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The American University in Cairo

School of Global Affairs and Public Policy

**Potential of Transformational Leadership and Public Employee Performance: A
Case Study of the Egyptian Ministry of Antiquities**

A Thesis Submitted to the

Public Policy and Administration Department

in partial fulfillment of the requirements for the degree of

Master of Public Administration

By

Asmaa Gad El-Mawla Mohammed

Spring 2018

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The American University in Cairo

School of Global Affairs and Public Policy

Department of Public Policy and Administration

Potential of Transformational Leadership and Public Employee Performance: A

Case Study of the Egyptian Ministry of Antiquities

Asmaa Gad El-Mawla Mohamed

Supervised by Professor Dr. Shahjahan Bhuiyan

ABSTRACT

There has been a growing interest to understand how the officials of public sector agencies manage their employee performance to provide quality services to the citizens they serve. There is quite limited research that dealt with the obstacles the public sector officials identified as barriers to efficiently manage employee performance. This qualitative study focuses on the role of transformational leadership (TL) and challenges to manage employees' performance at Egyptian ministry of Antiquities. Semi-structured interviews were conducted with ten of public officials, using an 8-item, open-ended questionnaire. By using primary sources, the study found eight key obstacles that managers listed as deterrents to manage employee performance as the following: lack of financial resources, bureaucratic control mechanisms such as centralization, formalization, red tape, and routinization, low employee motivation, salaries and wages

below the market level, employee self-preservation, overstaffing, unqualified staff and ineffective leadership training. The study further reveals that the role of TL was minimal, as leaders identified mostly possess the characteristics of transactional leadership. These findings would possibly help the Egyptian public officials to improve the performance of the management, and thus improve the quality of services to citizens.

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Chapter 1: Introduction

1. Introduction

There has been a growing interest to understand how the officials of public sector agencies manage the performance of their employee to deliver quality services to the citizens they serve in all aspects of life, from education, health care to cleaning garbage. As a result, public sector plays a significant role in everyone's day-to-day life. In all cases, the corporate service provision and public sector models, there is still an important role for government (Stevens 2006).

Egypt is among the top placed countries in terms of the number of employees in the public sector, with the number of public sector employees reaching 6.4 million (World Bank, 2013). The cost of wages for these civil servants is around EGP 126 billion per year (USD 16.5 billion) ("Egypt Fighting Corruption", 2015)

Beside the cost of wages, inefficiency and corruption have been major adverse characters of the Egyptian public sector. Most of the civil servants seem to take their jobs for granted. They only leave it upon retiring at the age of 60 with a guaranteed pension. The average length of productive work completed by public employees is as low as 27 minutes per day. Promotion is by seniority as a matter of practice. The government used to hire many of university graduates without careful choosing of those who were most capable in terms of specialism in the fields of development required or academic results (Allam, 2015& "Egypt Fighting Corruption", 2015).

1.1. New era

The January 2011 revolution and subsequent political events have changed Egypt. As result, the dynamics, technology, administration, and economics, systems have grown, and are having an effect on how the affairs of the state will be run. Public awareness has called for the reform of several sectors starting with the Civil Service (“Egypt Fighting Corruption”, 2015).

The government has realized that it is perhaps the right time to fight corruption in the public sector; there are numerous means by which this can be done, including: reduce or suspend new hiring until to reach the number of staffs required in the public sector; remove unqualified employees from leadership positions; train current workers and improve their qualifications; change the center of promotion from seniority to performance; decrease the periods of assessment between levels to escalate skilled candidates; promote government-to-government contacts to avoid citizens from submitting to corrupt officers; and rise dependence on online services to reduce the dealings between public officers and citizens.

With the provision of the government policy reforming the public sector and combating corruption, a specialized committee consists of a diversity of specialists has concluded the best practices should co-exist in one piece of legislation, as adapted to the Egyptian culture to light the objectives of this hard time for Egypt.

1.2. The New Law

Law 18 of 2015 on Civil Service that introduced by a Presidential Decree present new measures that have long been fought.

The period of trial for new candidates has been extended to six months, with the right to dismiss unqualified applicants without necessity for any procedure other than a notice. A worker with two repeated weak performance reports, after the elapse of the six-month period, could be deprived of 50% of their salary, transferred to another position, or terminated. A retirement age of 50 years has been met. Public servants should be promoted based on qualification rather than seniority (Elsayed, 2015)

A new wage construction has been presented. The public employees' wage has always been composed of two components; the base and the variable. The base salary was nearly 25% of the employee's salary and formed the basis of the pension and social insurance. Therefore, what the staff received upon retirement or injury, was too little to meet the basic level of living expenses. Under the new law, the reformed wages package rises the base salary to 75% of the total wage, due to subsequently increase the pension and social insurance (Elsayed, 2015)

2. leadership and Public sector

Recent studies have highlighted the importance of leadership in (i) improving performance in public organizations; (ii) in change processes in public organizations (Orazi, Turrini & Valotti, 2013); and (iii) being critical for organizational success (Moyhani & Ingram, 2004). However, there is dearth of studies conducted in the public sector to study the barriers that the public officials acknowledge as obstacles to manage employee performance (Bumgarner, 2016). Bumgarner (2016) asserts that one of obvious challenges for understanding public sector leadership is limited access to empirical data where employees offer their feedback through well designed surveys. The absence of this type of information reduces opportunities for public leaders to develop their leadership

skills. Thus, there is an emergent need for a method/procedure that could enable the public institutions to improve their performance in a unique way.

Although officials of public sector are challenged to implement change in these risk-averse public environments, the complexities of state government decision-making, operations and implications require different effective way of leadership (Qotywa, 2014). Public leaders often struggle to organize the most effective leadership practices. They spent time and energy focusing on strategies that did not lead to the desired outcomes, and adversely affecting the citizens who receive the services (Bumgarner, 2016; Kim, 2015).

At any organization, people are the most critical resource to achieve organizational goals, vision, and mission, so the need for inspiring and motivating staff to achieve these required objectives is highly significant (Wright & David S 1994). In this respect, inspiring and motivating employees are one of key elements of TL (Ljungholm, 2014).

Public sector officials lean toward transactional versus transformational leadership (TL) practices (Bumgarner, 2016; Caillier, 2014; Trottier, Van Wart, & Wang, 2008). However, scholars suggested that TL will significantly increase outcomes for the citizens. When leaders successfully develop relational strategies and connect with subordinates to increase its outcomes, workers' performance and satisfaction will increase as a result (Bumgarner, 2016).

Sims and Quatro (2005) argue that there is an urgent demand for institutional leaders to practice different styles of leadership appropriate to complex and dynamic situations. According to the study, those who can demonstrate flexibility and the ability to respond

to ambiguous situations will most likely be effective in providing leadership necessary for today's ever-changing organizational and world of work landscape. The ability to create flexible organizations that change with the demands of an increasingly complex markets and environments is a leadership challenge faced by all organizations. How to accomplish this goal over time has been and continuous to be a critical challenge to those responsible for leading reshaping organizations.

Sims and Quatro (2005) assert that, while being adaptive and flexible, leaders have increasingly to inspire trust, to gain credibility, and to implement innovations through others. In addition, leaders are progressively challenged to balance tasks and relationships (people) styles and to undertake not only the role of controllers and monitors but also the role of orchestrators, cheerleaders, coaches, conductors, mentors and followers. At various level of organizations, leaders must recognize that concepts like "quality," "empowerment," "workout," "life-long learning," and "excellence" are important factors of leadership (Sims & Scott, 2005).

In the literature, there are numerous theories of leadership such as the Great Man Theory, the Trait Theory, the Skills Theory, the Situational Leadership, the Contingency Theory, Transactional Leadership, Transformational Leadership, Leaders-Member Exchange Theory, and the Servant Leadership Theory, which will be briefly discussed in the literature review section (Wart, 2003).

3. Purpose of the study.

The purpose of this study is to explore the role of transformational leadership and understand the challenges public officials face to manage employee performance. As TL

shows, according to Ljungholm (2014), superior level of commitment towards producing change, a vision required to enact change, high moral and ethical values should be espoused, strong intellectual capabilities have to be posed, and significant ways of formulating these messages should be acquired in order to inspire followers to recognize their goals. The focus area is leadership and employee performance improvement in the context of MoA. The full range leadership continuum developed by Avolio and Bass (2004a) will be used to facilitate the analysis of this study.

There is a lack of scholarship recognizing the barriers that Egyptian public officials experience against the background of TL and employee satisfaction. This study attempts to identify the obstacles presented by the leadership team within the transactional and transformational context of the full range leadership model (Avolio & Bass, 2004a). The identification of these obstacles would address the gap in the existing literature and provide information to facilitate management avoidance behaviors. This study provides clarification on the challenges that leaders in the public sector face while implementing performance improvement measures.

4. Research question

The central research question that guided this study is: What are the barriers public sector officials at the Ministry of Antiquities (MoA) face as obstacles to effectively manage their employee performance and accountability? The three sub-questions are:

- (i) How are public employees in the MoA being managed through the following activities: Selection criteria, compensation, motivations penalties, feedback,

resources, working conditions, training and monitoring system, and personal problems?

(ii) What are the main obstacles that hinder public employee performance from improvement?

(iii) How public leaders can overcome these obstacles to increase performance?

A qualitative, case study research structure was used to make an inquiry with public officials in the public sector area. The produced information will help managers to better understand the barriers they may encounter while performing their managerial responsibilities and increase their awareness of transformational strategies that could help in improving the employee's performance.

5. Significance of the Study

This study makes the following important contributions: First, it integrates literature on the behaviors of public leaders and its positive impact on employee's performance in the public sector. Second, it stresses the significance of promoting and understanding effective leadership behaviors within the public sector as such behaviors have an impact on employee functioning. This study then will fill a gap on the literature, as there is a lack of studies that have been tackled the role of TL on improving employee's performance among the Egyptian public sector.

These findings contribute to leadership practice by increasing the understanding and the knowledge of the managers responsible to lead other individuals. The significance of these findings in leadership practice is a better understanding of the barriers experienced

when managing employee performance. Ultimately, public sector leaders who recognize and deploy the appropriate management strategies increase the likelihood that improved employee performance will lead to improve quality of services to citizens. This factor is the social change that would occur as a result of this new knowledge.

6. Limitations

The limitations of this study included many areas of consideration. First, the study's interview-driven research design may present researcher bias. Maxwell (2012) noted that bias in qualitative research is a significant threat to validity. However, the researcher strives to conduct structured and well-directed interviews, although the researcher's experience is limited in facilitation with personal and sensitive information. This issue presented the researcher with challenges to capture the information without imposing her impressions or feelings regarding the subject.

Second, the researcher was familiar with some leaders participated in this study as she were a member of MoA for three years from 2012 to 2015. As a result, she have some experiences and background related to the issue. This researcher's previous work experience may affect the researcher's partiality during conducting the interviews. However, the researcher tried to keep herself neutral, by not imposing her opinion, perception, or old experience related to the subject.

Third, the interview settings varied with each discussion, and the researcher had limited control over the background noise and vicinity of others located nearby. Most of discussions held in the setting of interviewees' workplace that impacted the length of respondent's feedback due to interruptions. Most discussions had taken more than

expected time. Actually, most respondents were answering the interview questions while getting their work done.

Fourth, as the interviews were at the participants' work places, a fear of retaliation or loss of credibility was a factor that partially affected the process of getting information. However, the researcher's previous role as a member of the MoA has helped in building a friendly and trusted relationship between the researcher and interviewees. To consolidate this relationship, participants received reassurance, through offering the consent form, that results would permanently remain confidential and available only to the thesis committee. Finally, the researcher used the interview techniques offered by Patton (2014) and Maxwell (2013) that asserts the importance of refraining from sharing the researcher's opinions while conducting the interviews.

In addition, the participants did not receive the questions in advance of the meeting, so they were not prepared enough and needed to work from memory or experiences.

Other limitations included sample size and make-up of the leadership members. For example, this study included interviews with a higher minority ratio than represented on the full leadership team. Additionally, the researcher noticed gender differences between female and male participants. The females spoke more often and in longer durations. The researcher needed to repeat the question more often to male participants to keep the interview moving forward and achieve the same volume of perspective.

7. Thesis structure

This thesis is divided into six chapters. Chapter1 presents the introduction. Chapter 2 discusses the literature review. Chapter 3 illustrates theoretical foundations and conceptual issues. Chapter4 presents the methodology used to conduct this study. Data presentation, discussion and interpretation will be shown in Chapter 5. Chapter 6 includes conclusion.

Chapter 2: Literature Review

There are a number of studies documenting how leadership can enhance organizational performance in the private sector (Hienta, 2015; Jonash, 2006). However, in the context of leadership and sustainable performance, the debate is still ongoing in public agencies, and studies focusing on the role of leadership are limited (Van Wart, 2003). In the public sector, things are somewhat different, and issues like bureaucracies, contextual complexity, and the idea that public state institutions in general are far too complex and large making person-leaders' contribution relatively negligible (Van Wart, 2003).

