An Interrogation of the Factors that Hinder Municipal Leaders from Becoming Transformational Leaders
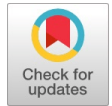
Amos Muguti, Chipo Mutongi, Cainos Chongombe

Abstract: In municipal governance, the potential for transformational leadership is often stifled by various factors that hinder local leaders from embracing innovative practices and driving meaningful change. This article delves into the key obstacles that impede municipal leaders from evolving into transformational figures who can inspire their communities and foster progressive development hence examined the factors that hinder municipal leaders from becoming transformational leaders with special reference to the City of Harare. The study focused on local authorities due to their impact on the social, economic and political development of the country as they provide core service at a local level. The study population was made up of five hundred (500) people in Council leadership positions and a sample of 60 participants was drawn. The findings revealed that autocratic leadership was the most used leadership style. Factors that hinder municipal, leaders to become transformational leaders brought about by the finding included lack of knowledge and qualifications, corruption, bureaucracy, economic challenges, politics at the expense of service delivery and silo mentality. It was recommended to take a leaf from the Eagle Intelligent Transformation Strategy and propose Muguti's Diamond Transformational Leadership Model. A functional organisational culture is called for where Ubuntu is practiced.

Keywords: Leaders, Municipal Leaders, Transformational Leadership, Local Authorities

I. INTRODUCTION

Leadership has been recurrently studied across cultures while being premised on different and in some instances, oppositional theoretical underpinnings. Transformational leadership is very crucial in transforming organisations. The puzzle is which factors are hindering municipal leaders from becoming transformational.

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Marume (2015) [1] alludes that "as evidenced by continued conflicts at Town House, leaders are spending much of their time deliberating party politics in Council Chambers instead of discussing civic matters that affect residents and the community". In the same vein, appointed officials, in connivance with Councillors, are busy pursuing self-enrichment agendas and when they are called to order, they rush to the parent Ministry of Local Government for protection. This new leadership crisis that has affected leadership within the local government context in Zimbabwe creates a fertile ground for continued poor service delivery and non-accountability amongst Councillors and Council officials. Due to leadership challenges characterised by administrative and political conflicts, Harare, which was once termed a hub of economic development and 'Sunshine City', is today experiencing serious service delivery challenges. A performance assessment conducted by the Local Governance Community Capacity Building and Development Trust (LGCCBDT) in 2018 showed that the overall performance of the City of Harare was at 50.6% (Local Governance Community Capacity Building and Development Trust, 2018) [2]. The assessment done by LGCCBDT revealed that the City of Harare was not performing as to the expectations of the residents. It is against this background that the researchers interrogate the factors that hinder municipal leaders from becoming transformational leaders.

II. REVIEW OF RELATED LITERATURE

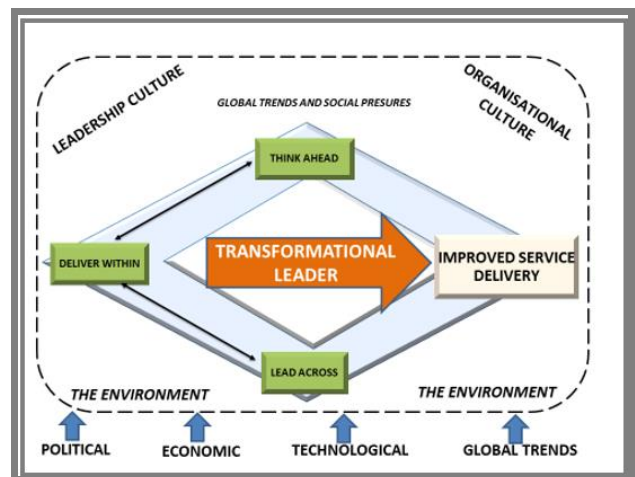### A. Conceptual Framework Guiding the Research

Figure 1: The Above Figure Depicts the Concept that was Developed for this Study

The influence of transformational leadership varies across organisational cultures.

