per interview made with employees and customers of the organizations they believe that the reform program is criticized for it is poorly communicated. They strongly argued that as reform initiatives (BPR BSC) framework requires communication with employees, customers and stakeholders, due to lack of formal communication, however, confusion and rumors among employees have been common in many public organizations. High Misconceptions and attitudinal problems about the concepts of the CSRP were existing in the public service institutions because of lack communication on reform programs. They argued also the public service leaders at different levels and workers were not fully understanding civil service reform in its entire sense. It was indicated also weakness or unwillingness to sense and internalize the need for change was the major problems observed from organization to organizations. Most members of the organizations considered that

the framework designed by the civil service reform emphasized that the need for more attitudinal changes rather than reinforcing or strengthening the existing organizations, structures and methods to improve performance.

Leadership effectiveness can be evaluated, if performance and all progress of performance are guided by effective monitoring and evaluation. The study implied that the process of monitoring and evaluation reform initiatives and top management subcomponent projects are not regularly monitored and evaluated. Of course, the degree of monitoring and evaluating the performance is highly improving by using different initiatives. The implementation of change initiatives (BPR, BSC and the others) even though tried to be monitored, but not satisfactory yet.

The results of the study also indicated that in the public service organizations of Ethiopia different change initiatives like *BPR BSC and building development army in public services* were tried to be effective, however, different leadership challenges like Lack of leadership commitments and leadership competency have been revealed through: lack of adequate knowledge on the concepts of reform programs, lack of putting the change agenda aside or giving it as an assignment to others; and not assigning the best people for the leadership position; inadequate follow up and weak support.

Aligning the organizational strategy to organizational vision and mission is a critical success factor among other factors to improve organizational performance (Chandra, 2010). Organizational performance researchers argue that the ability to execute strategy is more important than the quality of the strategy itself (Kaplan and Norton, 2001). So that management theorists, consultants focused on how to align the strategy to objectives to generate a superior performance because Strategy is the overarching goal of organizations.

However, this study identified that the alignment of the implementations of organizational strategies to vision starting from national to regional levels is not above medium level and this not satisfactory. BSC which is anew planning and management tool introduced in the country was designed to create this alignment. However its implementation is not institutionalized and varies from region to region.

When leadership practice is assessed the respondents have conclude as it was not based on successfully assessing public service expectations'. Customers are expecting high quality public services that both reflect and are responsive to their needs. In another words, public service organizations have the responsibility to respond to these needs in the way that will satisfy the customers. In the practical situation, however, the study reveals that only a few organizations those identified and work with customers and trying to satisfy the customer needs. It was stressed that most of the time pressure from short term problems influence the leaders to adopt short term solutions. Making to participate the customers in preparing the charter and communicating the charter to them is less practiced.

## **5. Conclusion and Recommendations**

### **5.1. Conclusion**

In Ethiopian, the government has shown commitment to improve public service leadership by launching different reform initiatives under the scope of CSR. The top management sub component of the CSR was designed to improve the effectiveness of leadership as well as their capacity to make the performance of public service organizations effective. Some improvements have been registered due to these reform initiatives. However, communication of the vision and the commitment to reform is often criticized as inadequate, since many institutions are lacking visionary leadership, and the accountability relationship between government and public service providers has not been clarified,

Different reform (BPR, BSC, working with citizen-charter) initiatives which aimed at transforming the public service performance and working system in to modern, effective and efficient system were identified. But Government trial to attain the vision and policy strategies by improving performance is highly challenged to be institutionalized. For all these, lack of effectiveness of some top and middle level managers of the civil service organizations to hold ownership and commitment to keep the pace of the change is identified by the study.

### **5.2. Recommendations**

Based up on the conclusion, the following recommendations have a paramount importance for the public service organizations' leadership to be effective. The public service organizations have to realize that the role effective leaders. To meet this end, leadership practices has to be assessed and leadership development program should be designed to initiate system- based thinking in order to realize the vision of the country.

Mechanisms for effectively communicating reform initiatives (BPR BSC, development army) framework requires with employees, customers and stakeholders to minimize change-resistance in the public service. Continuous monitoring and evaluation is one of the systems to check and keep the pace of performance. Therefore, the public service organizations should strengthen monitoring and evaluation mechanism to fill the gap or performances and leadership effectiveness. Challenges like Lack of leadership commitments and leadership competency should be addressed through valuable training program based on need assessment and leadership development programs.

An opportunity for the customers to participate in all aspects of public service performance should be designed and the customers also have to develop inward looking. Organizational leaders should work with customers to be effective in solving the problems of the organizations.

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