However, there are few studies identified what is the exact influence of leadership on organizational performance with public sector .One of them is Pettigrew et al. (1999) who studied performance in the National Health Service (NHS) and showed the factors that affecting it are management skills, good leadership, shared vision, willingness to experiment, and an organizational culture, among other things, receptive to change (Hienta, 2015). Parry and Thomson (2003) conducted another study and they found that direct and indirect influence of TL on outcomes through its effects on transformational/ transactional culture and climate for innovation. Adding to that, Cristina Hinteá's study showed that leadership has a direct influence on perceived performance, with TL being the main driver for positive results while passive or laissez faire leadership being a performance inhibitor (Hintea, 2015). In addition, Bumgarner (2016) concluded in his study that most leaders in state government agencies recognized with transactional characteristic and the role of TL was minimal and by revealing eight barriers that leaders cited as deterrents to managing employee performance.

Literature has always drawn a distinction between management and leadership, stressed that leadership might be seen as activity that inspirational, visionary, energizing, creative, and transformational, whereas management might be seen as dealing as with the day-to-day routine, much more transactional and so requiring operational skills. One sense then, the interest and growth in leadership might basically reflect the changing nature of managerialism (Musgrave, 2014)

2.1. Leadership

Although much has been written on the subject of leadership, “leadership is still a complex concept” (Antonakis, et al., 2003). Burns (1978) defined leadership as one of the most observed and least understood phenomenon on earth while Stogdill (1974) asserted that there are almost as many definitions of leadership as there are persons who have attempted to define the concept. According to Hintea (2015), leadership revolves around vision, ideas, directions, and has more to inspiring people to achieve desired goals than achieving day-to-day implementation and to do things without actually sitting on top of them with a checklist.

There are some common elements of leadership, according to Hintea’s analysis of leadership definitions (cited in Mora & Ticlau, 2013):

- (1) Leadership is mainly about change and motivation. The key function of leaders is being catalysts for change. Change is the key for differentiation between leaders and managers,

- (2) Leadership is a non-routinely practice of intentional effect which refers to any situation that establishes potential or actual hindrance to institutional goal; it is not about everyday tasks.
- (3) Leadership involves a group of followers - obviously, a leader is merely an “a lone nut,” and effectiveness is specified also by the way the group behaves, acts, progress, performs.
- (4) Leadership is about accomplishing specific (organizational) goals - leaders exert effect with a purpose, giving a sense of direction for the group and generally making it clear where people need “to arrive.”

Many authors have provided theories to develop the concept of leadership. One representative example is elaborated below.

In the study of Sims and Quatro (2005), five fundamentals of exemplary leadership were speculated:

- Enable others to act
- Inspire a shared vision
- Challenge the process
- Model the way
- Encourage the heart.

In sum, these features possibly translate to be creative in envisioning new ways of working; sharing that vision with your workplace in a committed and communicative style; allowing your employees to aid create your shared vision; modeling the behavior you envision; encouraging and supporting your subordinates. However, there are studies

that illustrate a wide and smart array strategies one might engage in the pursuit of superior leadership, they offer little in the way of when and under what circumstances those strategies might be engaged (Sims & Quatro, 2005).

However, bad leadership may occur when leaders are unwilling or unable to control their own needs and desires (Kellerman, 2004). By controlling and dominating groups, such people place their own agendas ahead of the subordinates. They use their talent to convince to support their own selfish interests (Barling, Christie & Turner, 2008), instead of encouraging the interests of the followers and organization (Lediju, 2016).

2.2. Leadership Theories

According to Wart (2003), the history of leadership theories used in public sector can be perceived through six eras: The Great Man, followed by Trait, Contingency, Transformational, Servant, and Multifaceted. Leadership became the center of organization studies with the development of the 'Great Man' theory which asserts that leaders have specific traits such as intelligence, flexibility, determination, self-confidence, integrity, sociability and emotional maturity. In the second half of the twentieth century, shifting from studying leaders' traits to leadership behavior (Blake & Mouton, 1964) led researchers to emphasize on the fit between the leader's style and the internal context of the agency. Situational theory and contingency theory inferred that an individual leader is likely to be effective in different situations only if s/he is flexible enough to consider the most appropriate leadership style for each situation separately (Hersey & Blanchard, 1977). Many new theories have developed during the 1970s such as the servant-leader theory and later the team leadership theory (Orazi Turrini, &

Valotti, 2013). Then the transactional and transformational leadership theories emerged in the literature. In the contemporary debate, these theories are still on the mainstream (Burns, 1978). Transactional leadership suggests that leader-subordinate alignment happens through the strategic use of pecuniary incentives (i.e. rewards and punishments). TL, on the other hand, is frequently correlated with setting a clear vision and goals for an agency, motivating subordinates to communicate that vision and using non-pecuniary incentives (i.e. appeals to persuasion and inspiration morality and ethics (Orazi, Turrini & Valotti, 2013).

Another analytic approach stresses the external environment of the leader that provides visions in how this environment molds to be appropriate with the leaders' agendas. This approach identifies the intensely open and political environment of the public officials; however, it neglects consideration of the internal management manners that leaders are also responsible for (Monihan & Ingrham, 2014). Transactional and transformational models of leadership emphasize the relationships between leaders and followers (Bass, 1985). The model of transformational is predominantly concerned with creating a culture of organizational entrepreneurship and the motivational influence of leaders of transformational model, in many ways, is consistent with the reinventing approach of government but has been an object to criticism about its appropriateness for the public sector. Another criticism is that terms such as liberation management and entrepreneurship do not propose a practical model for management when they are related with sidestepping existing management systems, instead of using or reforming them (Monihan & Ingrham, 2004).

2.3 Transformational Leadership (TL) in a Bureaucratic Context

Evidently, one should keep in mind the challenges public sector leadership face to manage employee performance: difference refers to the specific context of public administration which is traditionally characterized by inertia, rigidity, and immovability. Differences relate to legal framework, structure, values, interest culture representation, purpose, and effect of decisions (Ticlau et al., 2010). In addition, modern public administration faces tremendous financial, political, social, and technologic challenges. In this context, performance measurement in the public sector poses more obstacles compared to the private sector. This is because public organizations pursuit multiple complex and ambiguous simultaneously and non-economic outcomes (Hintea, 2015).

Because public sector organizations were typically large bureaucratic structures performing tasks with stability and consistency, while resisting any organizational disruption (Lediju, 2016; Pandey & Moynihan, 2006). These structures experience considerable levels of red tape and a low degree of TL style among managers (Voetl, 2016). Bureaucracy, according to literature, can be defined as when organizational procedures are to a large extent predictable and predetermined. This can be realized through the formalization of organizational behavior. Formalization indicates to what extent organizational activities regarding job descriptions, procedures, regulations, and policy manuals are manifested in written documents (Rainey, 2014). Formalization may lead to red tape (Pandey & Scott, 2002). Red tape is largely apparent as ineffective rules (Bozeman & Feeney, 2011). Red tape's definitions ranging from Bozeman's (1993) as it procedures, regulations, and rules that have a compliance burden however do not attain the functional goal of the rule to Al- Gore's definition (1993) who stated that "good

people trapped in bad systems.” (p. 664). Rigid procedures and rules can constrain executives’ formal and informal channels of communication and red tape may complicate communication in an organization (Voetl, 2016).

To direct organizational behavior, bureaucratic organizations rely on control-based mechanisms such centralization, formalization, red tape and routinization, which provide a substitute for leadership based on influence or charisma (Voet, 2016). Similarly, Weber (1947) argues that leadership in a bureaucracy is based on a rational, legal basis, rather than charisma.

Another challenge facing public officials in leading public servants is lack of manager’s authority to remove, hire, promote and determine the pay of their employees (Rainey & Bozeman, 2000) because their pay is legislated and controlled by state policies (Bumgarner, 2016)

2.4 Literature Review Related to Key Variables and Concepts

The original study in transformational leadership (TL) was qualitative in design conducted by Burns (1978) and pursued to examine the biographies of numerous political leaders. This qualitative approach helps to create a new model to define non-numerical data in the form of text reviews and written documents. This approach also helps to achieve a thorough understanding of the phenomenon of TL by recognizing commonalities and differences in the leaders observed. As TL was new and untested, a qualitative investigation best maintained the testing of a new theory (Bumgarner, 2016)

Then, Bass (1985), following Burns' (1978) original study of TL developed the Multifactor Leadership Questionnaire (MLQ), which supported the theory of full range leadership. Bass designed a quantitative study, in the initial development of the MLQ that provided a numerical representation of the variables examined. Subsequently, he developed specific measures for eight questions that determine the degree a leader was considered transformational or transactional. The theorist viewed transformational and transactional leadership as complementary and sought to gauge where a leader fell in these contexts based on a numerical representation (Bumgarner, 2016).

The clear association between employee performance and leadership strategies (Caillier, 2014) has supported the justification for the selection of the concepts variables in this study. A review and synthesis of the studies related to the key independent, dependent, and covariate is provided. Researcher s applied the model of full range leadership in a federal government work environment in an empirical study that determined the leader–follower satisfaction relationship (Trottier et al., 2008). The results presented the workers' perceptions of their leadership team. Studies have consistently cited employee satisfaction as a key contributor to improved performance results (Bumgarner, 2016).

2.4.1 Employee Performance in the Public Sector

According to Caillier (2014) and Musgrave (2014), public officials often attain leadership positions as a result of their technical expertise rather than their leadership experiences or knowledge. When coupled with continual changes in staffing, funding deficits, and adverse election impacts, they are challenged to impact performance (Green & Roberts, 2012; Bumgarner, 2016).

Because bureaucracies within Public state agencies limit the human interaction, public servants do not readily identify the features of a charismatic leader. This point is important because it creates the baseline comparison between transformational and transactional leadership strategies later in this discussion. Scholars studied the nature and significance of TL at both the individual and group levels; they initiate that supporters dealing with the leader experienced personal empowerment achieve higher results (Wang & Howell, 2012).

Public sector employees possess less commitment levels to deal with outcomes and the agency and limited chances to deal with extrinsic rewards than their private sector counterparts (Kim, 2015; Wang et al., 2012). Both groups revealed a high intrinsic influence as a primary anchor to their current employees (Bumgarner, 2016). There is a clear pattern that proposes executives play a vital role in staff satisfaction levels. Therefore, managers can enhance employees' environment. Consequently, public officials with limited powers to run pay increases can still inspire followers by arranging suitable leadership strategies (Bumgarner, 2016).

2.4.2 Transformational Leadership (TL) and Employee Satisfaction in the Public Sector

Overall, researchers agree that TL strategies encourage higher levels of employee satisfaction, which leads to improved performance (Braun Peus, Weisweiler & Fred, 2012). Several studies addressed TL strategies along with employee performance and satisfaction studies, but few studies focused on the state-agency government's public sector (Bumgarner, 2016)

The strengths of this study's examination are increased awareness and application of Bass's full range leadership theory, which enlarges several researchers' prior work including Trottier et al. (2008) and Bumgarner (2016). Although the research question is different than previous studies, the implication of leader effectiveness on employee performance and citizen service levels improves when full range strategies are observed (see Figure 1).

Figure 1. Leader effectiveness and full range theory implications



Source: (Bumgarner, 2016, P.35)

There was pertinent and current relative research available on transformational and transactional leadership because no shortage of content exists on the selected topics. In addition, employee performance and public sector leadership information was readily available. The justification for the variables selected for the literature search proved sound

The literature and studies reviewed are related to the research question as they offer verification that Bass's full range leadership model was validated prior to this research. Therefore, the study found the model a sound analysis tool to analyze the data. Studies reveal that transactional leadership strategies are necessary to support consistent decision making. However, TL will enable senior managers to provide strategic guidance and promote continuous improvement efforts to a higher level.

Therefore, validation is possible through this literature review, which established that a qualitative case study design that analyzes existing data is possible using TL (Bass, 1985). Second, the literature supports the quest to determine if public sector leaders' barriers to managing employee performance might be improved through increased awareness of trends and patterns in this area of research.

2.5 Transformational Leadership (TL) and Public Service Motivation: Driving Individual and Organizational Performance

Transformational Leadership can communicate, empower, and model public service motivation as below

2.5.1 Aligning Employee Values and Organizational Ideology

The first role of a leader with transformational style is to raise the interests of their employees, to create awareness, to accept the group mission, and to look beyond their own self-interest to the greatest of the larger group (Bass, 1990). Leaders who join a value-based organizational ideology through manifesting vision, mission, and strategy positively influence employee behaviors. Job-holder's participation in an organization

depends on the extent those employees realize that the organization offers them opportunities to share their perceptions on a larger scale (Paarlberg & Lavegina, 2010). In this respect, long purposes, foresights, and high ideals are the basis for the persistence of cooperation. Leaders create an alignment between employee's values and the organization's ideology through articulating an organizational mission that reflects prosocial values of individuals, using values to guide the onboarding practices, establishing clear and significant goals, and designing work in a way that maximizes social significance (Paarlberg & Lavigna, 2010).