The conceptual framework guiding the study is based on three major variables, namely; transformational leadership as the independent variable; service delivery as the dependent variable; and culture embedded with conflict and outside operating environment as the moderating variable. Both the independent and dependent variables are influenced by the prevailing political environment, social and economic environment and organizational environment. Moderator effects play considerable practical importance in reducing or enhancing specific independent variables on other specific dependent variables, for example, service delivery may be impossible to change just by changing leadership styles immediately but it may influence the outcomes for the more mature or even the more experienced group.

Table-1: Leadership and Development Theories

Theory	Summary Description
Great Man Theory (the 1930s) (leadership traits)	▪ Based on the belief that leaders are born with innate qualities for them to lead. ▪ Focus on the innate characteristics and abilities that distinguish effective leaders from ineffective ones.
Behaviourist Theory (the 1940s to 1950s)	▪ The concentration is on what leaders do rather than on their qualities. Different patterns of behaviors are observed and categorised as styles of leadership. ▪ Particular emphasis is on task-oriented and relationship-oriented leadership behaviours.
Contingency Theory (the 1960s to 1970s)	▪ This approach sees leadership as specific to the situation in which it is being practiced. ▪ Leadership styles best suited to different contexts. ▪ Situational variables are identified which best predict the most appropriate effective leadership style to fit a particular circumstance.
Transactional Theory (the 1970s to 1980s)	▪ The approach emphasises the importance of the relationship between leader and followers, focusing on mutual benefits derived from a form of contract. ▪ Leaders reward subordinates for meeting performance expectations.
Transformational Theory (the 1980s to current)	▪ The central concept here is change and the role of leadership in envisioning and implementing the transformation of organisational performance. ▪ Focus on the leader's vision and ability to inspire followers.

Source: Developed from literature by researchers

The Term Transformational leadership was first coined by sociologist James Victor Downton in 1973 when he undertook his study entitled, Rebel Leadership: Revisiting the Concept of Charisma Leadership (Downton, 1973). It was further developed by James MacGregor Burns in 1978, who is now regarded as the father of the transformational concept. Transformational leadership involves an exceptional form of influence that moves followers to accomplish more than what is usually expected of them. It is a process that often incorporates charismatic and visionary leadership (Northhouse, 2007) [3]. Transformational leaders are defined by Burns (2004) [4] as those that inspire individuals to meet organisational and team goals beyond their self-interests. Transformational leadership is characterized by the ability to inspire and motivate followers to exceed their self-interests for the sake of the organization or community (Bass & Avolio, 1994) [5] . Avolio et al (2009) [6] opine that transformational leadership is about changing leaders' behaviour and inspire followers to perform beyond expectations while at the same time transcending self-interests for the good of the organisation. Bass and Avolio (2004) [7] avers that transformational leadership practices are the most current and comprise four dimensions, namely; idealised influence, inspirational motivation, intellectual stimulation, and individualised consideration. The transformational approach to leadership is one of the most popular approaches that have been the focus of much research since the early 1980s. It is a broad-based perspective that encompasses many facets and dimensions of the leadership process. Bass, (2000) argues that transformational leadership represents a leadership style that is exemplified by charisma and shared vision between leaders and followers. Bryman (1992) [8] argues that transformational leadership is part of the new leadership paradigm which gives more attention to the charismatic elements of leadership.