Aligning employees' personal values with those of the collective motivates employees to act on a shared vision (Jung & Avolio, 2000; Paarlberg & Lavigna, 2010). According to Person-organization Fit (PO) theory, performance is improved when an employee's skills, goals and values match organizational culture, values, and goals. Such alignment often occurs through processes of selection and socialization (i.e., onboarding) (Paarlberg & Lavigna, 2010).

An increasing body of studies shows that the selection of applicants who are not only qualified performers but also holding values that are consistent with the organization's culture is correlated to retention, organizational commitment, job satisfaction, willingness to learn new skills, and task performance (Borman & Motowidlo, 1997; Paarlberg & Lavigna 2010). Thus, employees provide higher performance as congruence between their values and the organization's increases.

Selecting competent applicants who hold, or are responsive to, public service values is the first step to manage public service values (Paarlberg & Lavigna, 2010). A careful

selection of applicants including structured face-to-face interviews, realistic job previews, and situational assessments will help both the applicant and the agency to identify the fit between the interviewee's values and the organization's culture (Bowen, Ledford, & Nathan, 1991). Recommended applicants should interview not only with potential supervisors and human resources, but also with potential coworkers and other employees. Realistic job previews and employment interviews allow candidates to learn more about the organization's culture and values and whether these principles match their own (Bowen, Ledford & Nathan, 1991; Paarlberg & Lavigna, 2010)

In case of entering individuals into the public service with low public service motivations, socialization of public service values clarifies how such values are translated into behaviors (Brief & Motowidlo, 1986). Socialization should familiarize new comers to the norms, mission, objectives, goals, and history of public organizations, and also illustrate how the agency accomplishes public service goals (Cooper-Thomas & Anderson, 2002; Klein & Weaver, 2000). Social events, orientations, and formal training can clarify how role requirements and organizational context align with employees' values (Paarlberg & Lavigna, 2010). Leaders with transformational style play vital roles in socializing newcomers into the organizational values and how those values are reflected in workplace behavior (Bass & Avolio, 1993).

However, it is useful to mention that producing a context with shared values in public service may limit the diversity of employee perspectives within the agency and can also generate an environment in which workers get lost in the collective or adopt values that are group centric rather than public serving. Thus consideration must be given to ensuring

that individuals represent diverse cultural and socioeconomic backgrounds and that acceptance and integrity must be protected as shared values (Paarlberg & Lavigna, 2010).

2.5.2 Setting Clear and Important Public Service Goals

According to Goal-setting studies, specific and challenging goals demonstrate higher performance, well-specified goals defined as the aim or object of an action to reach a certain standard (Paarlberg & Lavigna, 2010). Consistent with goal-setting theory, Wright (2007) showed that workers become more motivated and provide well performance when they have clearly understood and challenging tasks. However, employee commitment to goals may be affected by to what extent employee perceives these goals are achievable and consistent with their own values and interests. Moreover, employees may not accept given objectives if they see them as insignificant or inconsistent with their own values. However, government employees often work with diffused goals and long term outcomes (Paarlberg & Lavigna, 2010).

Creating clear goals requires officials to explain not only what employees should do, but also how and why they should do it. This clarifies how their efforts contribute to larger organizational mission and goals, and thus strengthening employees' public service motivations. In addition, flowing broad ideological goal into job specific goals may consolidate the connection between task goals and mission (Paarlberg & Lavigna, 2010). A key feature of transformational leadership is to inspire subordinates to become a part of larger goals, and to positively influence the employee' perceptions and understanding of broader organizational goals. Stimulating followers is not only to change their own belief systems, but also it is to help them become creative problem solvers (Bass, 1985).

Literature on public employee motivation (Rainey & Steinbauer, 1999; Wright, 2007) reviewed that the more engaging, attractive and worthwhile the mission is to people, the more the agency will be able to attract support from those people and motivate them to perform well (Rainey & Steinbauer 1999). In spite of this convergent stress on mission, there is an increasing respect that more work is required to build a healthier understanding of how organizational conditions may encourage or discourage such practices (Paarlberg & Perry, 2007).

However, in some cases there may be conflict between employee values and their organization's culture. Workers may experience clashes between their standards and public organizational needs. Staffs, for instance, may experience conflict between bureaucratic pressures to close a case and their professional responsibilities to deliver responsive and high-quality service (Paarlberg & Lavigna, 2010). Public officials should play central roles in such situations to encourage employees to acknowledge these potential conflicts (Maynard-Moody & Musheno, 2003). This way allows civil servants reframing his or her work in ways that can be consistent with his professional and personal and values (Paarlberg & Lavigna, 2010).

2.5.3 Clarifying the relationship between Work, Beneficiaries, and the Social Significance of the Job

Principles of job design focus on jobs as a collection of tasks and relationships, and identifying that human resources are inspired by how much their efforts affect the well-being of others. In addition, the clarifying of "line of sight" between task and values can be significant motivational link (Paarlberg & Lavigna, 2010). As a result, according to

the 2007 and 2009 analyses and rankings of more than 270 federal agencies, departments, and subcomponents, it proved that one of the top three drivers of employee satisfaction is the match of skill/mission (Paarlberg & Lavigna, 2010).

Leaders with transformational style give a meaning to their jobs by stimulating individuals about the significance of their work and by linking this significance to organizational goals and employees' values. According to Purvanova, Bono, and Dzieweczynski (2006) report, individuals who work with transformational leaders are more likely to acknowledge that their work are more significant, meaningful and challenging. This enhances the relationship between helping behavior and their personal values within the organization, as employees use information from their social context, such as workplace values and norms for developing views about the meaning and value of their work. Leader with transformational style play vital roles in shaping these perceptions. For example, if a leader gives considerable attention to the significance of the job to the organization and its mission or vision, employees' perceptions of task significance might increase as result (Purvanova, Bono, & Dzieweczynski, 2006).

Raising employee awareness about the social significance of their work can strengthen the connection between public service values and performance (Paarlberg & Lavigna, 2010). Employees are particularly motivated by perceiving to what extent they may positively impact the well-being of others. In this context, many people are attracted to work in government due to their desire to serve (Denhardt, 1993). "The extent to which employees perceive their jobs to be meaningful may depend on how well they can "see" the impact they have on the people their work benefits" (Paarlberg & Lavigna, 2010: 714).

This connection between employees and their service recipients may also lead to higher productivity, persistence and performance, thus increasing identification with beneficiaries, improving public servant's empathy, and raising service recipient "likeability" (Maynard-Moody & Musheno, 2003). Scholars showed that when employees in government such as police officers or social workers contact regularly with beneficiaries, the beneficiaries actually had more impact over employee behavior than supervisors (Paarlberg & Lavigna 2010).

Therefore, Paarlberg & Lavigna (2010) asserts that the importance of structuring organizational tasks in ways that encourage employees to interact and communicate directly with service recipients. They suggest that agencies carefully recognize the beneficiaries of organizational public services, offer opportunities for direct contact between both employees and service recipients, and provide clear criteria for service beneficiaries to provide feedback on employee's performance. The World Bank's Grassroots Immersion Program gave a good example of this is, which permits young professionals to note firsthand the everyday lives of the individuals the World Bank serves.

While it is impossible to connect all public employees directly with direct beneficiaries, sharing stories or vignettes that recognize the importance of social impact of their work would positively influence employee's behaviors and attitudes (Paarlberg & Lavigna, 2010). In some cases, jobs in public service do not bring direct benefits to the broader public service recipients, which can be internal customer's coworkers or other agencies. In addition, public employees regularly serve diverse stakeholders, who may have conflicting values or disagreeable values (Maynard-Moody & Musheno, 2003). Once

again, leader may play vital roles in offering opportunities to identify these conflicts (Paarlberg & Lavigna, 2010).

Also, it is important to note that many individuals prefer to work in government service because they want to impact the broader process of public policy. Thus, illustrating direct evidence of the relationship between an employee's policy effort and policy outcomes can increase employee performance (Paarlberg & Lavigna, 2010).

2.5.4 Creating work structure that empower employee participation

By empowering employees, TL can help in raising public service motivation (Park and Rainey 2008), as leaders with transformational style improved followers' ability to think for themselves, question, accept different ways of thinking, and take initiatives, (Bass and Avolio, 1990). Centralized decision making obstacle employees to see how their work contributes to the organization's mission (Scott & Pandey, 2005). Studies indicated that public workers are less satisfied than their private sector counterparts about their involvement in decision making and the information they get from management. They added the leader's ability to empower their employee making decision was highly correlated with employee satisfaction (Paarlberg & Lavigna, 2010).

Perceptions of bureaucracy and red tape may frustrate employees' public service motivation (Moynihan & Pandey 2007). Even employees who enter government with strong motivations of public service can become disinterested and hostile to public service as their motivations are frustrated by bureaucratic barriers to effective service. Centralized structures of decision making may also limit employee's participation in decisions that directly affect their ability to perform their jobs, reducing their sense of

efficacy and motivation. Consistent with concepts of expectancy theory, an individual's motivation to increase effort is related to the expectation that these efforts will lead to desired performance (Paarlberg & Lavigna 2010).

Empowering employees to participate in workplace decisions can take many forms. Leisink (2004) suggests it is important that employees be involved not just in technical decisions, but also in the core public-serving aspects of their job. Truly enabling employees to act on their service motivations requires empowering them to take action – by providing access to information, support, resources, and opportunities to learn and develop (Conger & Kanungo 1988).

In public state agencies, employee empowerment may conflict with public values and mandates for accountability. However, concepts of tight/loose coupling propose that within complex organizations, strong core ideologies allow employees to make decisions on their own while still acting consistently with organizational values (Paarlberge & Lavigna, 2010)

2.5.5. Walking the Talk: Modeling Prosocial Behaviors

“It is not enough for transformational leaders to talk about values” (Paarlberg & Lavigna, 2010:P.715). The primary driver on employee behavior is the behavior of supervisors and leaders themselves within their organizations, rather than what the policy manual decrees. Not necessarily for Leaders who shape values within an agency to be charismatic, but they should exhibit sustained commitment and sincere to values of the organization and the people around them (Avolio & Gardner 2005).

Adding to that, leaders with transformational style lead by example and by modeling transparent decision making. Further, their attitude is full of optimism, confidence, resilience, hope and consistency between their deeds and words. Transformational leaders develop expectations of reciprocity by offering respect and empathy for subordinates, providing individualized treatment, skilling followers with required tools to develop. TL requires that organizations select leaders who reflect values that translated individual self-interest, such as, equality, social justice, benevolence, loyalty, and honesty (Avolio & Gardner, 2005).

2.6. Flexibility, adaptability and innovation: The transformational organizational Culture

Parry and Proctor-Thomson (2002) has recognized three potential implications of continual environmental change in the public sector. These three implications are decreasing levels of personal satisfaction for employees, increasing levels of perceived stress, and the manifestation of these in increased rates of turnover and absenteeism. To survive public sector agencies in the future, the public sector leader should pay more attention towards emerging innovative and adaptive organizational cultures in order to face these adverse implications of continual environmental change.

An essential factor that adds value in transformational organizational culture is the degree to which it supports and promotes innovation. Within a rapidly changing and turbulent environment, it has been suggested that innovation plays a crucial part in the long-term survival of an organization (Ancona and Caldwell, 1987).

Therefore, leadership appears to be a central factor in the development of effective culture in organizations coping with change and uncertainty, whether those organizations are in the public sector or the private sector (Parry & Proctor-Thomson, 2002)

Chapter 3: Conceptual Framework

Theoretical foundation

Transformational leadership (TL) was the theoretical foundation for this study. TL is a relationship theory where leaders influence followers' performance through motivational and inspirational incorporation (Bass, 1985). Transformational Leaders, who illustrate appropriate behaviors to convey individualized consideration for their followers, can achieve higher performance results. These behaviors include acknowledging follower success, promoting a consistent vision and mission for the organization, and role modeling (Bass, 1985; Burns, 1978; Bumgarner, 2016).

Burns (1978) is the first who identified the origin and source of TL and described the theory as leader's capability to implementing strategies that support the overarching values of the organization through moving beyond self-interests, and to ensure his or her subordinates commitment to motivating and improving morale to achieve work adequately. Burns identified five aspects of TL as the following:

Idealized influence (charisma): The degree to which the leader acts as a role model for the followers, behaves in admirable ways, and displays convictions and takes stands that cause followers to identify with the leader who has a clear set of values (Odumeru & Ogbonna, 2013). By incorporating idealized influence, independent thinking and levels of autonomy ensue, which improves outcomes (Bumgarner, 2016). Burns (1987) also suggested that employee empowerment increased commitment to the institution.