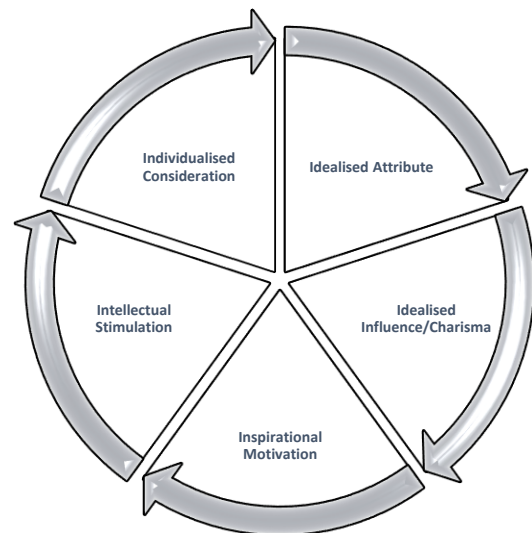### B. Five (5) I's of Transformational Leadership

Figure 2: Five (5) I's of Transformational Leadership

i. Idealised Attribute

It is evident when followers report their leader as charismatic, confident, ethical, idealistic and trustworthy (Abasilim, 2014) [9]. According to this view, what the subordinates attribute to the leader is what defines the leader's style. Obiwuru et al. (2011) [10] argue that idealised attributes are characterised by vision and sense of mission, instilling pride among group members and gaining the respect of those being led. Kee, Newcomer and Davis (2006) [11] opine that, there are four (4) attributes of transformational leaders that are key to service delivery. These are Interpersonal Traits (reflectiveness, empathy, vision); Operational Attributes (mission-driven, accountable and paying attention to detail);

Interpersonal Abilities (trust builder, an empowered leader, a power-sharing leader and coalition builder) and Change Centric Approach (Integrative, creative and innovative).

ii. Idealised Influence/Charisma

It enables a leader to instill pride, faith and respect in followers, causing them to emulate their leaders (Avolio and Bass, 2004) [12]. Leaders display conviction, emphasise trust, take particular stands on difficult issues, present important values and demonstrate the importance of commitment and the ethical consequences of decisions made (Abasilim, 2014) [13]. Yukl, (2010) [14] argues that there are two aspects to idealised influence, which are, the leader's behaviour and the fundamentals that are attributed by followers to the leader. Leaders motivate subordinates and are regarded by their followers as possessing astonishing skills. They are persistent and determined and they are respected, trusted and considered by their followers as such.

iii. Inspirational Motivation

It presents behaviour that provides symbols and simplified emotional appeals and, in the process, raises expectations and optimism amongst followers. It also articulates an appealing and envisioned future with high standards and encouragements concerning what needs to be done (Jonson, 2009) [15]. Trusted transformational leaders act in manners that inspire and stimulate those around them by bestowing challenge and meaning to their followers' work and through craft communicated expectations. They also share their inspirational vision which they are all determined to accomplish (Storey, 2004, Bass and Avilion, 2004) [16]

iv. Intellectual Stimulation

It arouses in followers' new ways of solving problems through proactive thinking. Podosakoff, MacKenzie, Moorman & Fetter (1990) [17] argue that followers are encouraged to be innovative and creative, encouraging the promulgation of new ideas by employees whom they appraise favourably and never accuse them publicly for mistakes they would have made. Obiwuru et al. (2011) [18] add that intellectual stimulation provides employees with challenging new ideas and encourages them to break away from old ways of thinking or doing business.

v. Individualised Consideration

This refers to the degree to which the leader attends to each follower's needs, acts as a mentor and listens to subordinates' concerns and needs. Leaders reward their followers for creativity and innovation and treat employees differently according to their talents and knowledge. They also empower employees to make decisions and provide the needed support (Abasilim, 2014) [19]. According to Long, Yusof, Kowang [20] & leaders pay particular attention to every single individual follower's needs by assuming the responsibility of the coach or mentor.