Inspirational motivation: The degree to which the leader explains the organization's a vision and mission that is appeals to (Odumeru & Ogbonna, 2013) in clear and simple ways that improve employee understanding and acceptance (Bumgarner, 2016) and inspires the followers with optimism about future goals, and offers meaning for the current tasks in hand (Odumeru & Ogbonna, 2013). Leaders can explain the organization's mission in clear and simple ways that improve employee performance.

Intellectual stimulation: The degree to which the leader encourages and stimulates creativity in the followers' challenges assumptions by providing a framework for followers to see how they connect (to the organization, the leader, each other, and the goal) (Odumeru & Ogbonna, 2013). Leaders encourage followers to develop innovational solutions by inspiring them to think in different new ways about problems. They can creatively overcome any obstacles in the way of the mission. To reach performance goals, leaders stimulate subordinates to challenge the status quo to perform effectively even in the case of leader's absence (Bumgarner, 2016).

Individualized consideration: The degree to which the leader attends to each individual follower's needs and acts as a mentor or coach and gives respect to and appreciation of the individual's contribution to the team. This fulfills and enhances each individual team members' need for self-fulfillment, and self-worth - and in so doing inspires followers to further achievement and growth (Odumeru & Ogbonna, 2013).

Cascading effective: Also known as the "falling domino effect," Burns (1978) proposed that when employees are empowered to act, their energy and focus are contagious. This

impact can be felt throughout the organization and positively impacts the performance of others around them.

Avolio and Bass (2004b) subsequently extended investigation of the TL and recognized strategies to explain the leadership continuum. This continuum ranges from laissez-faire leadership strategies to TL, which means to shift, and change as different situations are needed (Bass, 1985; Burns, 1978; Bumgarner, 2016).

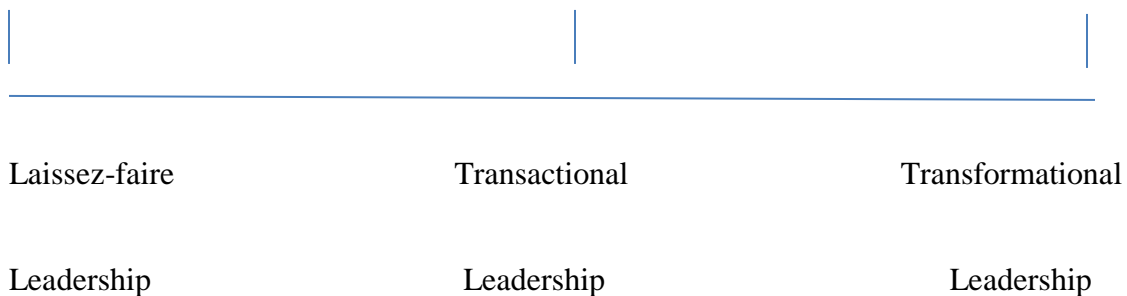


Figure 2. Leadership continuum.

Source: Avolio and Bass (2004); Bumgarner (2016).

According to Avolio & Bass, 2004, the beginning of the continuum is laissez-faire meaning hands off in French narrative; leader with laissez-faire style mostly provide employees with limited support in problem solving, avoids decisions, is mostly absent in the organization and considered the least successful type of leadership. A laissez-faire leader would not directly interact to subordinates' mistakes, adversely affecting leadership and performance outcomes. As a result, low job dissatisfaction, increased stress, and role conflict are the most obvious negative impacts of this leadership style (Bumgarner, 2016).

In the middle of the continuum, TL, also known as managerial leadership, (Odumeu & Ogbonna, 2013) was first developed by Burns (1978). This style of leadership focuses more on management than leadership, the role of group performance, supervision and organization (Bumgarner, 2016). Transactional leader often promotes compliance of his followers through extrinsic motivation (rewards and punishments). These leaders, unlike Transformational leaders, are not seeking to change the future; they are seeking to just keep things the same. This leadership style pay more attention to employee's work in order to find deviations and faults (Odumeu & Ogbonna, 2013) and when problems arise or the work is not accomplished in a satisfactory way (Bumgarner, 2016). The strength of transactional leaders is that they create structured work environments and establish clear goals (Bass, 1985). This type of leadership works appropriate in emergency and crisis situations as well as when projects require to be accomplished in a specific fashion. (Odumeu & Ogbonna, 2013).

Within the context of Maslow's hierarchy of needs, transactional leaders deal at the basic levels of need satisfaction, they use an exchange model; they provide rewards for positive outcomes and get punishments for negative consequences till they ensure that the problem is corrected. One way that leaders with transactional style stresses on lower level needs is by emphasizing particular task performance. Transactional individuals are effective in managing each portion individually to getting specific tasks done (Odumeu & Ogbonna, 2013).

Transactional leadership is concerned with procedures and processes rather than forward-thinking ideas. This type of leadership concentrates on contingent rewards or penalization. Contingent rewards such as praise to get when the specific tasks achieved

on-time, ahead of time, or in case of keeping employees working at an appropriate rate at different times throughout completion. Contingent punishments, on the other hand, such as suspensions are received when tasks and goals are not met and/or performance quality or quantity is dropped below standard criteria. Contingent penalties frequently are handed down on a management-by-exception foundation, in which the exception is something going wrong. There are active and passive methods within management-by-exception. A leader, in active management-by-exception, considers persistent examination of followers' work to make changes to improve their performance. While Passive management-by-exception people wait for issues to come up before fixing the problems. While transactional leadership approach is being more managerial in style and being applied to the lower-level needs is a basis for TL which puts on higher-level needs. (Odumeu & Ogbonna, 2013).

The highest problems with transactional leadership style are the difficulty of implementing change and incapability of developing innovative solutions. Moreover, transactional leaders are prescribed for lower performance and in case of getting unexpected rewards such as pay increases, promotion, or other recognition that is meaningful to follower may not achieve the intended outcome. Transactional leaders' success mainly depends on task accomplishment (Bass, 1985; Bumgarner, 2016). Academics define the transactional strategies as it is a task oriented, whereas transformational activities as it is a people- oriented concentrating on individualized consideration, inspirational motivation and influence (Bumgarner, 2016).

Bass and Riggio (2006) expanding on original full range leadership theory developed by Bass's (1994), engaged the individual employee rather than the leader at the center of

decision making process. By doing so, the way has paved for positive change. TL style is the most challenging to modify (Bumgarner, 2016). According to Rainey & Watson (1996), TL positively expands the dialogs between leader and supporter by integrating well-developed visions and clear goals. Public-state bodies that empower staffs in the ranks will support a solution-oriented schema from the frontline worker to management. In terms of middle manager's development in public entities, it is found that public officials often perceive training and improving skills as obligatory acquiescence rather than an opportunity for personal development and growth. This fact may explain why leaders within public sector decrease transformational opportunities and resist change, (Bumgarner, 2016).

Scholars identified that the promotion of middle managers in public-state organizations were not very effective. Because promotion to leadership positions within public institutions largely depends on employee technical expertise rather than leadership skills and qualifications (Burns, 1978). Consequently, individuals who promoted to leading ranking positions are not possess the required qualifications to leadership skills (Bumgarner, 2016)

At the end of the continuum is TL, a leader with transformational style constantly develop exchanges between leaders and supporters, through promoting a shift from self to a concern of larger group, especially during crisis and change times. In this respect, transformative leadership is another closely connected theory. This theory integrates and considers ethical principles of employees. Leaders experienced higher degrees of success when assessments of leadership were high on the transformational scale, than their

counterparts in transactional style (Bass, 1985; Bumgarner, 2016; Burns, 1978; Howell & Avolio, 1993; Rainey & Watson, 1996).

Expanded on TL model in developing the full range leadership approach, according to Bass (1985), the major Bass's theory hypothesis is based on the suggestion that transformational and transactional leadership approaches are pattern that all leaders practice but in different volumes. Three primary categories of leadership range from laissez-faire to transactional to transformational. Bass (1996) developed eight categorical descriptions of the behavior to define leadership.

Laissez-Faire Leadership (LF)
Leaders avoid intervening or accepting responsibilities of follower actions.
+
Transactional Leadership
Management by Exception (MBE-P or MBE-A): Passive and active—Monitors performance and intervenes when standards are not met
Contingent Reward (CR): Clarifies the need and exchanges psychic and material rewards for services rendered

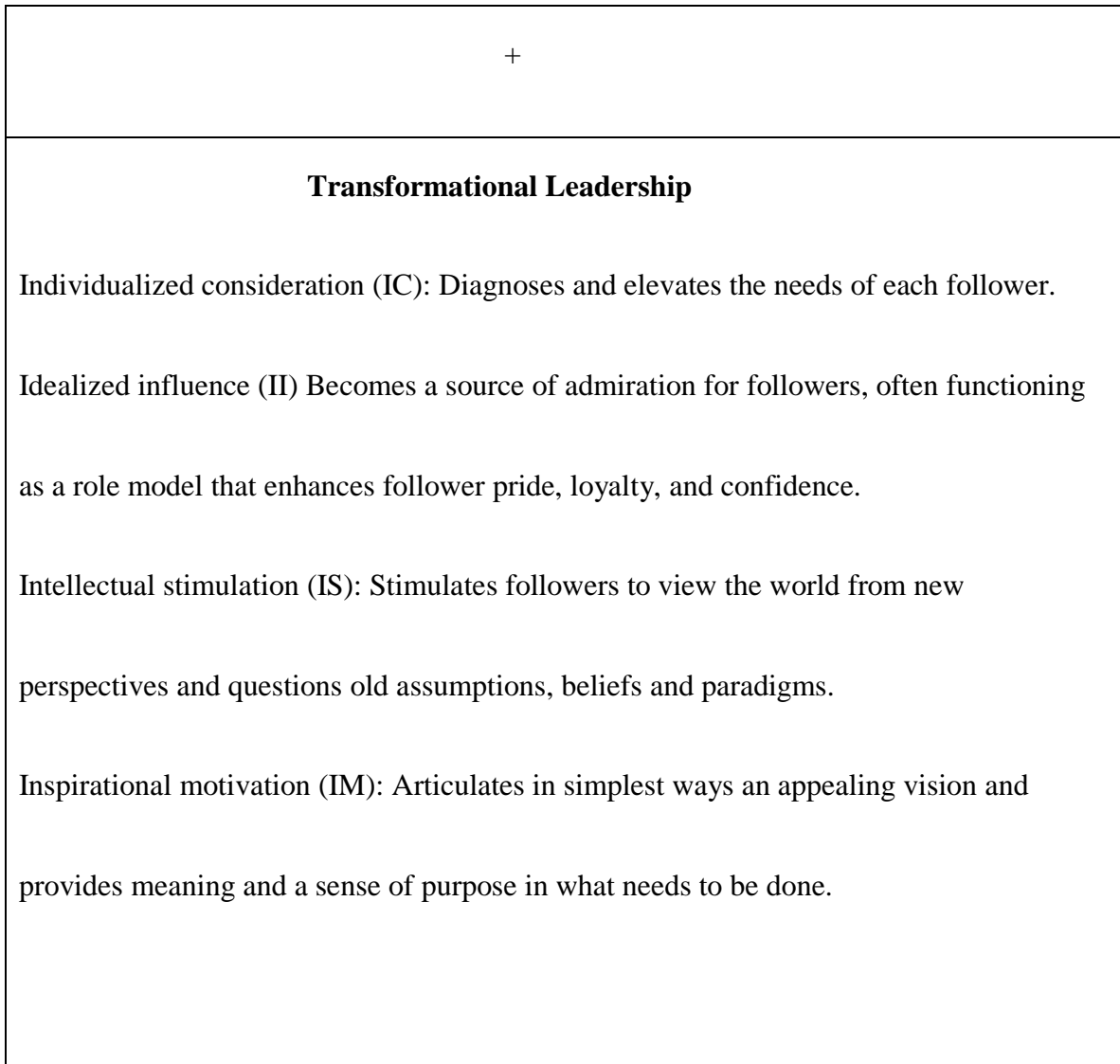


Figure 3. Full range leadership model.

Sources: Adapted from Trottier, Wart, and Wang (2008); Bumgarner (2016: 25).

The reason behind selecting TL was based on the thought that civil servants most often work in risk-averse context. These contexts or environments most often value accurate transactional practices rather than transformational activities (Kim, 2015; Trottier et al., 2008). Another factor to select this theory is that organized groups such as labor unions and trades in the context of public sector favor to share in the process of decision making.

TL is closely to participative and situational leadership theories as each of these theories calls that different leadership tactics may be required for different situations (Bumgarner, 2016).