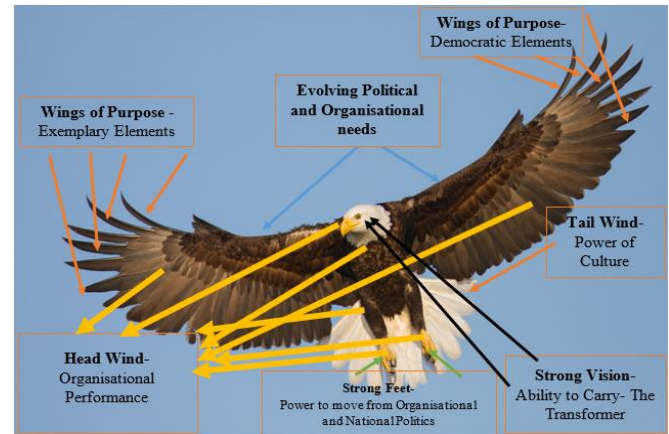### C. Eagle Intelligent Transformation Strategy

Figure 3: Eagle Intelligent Transformation Strategy. (Proposed by the Writers)

Leaders should be visionary, strong, and decisive and not be moved by petty issues that deter their attention from achieving organisational objectives. Like an eagle, a leader must possess the zeal to undertake painful but necessary steps that foster organisational performance whenever the need arises.

III. METHODOLOGY

The pragmatic philosophical approach chosen for this study draws heavily from inductive and deductive reasoning. The use of mixed methodology provided for much-needed solutions to problems encountered in research, especially when one approach is utilised at the expense of the other. In this research, the study population was made up of five hundred (500) people in Council leadership positions (both Councillors and officials), key stakeholders from residents' representatives, independent pressure groups and government represented by the Ministry of Local Government and Ministry of Finance. A sample size of 60 Participants was drawn up utilising the developed sample frame. This was a more realistic and admissible sample that included all key players in local governance administration. In determining the sample size of this study, various scholars' input was considered. The retired academic professor, Rule of Thumb method of selecting a sample was factored in.

A. Findings

i. Factors that Hinder Municipal Leaders from Becoming Transformational Leaders

Table-2: Participants Sex and Average Age Distribution

	Sample Frame	Sample Size	Sex		Average Age Band	Percentage
			Males	**Female**		
Strata 1	Executive Management	10	8 (80%)	2 (20%)	50 -55	75%
Strata 2	Middle Management	30	12(44.4%)	15 (55.6%)	46-49	56%
Strata 3	Councillors	10	6 (75%)	2 (25%)	26-35	62.5%
Strata 4	Government Officials	3	2 (66.7%)	1 (33.3%)	36-45	66.7%
Strata 5	Key Stakeholders	7	3 (50%	3 (50%)	36-45	57%
	Total	60	31(57.4%)	23 (42.6%)		

Source: Survey Data 2019

30

Questionnaire results showed that 72.7% (N=64) of the respondents were males while 27.3% (N=24) were females. Amongst all the interviewed participants, 8% (N=2) were females while males constituted 92% (N=23). This was more or less representative of the ratio of males to females in Grades 9-1 on the Employee Establishment of the CoH which was availed to the researcher during the time of the study as well as in Council and directorship positions. The study revealed that the young generation was not part of the realm of powers in Council administration as the majority of Council Senior Management is within the retirement zone (75% within the age group of early retirement). The secondary data revealed that the council had several good human resource policies which included employee training and development policies, a recruitment policy and a succession planning policy. The age range can be explained by the entry requirements where the Council stated in its recruitment policy that for one to be appointed to the executive directorate position, the minimum age was 40 years. This means that the youth was out of competition for the positions and could only be considered through internal promotion or succession planning which set the minimum age for grooming into a senior management position at 35 years. The issue of succession planning in the Council at one point became critical as Councillors wanted to ensure service delivery continuity. One of the directors interviewed explained how the succession planning issue was considered key: "There is huge evidence of a lack of a collaborative and consultative attitude in the Council. In 2016, the Manyenyeni Council which shifted focus from policy issues to administrative issues suspended the then Town Clerk on allegations of failing to implement the Council Succession Policy, but at the same time, they are against employing young people ready to take the leadership roles. It is confusing my brother. We are suffering from policy inconsistency and political expediency".

ii. Key Informant Number 8

An analysis of the Succession Plan Policy of the Council showed that for one to be appointed to the position of the Town Clerk, one has to first work as a Director for at least 5 years or at least 10 years in the senior management position and for appointment into the position of Director through succession plan, one has to be employed in the managerial position for a minimum of 7 years. This explains why the executive leadership was made up of people in their early retirement age. A file analysis of the suspended directors indicated that two of them were already above 60 years and one was within the early retirement age.

Table-3: Leadership Style Practiced in Council

Employee Rating of the Prevailing Leadership Style Practised in the City					
	Style	**Frequency**	**Per cent**	**Valid Percent**	**Cumulative Percent**
Valid	Transformational	6	24	24	24
	Transactional	6	24	24	48
	Democratic	4	16	16	64
	Autocratic	8	32	32	96
	Other than above	1	4	4	100
	Total	25	100	100	

Source: 2019 Survey Data

The results as presented in above showed that the Autocratic leadership style was highly ranked as prevalent in Council with a total score of 32%, followed by Transformational and transactional practices with 24% each. The Democratic leadership style was also practiced but not as prevalently as the other three styles.

The mixed responses on the prevailing leadership practices were highly expected considering the size of the organisation which had more than 12 000 employees, 8 Departments and 48 Divisions. The information received from the secondary sources indicated that the City of Harare was the second largest employer after the central government. The employment trends and records showed that a diverse workforce was in place. One of the participants commented that.

There is no agreed performance culture in Council, and as such, the leadership style being practiced is situational. The council should adopt a common culture that would influence the type of leadership practice to be adopted. There is no consensus in Council, it's a mixed leadership style which is not even good for this big organisation like ours (Questionnaire respondent 8). Though the interviewed participants gave mixed responses to the perceived leadership style being practiced, the overall agreement was that autocratic and transformational practices were dominant across Council Departments. The research was undertaken during the period the City was in the process of transforming its operations in line with its Vision of attaining a World Class City Status. The following snapshots were extracted from the interviewed participants.

In this organisation, different styles are being used depending on the situation. Styles practiced are as many as the number of Directors themselves. Each exhibits a different style (Key Informant Number 8). I would say generally we are autocratic because of our heritage. We as local governments simply adopted the autocratic styles associated with all government institutions. We need in the future to be exemplary leaders, charismatic and above all to be transformational to drive the vision of the City. Currently, we are suffering from indecision and maybe it's because of the nature of our organisation which is highly political" (Interview with one Director). Council is a product of a democratic process because Councillors are elected by people and, as such, they are democratic; however, due to bureaucracy and red tape, we ended up being dictators (One Councillor Key informant). As a participant observer, the researcher witnessed some of the practices at play. It was noted that each council department had a separate culture and there were no commonly agreed positions on the way things were supposed to be done. The results from the interviews, questionnaire and secondary data sources revealed that the City of Harare had mixed leadership styles. The practice noted in the City conforms to the Situational Theory which came into existence in the early 1960s, emphasizing that the practice to be adopted is dependent on the prevailing situation (Buckingham, 2005) [21]. The researcher conducted a cross-tabulation of the leadership being practiced in the Council against gender.

31

Table-4: Gender and Leadership Practice

What is Your Sex * Leadership Style Practiced Cross Tabulation								
			Leadership Style Practiced					Total
			Transformational	Transactional	Democratic	Autocratic	Other	
Sex	Male	Count	3	3	3	4	1	14
		% of Total	12.00%	12.00%	12.00%	16.00%	4.00%	56.00%
	Female	Count	3	3	1	4	0	11
		% of Total	12.00%	12.00%	4.00%	16.00%	0.00%	44.00%
Total		Count	6	6	4	8	1	25
		% of Total	24.00%	24.00%	16.00%	32.00%	4.00%	100.00%