Most institutions use transformational and transactional leadership tactics; however, a leader who is able to respond appropriately to different situations tend to be more effective. Predominately, transactional leadership approaches are more widely used than transformational ones (Bass, 1996). However, personnel are most comfortable with a leaders following transformational style and fear a leader following transactional approach that is more likely to be task orientated. Transaction- based leadership strategies are more likely to dictate employees and offer less employee empowerment (Caillier, 2014; Bumgarner, 2016).

This research was grounded in the conceptual framework or phenomenon of the public sector work setting, through investigating the obstacles that public officials stated that hamper employee performance and accountability. Public sector leadership has been chosen because it is hard to conduct this level of organization's analysis within public agencies. Public officials may experience a degree of risk through this exercise; unsatisfactory employee feedback could negatively affect them. In bureaucratic context, the opportunity to identify leadership areas requiring improvement might be difficult (Burns, 1987). Thus, information that stressed the connection between public sector leadership strategies and employee performance plays a key role in ensuring delivering qualified services to citizens (Bumgarner, 2016).

As public officials attempt to enhance employee performance, most of leadership skills and behaviors are learned (Bumgarner, 2016). Although public-state managers receive varying degrees of coaching and training, these individuals need higher level of technology and management tools to realize today's requirements in this sector (Musgrave, 2014). Dealing with funding deficits, adverse election impacts, and continual changes in staffing, leaders in public organizations are challenged to positively influence performance (Bumgarner, 2016).

Leadership can be measured on a continuum scale; it is an individual phenomenon. Public officials are often challenged to run with the advance transformational strategies that are more inclusive of the personnel (Caillier, 2014; Musgrave, 2014). This reflection, according to Bumgarner (2016), is vital because the storm of retirement in public agencies of public sector is on the horizon. Nearly 60% of public employees are eligible to leaving the workforce. These workers will select to continue working only in environments where they are satisfied.

The opportunities of co-creation, meeting the followers' needs, and involving public servants in the process of decision making can assist leaders to improve employee performance within public institutions. They added that interventions that arose at numerous pulse points in an agency assisted building stakeholder support to leadership directions. Finally, they systematically broadened the inclusion perspective to thread the communications through the organization. This action ultimately increased employee awareness, which in turn increased self-inclusion perspectives (Bumgarner, 2016).

Summary

This chapter first presented transformational leadership (TL) theory which is the theoretical foundation for this study with its five main aspects:

Idealized influence (charisma), Inspirational motivation, Intellectual stimulation, Individualized consideration and cascading effective. Subsequently, it emphasized on the leadership continuum. This continuum ranges from laissez-faire leadership strategies to TL, which means to shift, and change as different situations are needed (Bass, 1985; Burns, 1978; Bumgarner, 2016).

Chapter 4: Research Design and Methodology

4.1 Introduction

This chapter presents the methodology and techniques used to conduct this case study-qualitative research. This chapter includes four subsections: the purpose of the research, research design and rationale, and the methodology.

4.2 Research Design and Rationale

A qualitative method, a case study approach, was used to conduct this research. According to Maxwell (2012), the qualitative method is suitable for studies when a researcher looks for answer the why and how of human social interactions. Multiple sources have been used to collect the data such as in-depth interviews, documents, observations, and other items. Ten public officials were invited to participate in this research. The selected ten interviewees reflected as much as possible the diverse employment status, different job grades, age groups, gender, number of work years, and social status. Eight-question interview has been used to guide to obtain information. This approach gave the opportunity to respondents to offer insights without fear of embarrassment or repercussion. As Leitner & Hayes (2011) asserts that qualitative investigation is rigorous enough to be used in peer-reviewed journals.

The researcher used a case study approach as this approach, according to Bumgarner (2016), provides an in-depth insight and deep understanding of individual and groups. Also, the design of case study and the process of interview offer a deeper explanation and incorporated analysis of the collected data. Additionally, conducting interviews helps to

examine the collected data more deeply and gives the opportunity to explain, describe, and compare results (Turner, 2010). Purposeful sampling is often used in qualitative research as this approach permits scholars to carefully choose applicants who will run the most valid and clear input for research evaluation. (Bumgarner, 2016). In this research, only the public officials were selected versus all management team members as these officials have more ideas about management practices within the agency and know well how the organization run their employee performance.

To obtain data, the applicants have interviewed and asked the same eight questions. Some leaders participated in this study were familiar with the researcher as she were a member of MoA for three years from 2012 to 2015. As a result, the researcher have experienced some of these challenges that hinder performance from improvement. However, the researcher did not impose her opinion or views during conducting the interviews, trying to avoid bias and to keep herself more neutral.

This study was conducted with the approval of the American University in Cairo's Institutional Review Board. An informed consent form along with a disclaimer to contributors for current and future use of the collected data was provided to all participants. In addition to informed consent, each participant received a brief description of the study, along with contact information, and a summary of the literature findings as well as a clarification that assert how this study may help public officials in the future. Finally, the research methodology and significance of the study was highlighted.

Regarding ethical consideration, the nature of a qualitative research approach leans itself to risk as well as it is hard to manage biased feedback and personal feelings, especially

when participants are connected to a program or an environment (Bumgarner, 2016). Confidentiality can also be another challenge (Turner & Danks, 2014). However, the researcher recognized, as much as she could, the ethical consideration during conducting this study. For example, we offered no incentives to participants contributed to this study and acknowledged the administration requirements of confidential data collection, along with gaining permission from all applicants. To protect participants' confidentiality, all respondents view was gathered and coded. Table 1 below shows the details of the respondent including: codes, interview type, and date of the discussion. The research sustained strict confidentiality through interviewing each respondent individually, and collected data was never shared with other applicants. All gathered information has kept it on only in my charge.

Table 1: *Research Interview Details*

Participant#	Director Self-assessment	Leadership Experience	Gender	Educational level	Training Hours Past 36 Months
Participant 1	1	17	M	PHD	102 hours
Participant 2	3	16	F	PHD	–
Participant 3	3	12	M	PHD	60 hours

Participant 4	3	6	F	Bachelor	–
Participant 5	2	9	M	PHD	–
Participant 6	2	16	M	PHD	30 hours
Participant 7	3	9	M	Bachelor	180 hours
Participant 8	2	17	M	PHD candidate	–
Participant 9	3	12	M	Diploma	120 hours
Participant 10	4	15	F	PHD	–
Averages & Ratios	2.6	12.9			49.2

4.3 Methodology

4.3.1 Participant Selection Logic

A qualitative case study was the main methodology used to conduct this research. The public officials at the MoA were chosen. The purposeful sampling initially involved 10

public officials. Eligibility to contribution was based on two criteria: (a) a five-year of managerial experience in a senior level position and (b) a two-year of work experience in the current state institution. All applicants met the above criteria. Purposeful sampling is often used in qualitative studies. This approach allows researchers to define and select participants who will provide the most valid and clear input for research evaluation (Bumgarner, 2016).

One of the most appropriate qualitative models for this investigation is a case study design as this method supports a bounded system. A bounded system, according to Bumgarner (2016), is a group of individuals to be studied. A bounded system in this case is the public officials at the MoA. Through conducting the interviews, the researcher obtained appreciated knowledge relating to common challenges that increasingly face public officials while they attempting manage their employee performance.

All participants received invitations to interview for a 60-minute session; respondents confirmed their interest and availability in a beginning of the meeting. The researcher held discussions/meetings at their offices during their daily working hours. Agreement to contribute in the interview was obtained by using the Informed Consent of Participants. This document as required will be maintained for three years.

Figure 4 illustrates the process how data were collected for this research.

Step 1:	Step 2:	Step 3:	Step 4:	Step 5:
Invited HR pilot member to review proposed interview guide. Forwarded informed consent form. This member validated interview questions and	Invited 10 participants to an individual and private discussion regarding employee performance. Forwarded informed consent form. Accepting interview provided consent	Conducted 10 individual participant interviews. Using eight question interview guides.	Transcribed notes and recordings to advance the transcript. Forwarded transcript to participants for review, edits, and changes.	Coded data into themes and patterns. Analyzed data and presented findings

Figure 4. Data collection process flow chart.

4.3.2 Instrumentation

Before conducting interviews, participants received an informed consent form that assured the participants' agreement to contribute to this study. To protect the participants' confidentiality, I gave each a number from 1 to 10. Respondents were informed via telephone regarding the time and date that was mutually agreeable. A demographics of the 10 applicants interviewed incorporated years of leadership experience in the public-state agencies. This information was identified during question 1 of the interview (Appendix A). The interviewees' age group ranged between 47 and 58. Among the participants, three of them were female and seven were male. Actually, I have tried to encourage participants to share their perceptions and experiences freely. According to Bumgarner (2016), researchers are advised to avoid making assumptions while interviewing participants. Therefore, the researcher has attempted to avoid generalizations and sought to expand responses and dig deeper as much as she could. This approach assisted her to achieve validity and reliability when getting the data. To achieve this, the researcher first presented the eight questions to a pilot member of human resource training team to review. This member made no recommended changes to the interview questions.

4.3.3 Data Collection Techniques

After receiving the IRB approval from AUC on February 1, 2018; the researcher has started to collect data for the actual study by conducting interviews with the selected interviewees at the MoA. The average length of interviews was approximately 50 minutes. The interviews were hosted between the period of February 7, 2015 and

February 14, 2015. Figure 4 provides an overview of the data collection technique used for this study.

I reviewed the consent form with each participant at the early beginning of each interview to clarify the purpose and protocols of the study. Moreover, I emphasized on the importance of keeping participant's information and responses confidential. Participants were informed that the collected data information would be coded and results would be gathered, that is after protecting their identity. In addition to the written consent form, I verbally asserted that contribution in this study is voluntary; refusal to participate would involve no penalty or loss of benefits to which you are otherwise entitled. I advised that the received data would be remained and destroyed after five years of completing the study. At this point in the conversation, no concerns were expressed by the participants regarding their engagement.

Eight out of ten interviews was recorded as two of interviewees refused to record the discussion. The gathered information was kept on the same media device. Also, the researcher took hand-written notes while she was recording the interviews. The gathered recorded data on the media device was protected with a password. Once the meeting was completed, we listened to the recording and complete any missing parts of information taken in hand-written notes.

To treat all replies with complete confidentiality, all interviewees' names were omitted from the research interview guide and questionnaire. Rather the researcher gave each participant a number from one through 10. To assure validity of the received information, the researcher asked some questions to obtain clarification when necessary. To ensure

accuracy I gave contributors the opportunity to review and revise the information they provided to me.

This verification and feedback technique ensures accuracy and minimizes the investigator's biases during the qualitative research approach (Richards, 2014). During the meetings, the researcher attempted to engage with the public officials in a way that assists her to obtain more and more information. Sometimes the researcher needed to guide the participants getting back to specific question till realizing a response had a specific been clarified.

After each discussion, all information has been transcribed exactly as offered by the participants. This collected data were filed in a protected location, and original data would be kept at least for five years. The information was organized, coded and reviewed for themes and patterns through using content analysis technique.

The data analysis of this research has been accomplished in a four step process (see Figure 5 below). The process began with an inquiry that led to examination organization, and completed with interpretation.

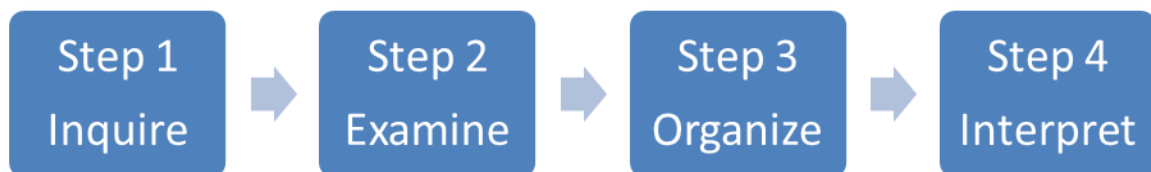


Figure 5. The data analysis process.

The researcher used content analysis technique to determine and code common themes and patterns. According to Patton (1980), it is proposed that satisfactory rates of case study response are as few as two and as many as 10 members. The 10 candidates were questioned and respondents' transcript reviews were used as the approach although saturation may be confirmed through member checking of synthesized data collected (Bumgarner, 2016). Further Patton (1980) added that there are no rules for relevant sample size.

4.3.4 Data-Analysis Plan

The interview data were analyzed for meaningful themes, characteristics, and descriptions (Maxwell, 2012). To accomplish this analysis, the collected data were broken down into meaningful themes and trends. This process is the core component of developing research outcomes that otherwise would have been impossible. To achieve accuracy, the researcher listened to the recorded notes and compared them with the written notes taken during the interviews. According to Trottier et al. (2008), employee and leader interview results can be effectively compared against the tentacles.

4.4 Summary

This chapter outlined the research methodology and rationale of the study, along with the research approach, and data-gathering and procedures used to obtain the information. Additionally, evidence was provided to confirm the research approach was approved by the IRB at the AUC. Finally, I presented the reasons for selecting the methodology and design. Next, Chapter 5 of this study provides the data analysis and key findings.

Chapter 5: Data Analysis, Discussion, and Interpretation.

5.1 Introduction:

This chapter presents the findings of conducted interviews with 10 top officials at the MOA. The purpose of this research was to explore the role of transformational leadership (TL) to investigate in the reasons of why public officials were challenged to manage employee's performance. In this respect, the full range leadership continuum developed by Avolio and Bass (2004a) was used to determine how the barriers aligned to TL characteristics, initially defined by Bass (1985).

5.2 Data Analysis:

Moving from coding elements to representations themes and categories included the use of content analysis technique. As participants shared their perceptions and potential experiences regarding the obstacles of managing employee's performance, which was the central guide research question, each response was coded at the end of the meeting. The same system was continuously used for coding information and establishing new codes when required. For instance, during the first interview, the first participant clarified that lack of financial resources was a barrier to manage employee performance. The barrier code was developed and identified for the first response as B1.

Table.2 provides a summary of codes and barriers identified by participants.

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Table 2: Research Barrier Codes, Categories, and Themes.

Barrier Code	Description of Barrier – Category and Theme.	Reason: Barrier Reduced Performance.
B1	Lack of Financial Resources	Overstaffing is a heavy financial burden,like political events; (25 of January revolution) ,affects tourism as MOS is a self-financing.
B2	Bureaucratic Control Mechanisms (centralization, formalization, routinization ,and red tape).	Over employment leads to increasing bureaucracy.
B3	Employee’s low motivation	Leaders noted the lack of extrinsic rewards; (pay increases, monetary bonuses),

		<p>especially the past several years resulted in pay stagnation. This deficit was a barrier to retaining and recruiting ,the most qualified and highest performing. Bureaucracy and red tape talent. No justice in distributing financial aspects. no clear visions, missions ,or goals.</p>
B4	<p>Below of market pay (low salaries and wages).</p>	<p>Salaries and pay increases were legislated by law. This deficit was a barrier to retaining and recruiting , the most qualified and highest performing traits.</p>

<p>B5</p>	<p>Inaccurate performance reviews</p>	<p>Participants inherited employees who hadnot received honest and forthcoming feedback regarding performance.</p> <p>The lack of honest feedback resulted in a barrier to managers and slowed their progress of reaching goals.</p> <p>Employees often did not understand expectations.</p>
<p>B6</p>	<p>Increases in Staff</p>	<p>Sometimes for political consideration.</p>
<p>B7</p>	<p>Unqualified political hires</p>	<p>were difficult to terminate and managers sometimes feared retribution. As a result, these individuals were often kept in their positions even when they could not perform the duties.</p>

		Leaders cited this barrier to managing and achieving outcomes.
B8	<p>Ineffective rewards and penalties system.</p> <p>No effective training and monitoring system .</p>	Ineffective management practices.
B9	<p>Ineffective leadership skills and training</p>	<p>Promotion for leadership position mainly depends on seniority, longevity ,and technical experience rather than required leadership skills</p> <p>. Participants indicated high technical skills do not equate</p>

		<p>to effective leadership skills.</p> <p>This barrier prevented members from solving issues and moving their teams forward</p>
B10	Lack of qualified staff	<p>Low salaries and wages that are below market pay fail to attract qualified staff, especially for leadership position.</p>
B11	Employee's Self-preservation	<p>Fear of change, fear of taking risk, and fear of bearing responsibility .</p>
B12	Lack of transparency, accountability , and commitment	<p>lack of transparency because of diffuse goals, mission, vision and long term plan. Accountability is difficult to be achieved because of high</p>

		<p>increasing numbers of staffs.</p> <p>lack of commitment is because of centralized decision making ,low wages ,and low employee's motivation .</p>
B13	corruption.	Poor administrative control .
B14	Inability to terminate poor performers.	<p>Leaders noted they are reluctant to terminate an employee</p> <p>because Human Resources and Legal Departments often advised the action was not justified. Consequently, poor performing employees continue in the position, posing a barrier to leaders who striving to manage</p>

		performance.
B15	Employee's self-preservation interests	<p>Leaders noted that a significant percentage of workers have a long tenure at the agency, and attempt to reach retirement without a disruption in employment. Also, the continual leadership changes that occur when political parties rotate adversely impacts workers. Employees must form new relationships with senior leaders and often change entire scopes of work and programs. According to the leaders, these causes contribute to a fear-based culture.</p>

		They cited this barrier most often.
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Then, the researcher has investigated in how participants ranked their personal abilities to achieve the desired performance goals from their public servants. This information was provided by each participant during the interview and was noted as question four on the guide. The researcher coded this self-assessment question as DD and assigned each leader a number, which ranged on a scale from one to four (1 is the lowest and 4 is the highest). Among the ten leaders, one of them self-assessed his ability as low in achieving the desired performance results. Three individuals assessed their ability to achieve desired performance results as moderate. Five individuals assessed their ability as average, followed by one person who self-identified with a high ability to produce the desired performance results.

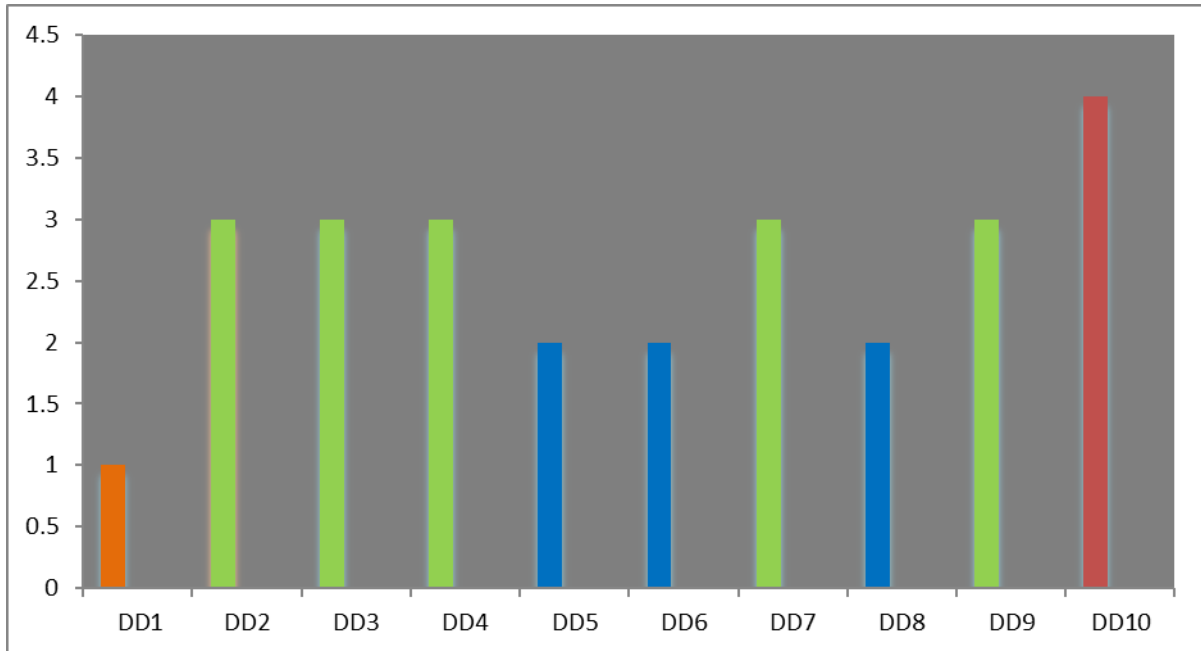
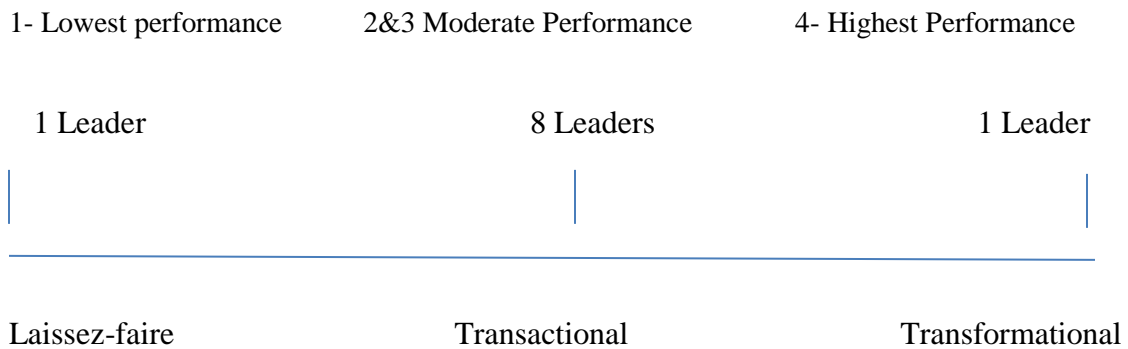


Fig.6: Leaders' self-assessment ranking of their ability to achieve the desired performance results.

In figure 7, the researcher examined the self-assessment ranking data against the full range of leadership continuum as it presents below; to figure out the type of leadership participants follow to lead their staff. The information demonstrated that public officials in the agency consider themselves more of a transactional versus transformational leaders. Below are the performance levels located on the leadership continuum.



Leadership

leadership

leadership

Figure 7. Participants’ ranking of leadership continuum.

Sources: Avolio and Bass, 2004; Bumgarner, 2016.

5.3 Study Results:

Table 5 demonstrates each participant’s responses. This information was marked with a “+” sign to show affirmation of the leader who acknowledged the issue as a barrier to managing performance.

Table 5: Leaders’ Individual Responses Aligned to Coded Themes:

Theme	Leader1 1	Leader 2	Leader 3	Leader 4	Leader 5	Leader 6	Leader 7	Leader 8	Leader 9	Leader 10	Total
B1 Lack of financial resources	+	+	+	+	+	+	+	+	+	+	10
B2 Bureaucratic control	+	+	+	+	+	+	+	-	+	-	8

mechanisms											
B3 Employee's low motivation	+	+	+	+	+	+	+	+	+	+	10
Below market pay	+	+	+	+	+	+	+	+	+	+	10
Overstaffing	+	+	+	+	-	+	+	+	-	+	8
B6 corruption	+	+	+	-	-	-	-	-	+	-	8
B7 ineffective leadership training	+	+	+	-	-	-	-	-	+	-	4
Employee's self- preservation	+	+	+	+	-	+	+	-	-	-	6

B9 inaccurate performance review	-	-	+	+	+	+	+	-	-	-	5
Lack of qualified staff	+	+	+	+	+	+	+	-	-	-	7

5.3.1 Theme 1: Lack of financial resources:

All leaders cited that lack of financial resources is the main barrier while they were striving to manage employee’s performance within their public-state agency. Minister of Antiquities, Dr. Khaled Anani,, mentioned that the budget of the Supreme Council of Antiquities has sharply declined from one billion Egyptian pounds “surplus” before Revolution of January 25 to become one billion pounds “deficit” after the revolution .(Elrahman, 2017).

Alanani (2017), during his meeting with "Al-Nahar" program on Al-Nahar TV, told journalists, Khaled Salah and Amro Al-Kahki, that when he supervised the ministry, the income was declined to 300 million pounds and the salaries and periodic expenses

increased to 1.3 billion pounds; reversing the situation before the revolution. He pointed out that the income of the Council depends mainly on tourism and external exhibitions. For example, the Egyptian Museum in January 2011 sold 14,400 tickets in one day. Today, we sell less than a quarter. In addition to increasing number of employees, salaries have increased their cost with less income. As a result, it made the MOA struggling with their responsibility for those who run them. (Elrahman, 2017).

In addition, most of participants asserted that because of this financial shortage, they may not be able to reward their employees monetarily for better performance. This would lead employees to be more demotivated to provide better performance for achieving the desired goals. However, on the other hand, there were two leader-participants who try to overcome this barrier by initiating some solutions. One of them, for example, created annual prize for the ideal employee who would provide the best performance along the year; this performance was evaluated according to the perception of manager's evaluation. This leader mentioned that this solution has already been applied for more than three years and yielded good resulted by motivating employees to provide better performance. This manger said that "This prize is funded by my personal expenses."

Another example for creation some solutions to overcome the barrier of lacking of financial resources or rewards is that another participant referred to that; in case of employees make a mistake, he would collect some money, in a friendly and informal way, from his employees as a punishment and use this money to reward other employees for good behaviors and performance. This participant asserted this suggestion was approved by all employees before to be applied. The Final solution to overcome lacking

of financial rewards which stressed by two potential interviewees was to motivate employees intrinsically.

Moreover, one of more devastating consequence of financial deficit was inability of providing adequate resources or suitable working conditions for employees. Most of the interviewees acknowledged that the working condition is not adequate, and does not help employees to provide improved performance. For example, there are no enough air conditions, computers, good lighting system in most public offices, and locations. Moreover, in some archeological remote places, there are not even bathrooms or clean water. One of manager-participant who was responsible for some employees working in such remote places said that he was embarrassed to go to these places and see their employees in such situations and cannot help them; especially some of them are holding a PhD.

In addition, there are no adequate supplies such as papers, pens, and computers. For example, respondents stated that employees often should buy and print papers to do their monthly reports on their own personal expenses. Although ,In other cases, some public servants suffer from low salaries and low wages comparing to market price, they would bring some raw material to complete their work. This makes employees feel that they give their work more than they take from it. This would lead to decrease employees' level of commitment and loyalty to their organizations.

According to Wright & David S (1994), if low performance occurred because of inadequate resources, the employer, which is the government, in that case will need either

to afford the necessary resources or to accept a lower level of performance than it was expected. The latter was the case in the governmental organization.

5.3.2 Theme 2: Bureaucratic control mechanisms:-

Eight out of 10 interview- leaders asserted that one of the main obstacles that harmfully affect the process of performance improvement within the organization was bureaucratic control mechanisms such as centralization, formalization, red tape, and routinization.

Most of Public organizations are characterized by a bureaucratic organizational structure (Pandey & Moynihan, 2006). Thus, these public institutions are typically described by large levels of red tape and a low level of TL style among executives (Voetl, 2016).

Most of the interviewees in this research opined that bureaucracy was one of the most significant barriers towards employee's improved performance. Interviewees acknowledging that bureaucracy leads to taking much time and effort to getting job done and demotivate public officials to provide a higher level of performance. For example, one of the participants mentioned that because of bureaucracy, tasks that just need few minutes to be done would take many days. Participants further argued that bureaucracy might lead to inadequate lateral/upward communication within organization. Other respondents emphasized that bureaucracy decreases the level of creativity and innovation within public state agencies.

Literature review goes consistently with the collected data to assert that bureaucracy and red tape may frustrate employees' public service motivation. Even who start working in government with strong motivations of public service can become discouraged to public

service as their interests are unsatisfied by bureaucratic obstacles to effective service. (Paarlberg & Lavigna, 2010).

In addition, too many regulations breed corruption (World Bank, 2014). Eight interviewees emphasized their suffering from corruption while they attempting to manage their employee's performance. Corruption, according to World Bank (2014), has a negative effect on development, creating problems to growth, and causing particular harm to the poorest. As Egyptians see it, senior government officials and civil servants have been mostly to blame for the amount of corruption in the country about half of those surveyed two years ago admitted to having paid a bribe for a permit or to process a document.

Civil servants are rarely punished. In 2012, the collected data showed that nothing happened to public employees who caught taking a bribe for a license in 19 percent of such cases (World Bank, 2014).

Too many governmental rules create too much wiggle room for discretion. The World Justice Program (WJP) mentioned that Egyptian citizens and businesses find it difficult to access public services without paying bribes.

In addition to bureaucracy, centralized structure of decision making is another cause of poor performance within public institutions, as many interviewees stated. Because of centralized structure of decision making, public employees do not feel that they are free enough to make their own decision, or even free to contribute to make decisions that greatly affect them all. This demotivates them to provide better performance, and at the same time, decreases their level of commitment to their work. As they do not feel that

they are part of the agency, one of the key participants said that “However, I have positioned a senior manager for a long time, ranking directly below the sector head, I did not feel that I am free enough to make the decisions related to my specific job.

In this respect, many interviewees asserted that the minister of Antiquities prevents civil servants from talking to journalists or dealing with the media. All interactions with media should only be through either himself or his office. The staff, as a result, do not feel that they play an important role within the organization. This also would lead to decrease employees’ level of commitment and loyalty towards their organization which negatively affects their performance.

Centralized decision making, according to Paarlberg & Lavigna (2017), may not allow employees to realize their contribution to the mission of the organization. Employees within public institutions are less satisfied about their involvement in the process of decision-making and the information they receive from government than their counterparts in the private sector. Encouraging staff to contribute in decision-making was significantly correlated with worker satisfaction (Paarlberg & Lavigna, 2017). Further, centralized decision-making may limit job-holder's sharing in decisions that directly reduce their sense of motivation and efficacy and impact their ability to perform their jobs (Brewer, Seiden, & Facer, 2000). In order to increase the effort, an employee’s motivation is associated to the expectancy that these efforts will lead to desired performance, (Conger and Kanungo, 1988).

To conclude, a large percentage of participants and executives indicated that bureaucratic control mechanisms such as centralization, formalization, red tape, and routinization are

key obstacles, among other things, against employee's performance development within public agencies. In addition, the respondents added that they did not have sufficient authority to remove, hire, promote, or determine the pay of their employees to manage their performance more effectively.

5.3.3 Theme 3: Employee's Low motivation:

All the ten respondents stressed on the lack of employee's motivation as a significant reason behind decreasing employee's performance in public-sector institutions. They noted that there are many reasons decreasing public servants' motivation. One of these reasons are the lack of clear vision, mission, and goal within their region. Almost 80% of participants opined that there was no clear vision, mission, and goals; however, there were just two respondents acknowledged that they were working according to specific clear vision, mission, and goal. One of them held the sector head position and the other one was the general manager of the sector. What implicitly we could interpret was that the vision of the ministry might be clear only for specific segment in the organization, for very high ranking positions starting from sector heads and their offices, not for all staff.

Another reason behind the lack of employee's motivation within public organization is the weak relationship between extrinsic motivation, such as bonuses, incentives, promotions, new titles, and employee's performance. All interviewees asserted that promotion and pay increases are not based on performance behavior rather it depends on seniority or longevity and sometimes is affected by personal connection. In fact, interviewees believed that the pervious reason is the main obstacle that prevents work performance from improvement. However, participants referred to that new civil law may

address this obstacle in the future as it links promotions and new titles with performance, but until now they have not touched its consequences yet.

Consistent with that, Paarlberg and Lavigna (2017) argued that employees in governmental organizations often work with diffuse goals and long term outcomes. The complexity of tasks makes it hard to identify obvious cause and effect relationship (Paarlberg & Lavigna, 2017). Public sector organizations are usually viewed as having hard-to-measure and ambiguous performance goals (Wright, 2007). In this context, Wright (2007) showed that civil servants are more inspired to accomplish their work when they have clearly understood but challenging responsibilities. However, worker commitment to goals may be affected by to what extent employees believe in these goals and consistent with their values and interests and are achievable (Paarlberg & Lavigna 2017). Generally, people attempt to do what they are asked to, however they would not accept assigned goals if they see these goals as unimportant or inconsistent with their individual values (Paarlberg & Lavigna, 2017).

Also, some respondents referred to that low salaries and wages that are below market pay, lack of financial resources that is the main cause of shortage of monetary rewards may play a key role in demotivating public servants.

5.3.4 Theme four: Below market pay:

All respondents opined that salaries and wages of governmental employees are below the market pay. One respondent reported that this barrier may demotivate public employee to

provide effective performance. Also, another respondent added that, because of low salaries, many government employees do a second job to cover their living expenses and this was one of the reasons why some employees became more exhausted and with low energy to give for their governmental (main) job.

Relevant literature on Egypt supports this view. Abdel-Hamid and El Baradei (2009) argued that the Egyptian pay system in government was insufficient to cover the rising prices and to attain a reasonable quality of life for state employees. The Egyptian pay system is burdened with difficulties. Among these difficulties are low salaries and wages, which are set way below the market pay; the influence of these low salaries on the employee's motivation and on the ability of government institutions to attract the required skills; the general ambiguity regarding the actual allowances obtained; the overly complex nature of the pay system; and more significantly, the huge burden the current compensation system represents on the state budget.

In particular, almost all respondents consider their total monthly pay are not compatible with the market value of wages. Eighty-two percent of governmental employees were not satisfied with their monthly pay and looked for adequacy in meeting living expenses, and to equality in relation to other workers and to market rates (Abdelhamid & Baradei, 2009).

5.3.5 Theme five: Employee's self-preservation:

Leaders frequently asserted that employee's self-preservation negatively affects them to manage employee performance; six of 10 respondents noted this issue. The respondents mentioned employees' self-preservation interests frequently overruled their ability to take risks, take responsibility, and to implement or even accept change.

This barrier was frequently mentioned during the meeting which influenced me to drill deeper to understand the issue. Respondent 1: Leaders have resisted addressing employee's performance progress as this affects both the employee and manager as well at personal risk. The rate of turnover in the ministry due to performance issues is extremely low which refers to that we are not addressing performance issues, or when we do so, no action is taken.

Respondent 2: The MOA has relatively low level of turnover rate with long-tenured staff. Employees sometimes try to preserve their work and minimize personal risks by avoiding both good and bad attention and keeping a low profile. This behavior makes implementing changes difficult. This is may be because of their fear of losing their governmental jobs.

Respondent 4: Because the employees have worked together for a long time, they are fear to make suggestions that might affect their working relationships. They prefer knowing the outcomes and sticking with what works. Another point provided by this respondent is that public employees might try to avoid win-lose situations, because they are afraid to lose their jobs with government, and find another appropriate job; especially, they have spent a long time serving the government. Another reason of this self-preservation may be because of their culture. They have not used to take risks or make initiative; this is on

the one hand. On the other hand, the system itself does not encourage them to implement change because of its rigidity, immovability, consistency, bureaucracy, and high degree of centralization.

5.3.6 Theme six: Overstaffing:

Eight out of ten respondents opined that overstaffing was related to barriers that affect performance improvement. According to Allam (2015), the Egyptian government suffers from high inflation in breach of the employment and as a result, the administrative apparatus of the government became a heavy burden on the state financially and administratively. The state administrative apparatus required reducing its size to less than 30 percent of its current size. The opinions of some respondents are summarized here:

The first respondent stated that overstaffing may lead to increase the level of bureaucracy; and he said “increases in employment equal increases in bureaucracy”. Employment increases would generate the concept of dependency among employees. Meaning, some employees would depend on others to getting things done as the overstaffing employees would harden the process of holding employees accountable.

5.3.7 Theme 7: Lack of qualified staff:

Seven respondents believed that having unqualified staff negatively affect employee’s performance, especially in the leadership positions. According to the respondents, there are many reasons for this insufficient qualifications within the agency. First of all, low salaries in government usually fail to attract qualified people. The second reason of lack of unqualified public leaders was Lack of effective training systems especially for the

leadership positions. In terms of training, interviewees expressed that there was lack of training programs for employees who really need to improve some specific job deficiencies; they said that this may be because of insufficient fund in the public sector. The third cause of these unqualified staff was the process of recruitment and selection, or promotion may not base only on attracting a candidate who possesses appropriate knowledge, skills, abilities, and other characteristics KSAOCs. Rather the process itself may be affected by corruption, nepotism, and personal connection (*wasta*).

5.3.8. Theme 8: lack of leadership training:

One last issue was noticed among the respondents was the lack of leadership skills and proper training. Among the 10 respondents, seven individuals cited this topic as an obstacle that led to low employee performance. The participants indicated that executive training was desirable, especially if personalized to address their particular development needs relating to qualification of leadership positions. The other reason are that the managers often attain their leadership positions not as a result of their leadership knowledge and experiences, rather as a result of their technical expertise.

Adding to the previous possible causes of poor performance in governmental organizations, respondents emphasized that lack of accountability, commitment, and transparency, which resulted in the lack of having a clear vision, mission, goals, and long term plans within the agency may lead to poor performance. In addition, the absence of effective monitoring system and constructive feedback in the public sector has led to unsatisfactory performance. Corruption, nepotism, and strong personal connections (*wasta*) played a negative way in choosing unqualified candidate, especially for

leadership positions. Moreover, there are no clear criteria for incentives and penalties. Promotions, new titles, and payment increases were based on longevity and seniority rather than effective performance which has made the situation more complicated. One of the best ways to improve performance is to build strong trustfulness between the organization and its employees.

5.4 Interpretation of Research Findings:

By analyzing the mentioned challenges, this study has shown that the organizational leadership at the MOA tended to follow transactional leadership strategies versus transformational ones. Six respondents specified that employees' self-preservation was one of the key obstacles to managing employee's performance. According to the full range of leadership model, individuals who recognized with self-preservation often avoid accepting responsibility or taking actions. Thus, self-preservation actions classified as a laissez-faire technique that produced minimal performance results and decreased creativity. Researchers found a positive relationship between TL approaches and enhanced worker creativity and proposed that improvements are contingent on leader's support (Bumgarner, 2016).

The second challenge examined by the respondents was low employee's motivation. All respondents stated this barrier as a deterrent to attain higher performance outcomes. By using the full range of leadership model, it was clear that low motivation was correlated to a transactional leadership. This style achieved the expected performance by putting expected effort and rarely exceeded the performance expectations (Bumgarner, 2016). There is a link between TL and improved team performance (Gundersen, Hellesoy, &

Raeder, 2012). Thus, it would be helpful if we can apply this in risk-averse environments such as the public sector. According to Bumgarner (2016), a municipality using employee's data found that there was a relationship between transformational managers and levels of work motivation. Leaders who integrate these leadership strategies establish more specific and challenging clear goals for their followers. In addition, transformational leaders decrease the perceived level of procedural and bureaucratic constraints for their employees.

The third barrier was related to the level of pay. Managers mentioned that the level of pay was incomparable to the market pay. They are unable to afford good salaries for higher performance; as a result, they fail to attract qualified people. In addition, respondents clarified that there was no incentive for employees to put forth increased efforts, often impacting their proficiency to develop advanced plans. Leaders were concerned that minimally performing employees made equally as much as higher performing employees. Researchers proposed that pay for improved performance increases the motivational level when presented by leaders in an appropriate way (Fang & Gerhart, 2012). Additionally, scholars found that although TL was positively related to employee and team performance outcomes, contingent reward revealed a higher impact on outcomes (Wang, Oh, Courtright, & Colbert, 2011).

This final barrier in the investigation was correlated with TL, when participants demonstrated their need for advanced leadership training as they could not receive the exact training they need to increase their management abilities. This perspective aligns with both individualized consideration and intellectual stimulation in the TL approach. Researchers proposed that TL training leads to improved outcomes (Orazi, Turrini, &

Valotti, 2013). To motivate employees within public institutions, public officials are more likely to use a command system versus an incentive or alternative approach. Unfortunately, this way of controlling versus the supportive leadership style is perceived negatively by supporters (Vandenabeele, Andersen, & Leisink, 2014). Training programs must be provided to all employees, especially for the leadership positions, and should carefully be evaluated to ensure its quality (Atwood & Mora, 2010).

Table 6 shows an arrangement of public officials' most common obstacles to the full range of leadership theory. Some public officials who recognized the need for additional executive level training were supposed to align with transformational strategies. Completion of advanced training would involve extra effort, intellectual stimulation, individualized consideration, and performance beyond the minimum.

Another characteristic related to TL is intrinsic motivation approach that some of participants followed it during managing their employees' performance to overcome the obstacle of lack of extrinsic reward, asterisk highlights these items. Managers who recognized employee low motivation factors and low salaries and wages as barriers of managing employee performance revealed transactional characteristics. Table 6 illustrates this level of leaders' insight to support with constructive transactions and management exceptions. Therefore, both active and passive corrections will be most helpful. Finally, directors who noted employees' self-preservation tactics as challenge were characterized as laissez-faire or non-transactional.

Table 6: Public Officials' Common Obstacles to the Full Range of Leadership Theory.

<p>Need for Executive-Level Leadership Training (Cited by 7 of 10 Leaders)</p>	<p>Employee's Motivation. Low Below Market Level of Pay. (Cited by 9 of 10 Leaders)</p>	<p>Employee's Self-Preservation. Tactics (Cited by 10 of 10 Leaders)</p>
<p>Transformational</p>	<p>Transactional</p>	<p>Laissez-faire</p>
<p>Idealized influence. Inspirational motivation. Intellectual stimulation.* Individualized consideration.* Extra effort* Increased satisfaction Performance beyond*</p>	<p>Contingent theory. Constructive transactions.* Management by exception.* Active and passive corrections. Expected effort.* Expected performance.*</p>	<p>Laissez-faire. Non-transactional.* Minimal performance.*</p>

Sources: Partially adapted from Avolio and Bass (2004b); Bumgarner (2016).

Note: The asterisk (*) demonstrates alignment to leadership awareness/style.

The risk avoidance nature of government is one of the key contributors to preventing improvements (Burns, 1978). Leadership in the public sector is an individual phenomenon that can be measured on a continuum scale and most often there are external influences that force change, regardless of a leader's performance. This issue instills fear in long-tenured workers who may not perceive that they have other employment options because there are less government and public sector jobs than available in the private sector (Bumgarner, 2016).

5.5 Summary:

This chapter outlines data analysis and study results. The research revealed eight barriers that obstacle employee's performance improvement at the MOA. These barriers are lack of financial resources and bureaucratic control mechanisms such as centralization, formalization, red tape, routinization, low of employee's motivation, employee's self-preservation, overstaffing, lack of qualified staff ,lack of leadership training ,and others. Further, this study acknowledges that the Egyptian public sector leans to follow transactional leadership strategies versus transformational ones .

Chapter six: Conclusion and Recommendations

The reason behind conducting this interview- driven qualitative research has been to determine to what extent the transformational leadership (TL) strategies can influence public officials' behaviors and to understand the challenges that face public officials while managing their employee performance.

The participants for this study came from one governmental agency, the Ministry of Antiquities (MoA). Consequently, the information may not represent the views and the experiences of all government employee in Egypt. The barriers stated by public officials may be different in other agencies compared to this study's environment.

The study found that the role of TL within public sector was minimal. Most of public officials rely on using transactional leadership techniques versus transformational leadership style. In addition, this study revealed that there are many barriers that obstacle public officials while striving to manage their public servants' performance and delivering public services to citizens. These obstacles were categorized into eight main themes. These themes are lack of financial resources, bureaucratic control mechanisms such as centralization, formalization, red tape and routinization, low employee motivation, below market pay, employee self-preservation, overstaffing, and lack of qualified staff and lack of leadership training.

Among these barriers, there are some external factors that public officials within MOA have limited control over them. These barriers are lack of financial resources, bureaucratic control mechanisms overstaffing, low salaries and wages. However, this

study suggests that public officials would mitigate the situations in public institutions and improve public servants' performance through following some suitable strategies of transformational leadership. For example, public officials with limited powers to run pay increases can still inspire followers by arranging suitable leadership strategies. TL can communicate, empower, and module public employee motivation (Paarlberg & Lavegina, 2010) that's positively reflect on employee performance.

6.1 Implications for Positive Social Change

The potential influence of positive social change this study offers both the personal leadership level and state policy level. At the personal leadership level, transformational managers provide guidance and support at individualized, idealized, intellectual, and inspirational levels. These leaders stimulate followers on multiple fronts and accept responsibility for outcomes. However, this approach is non typical in state government. The leaders interviewed identified eight common barriers that impacted their ability to manage employee performance. The transactional nature of the obstacles suggests an opportunity for executive level professional development. A focus on transformational leadership strategies would be beneficial.

An important consideration regarding leader progression is they first must do no harm to the citizens they serve. The required balance of implementing change strategies while protecting citizens is a delicate feat, especially in an organization where self-preservation is one of the most common barriers. Positive social change that results in improved services for citizens is possible if public sector managers use the same fortitude to survive complex cultures as they do to manage employee performance (Guerci & Vinante, 2011).

Executives who learn and implement transformational strategies will provide greater benefit to the citizens whom they serve. Citizens likely will receive improved services when senior managers learn and deploy the transformational strategies capable of shifting structured and risk-averse environments. Transformational leadership influences favorably impact organizational learning and increase innovation, moving followers beyond only their self-interests (Bumgarner, 2016).

At the policy level, this research would contribute to positive social change when public officials well understand the barriers that challenge the process of improving employee performance within public organizations, this may lead them to increase their employee performance through avoiding these barriers. If the quality of employee performance improves within public institutions, the quality of public service and the governmental productivity, efficiency, and effectiveness will improve as well.

6.2. Recommendations

The recommendations for practice in the public sector leadership environment include:

- Run executive and personalized level TL training. This act may provide the necessary skills to mitigate low motivational levels, employees' self-preservation tactics.
- Create an accepted level and standard for leadership training each year, preferably within the context of transformational strategies. Executives who learn and implement transformational strategies will provide greater benefit to the citizens whom they serve
- Increase the employees' motivational level through

- ✓ Creating clear and specific job-goals. Public officials should explain not only what employees should do, but also how and why they should do it. This would simplify how their efforts contribute to larger organizational mission and goals, and therefore strengthening employees' public motivations. Empowering employees can increase public servants' motivation which is positively reflect on their performance
- ✓ Creating work structure that empower employee participation
- ✓ Giving a meaning to public servants' jobs by stimulating individuals about the significance of their work and by linking this significance to organizational goals and employees' values
- Inspire followers by arranging some suitable transformational leadership strategies such as: conveying employee's individualized consideration, through diagnosing and elevating the needs of each follower; becoming a source of admiration for followers, often functioning as a role model that enhances follower pride, loyalty, and confidence; stimulating followers to view the issues from new perspectives and questions old assumptions, beliefs and paradigms; articulating vision and provides meaning and a sense of purpose in what needs to be done in simplest ways may enhance.

6.3 Summary

This study attempted to investigate the role of transformational and full range leadership theories offer to improve outcomes and the reasons public sector managers are challenged

to run public servants. The study found that public sector executives most often operate at the transactional versus the transformational level of leadership and reveal eight main barriers to managing employee performance within the public sector. These barriers are: lack of financial resources, bureaucratic control mechanisms such as centralization, formalization, red tape, and routinization, low employee motivation, salaries and wages below the market level, employee self-preservation, overstaffing, unqualified staff and ineffective leadership training. These findings would possibly help the Egyptian public officials to improve performance management outcomes and thus improve the quality of services to citizens.

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Appendix A: Research Study Interview Guide

Participants will be asked the following questions during the 60-minute interview time period:

- 1 How long have you been a public sector manager?
2. How many hours of management training have you received in the past 36 months?
3. How are public employees in the ministry of antiquities being managed through the following?
 - a. Criteria for intrinsic motivation and extrinsic motivation (extrinsic rewards such as promotion, pay increases, new title, commission)
 - b. Criteria for compensation and penalties
 - c. Criteria for selection
 - d. Criteria for monitoring and training system
 - e. Feedback
 - f. Resources
 - g. Working conditions
 - h. Personal problems
4. In your current position have you experienced barriers when attempting to manage employee performance?
 - a. If yes, what are those barriers?
 - b. If no, do you observe your colleagues experiencing barriers?
5. How would you rate your personal ability to obtain the desired performance outcomes from your employees, ranging on a scale of 1 (lowest) to 4 (highest)?

6. Who is mainly responsible for the process of decision making in your municipality and how would you rate the possibilities for civil servants in your municipality to influence this process?

7. How would you rate the possibilities for civil servants in your municipality to influence the municipal planning and construction policies through the following?

- a. Voting at the local elections.
- b. Contacting a local politician.
- c. Contacting administrative staff who work with planning and construction policy.
- d. Contacting people who work with planning and construction policy.
- e. Contacting the media.
- f. Participating in demonstrations or writing comments on the Internet.
- g. By threatening to move away from the municipality.

8. In your opinion, how public leaders would overcome the mentioned obstacles to improve performance?

9. Do you prefer to add any other information to this discussion?

Appendix B: Consent Form



THE AMERICAN UNIVERSITY IN CAIRO
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Documentation of Informed Consent for Participation in Research Study

Project Title: Potential Transformational leadership and Employee Performance in the Egyptian Public Sector: A Case study of the Ministry of Antiquities

Principal Investigator: Asmaa Gad El-Mawla Mohammed

I am Graduate student at AUC in MPA program with concentration of management of public sector reform

E-mail: asmaagad@aucegypt.edu

*You are being asked to participate in a research study. The purpose of the research is to understand the main barriers that challenge public officials to manage their employees more effectively and exploring the role of transformational leadership, and the findings may be *published, presented, or both*. The expected duration of your participation is 60-minute interview.

The procedures of the research will be that this qualitative study will use a case study approach. A key component for gathering data is the use of multiple sources such as interviews, documents, observations, and other items. I am planning to select ten public officials to participate in a confidential interview with me. I will use a 5-question interview guide to get desired information. I specifically intend to select the MOA because of multiple reasons: MOA was the place where a feasible location to research, the potential to build a trusting relationships, and reduced time

expenditure for certain aspects relating to the collection of data; as I have already worked there for two years as a restorer at the Egyptian presidential palaces and one year at the pyramids area.

The population target was the senior management team at the MoA. Eligibility to participation in the study was based on two criteria: (a) at least 2 years of work experience in the current state agency and (b) 5 years of organizational experience in a senior level position. The purposeful sampling allows researchers to select and determine participants who will provide the most valid and clear input for research evaluation, and is frequently used in the qualitative research

*There *will not be* certain risks or discomforts associated with this research.

*There *will be* benefits to you from this research. By exploring the factors that negatively affects the process of performance improvement in the public-states organizations, the finding of this research may help you, as you are public official, to increase your employees' performance by avoiding these obstacles as much as you can in the future. In addition, this study will contribute to generalizable knowledge.

*The information you provide for purposes of this research *is confidential*

*Participation in this study is voluntary. Refusal to participate will involve no penalty or loss of benefits to which you are otherwise entitled. You may discontinue participation at any time without penalty or the loss of benefits to which you are otherwise entitled.

Signature _____

Printed Name _____

Date _____