Source: 2019 Survey Data

A cross-tabulation was done to understand how males and females view leadership practice being practiced in Council. The results presented in Table 16 showed an equal number of males and females (16%) were of the view that the autocratic style was the most prevalent style followed by transformational and transactional, each at 12%. While males also noted that democratic leadership was being practiced, women were not of that view as only 1 participant representing 4% voted for it. The various leadership styles practiced in Council conform to Yukl (2010)'s [22] remarks that different leadership styles are employed depending on the situation. After a cross-tabulation of results, the researcher concluded that in Council, various leadership styles were being practiced and this was an indication that there was a lack of shared culture and vision as different styles within a single organisation can brew varying cultures, thereby negatively affecting unison, oneness and shared beliefs, values and principles. The City of Harare's Vision was underpinned by two critical pillars of stakeholder participation and the creation of a high-performance team. Transformational leadership in the municipal context means positively bringing about the desired service delivery results for Harare to achieve a World-Class City. In answering this question and as discussed in Chapter 3, the researcher adopted the standard MLQ but customised it to suit the purpose of the study and reduced the 32 MLQ questions to standard 16 questions focusing on 5 key factors of the transformational leadership practice as put forward by Avolio and Bass (2004) [23], Abasilim (2014) [24] and Jonson (2009) [25]. These 5 key factors are idealised attribute, idealised influence, inspirational motivation, intellectual stimulation and individualised consideration. In an interview, one of the key informants said that Harare, unlike any other local authorities in Zimbabwe, had the right transformational leadership ready to deliver but their efforts are being affected by the prevailing political situation in Zimbabwe characterized by urban power contestation featuring the ruling ZANU-PF Government and urban MDC-controlled councils. The informant highlighted that the visionary executive leadership of Harare in 2016 mooted the idea to set up a plant to manufacture smart water meters in partnership with an Egyptian Company – EL Sewedy. The idea was not implemented and has lost traction. In 2017, at the height of political tension in Zimbabwe, municipal executive leaders were exposed to political fights featuring MDC, ZANU-PF and factional intra-party fights. In May 2017 and on the 14th of September 2017, the Minister of Local Government Kasukuwere suspended the Chitungwiza Council and Town Clerk respectively in contravention of procedures. Harare was not spared as the Mayor and Four Directors were suspended. This affected leadership capacities to deliver as they were spending much time focusing on political issues. The suspension of Chitungwiza Town Clerk and Directors of the City of Harare including the Town Clerk has nothing to do with performance. It was because they crossed paths on political grounds with the Minister (Key informant Number 4). The researcher evaluated several documents to check how the suspensions of Town Clerks and Directors were being handled. There were a lot of irregularities on the said suspensions resulting in Council losing a lot of money in litigations and salaries. The city of Harare is faced with a big challenge of mismanagement and corruption. Incompetent leaders thrive in maladministered environments. That is why our sunshine city is in the state it is now. The executives at Town House focus on enriching themselves and have no regard for their duty to the longsuffering ratepayers (J Mushore on 27th of February 2019) [1].

[1] James Mushore is the former Town Clerk for Harare. He was appointed but never worked after the Minister of Local Government, Public Works and National Housing Hon S Kasukuwere blocked him from assuming duties sighting appointment procedure irregularities.

An analysis of the Council Resolutions and management reports indicated that issues of corruption, land management and conflict of interests were affecting service delivery. The MLQ respondents' low votes on transformational leadership (integrity 2.16, moral-ethical 2.44) might be because of the information revealed by documentary evidence. The Newsday of 23rd October 2017 reported that Harare was in dire need of transformational leadership. In that article, the writer recommended the implementation of Eagle Transformation Strategy. The issues raised had to do with perceived continuing corruption in the City of Harare, political polarisation, celebrated poor financial management, lack of shared vision and maladministration. It was highlighted that the City of Harare lost its sunshine city status due to poor service delivery and poor financial performance. He stated that the City needs transformational leaders with a blend of diversified leadership styles to serve in the position of the Town Clerk. Commenting on municipal leadership, M. T. Majome argued that in Zimbabwe, leadership positions in local authorities are occupied by councillors whose qualification is to win an election to occupy a post that requires sophisticated skills and expertise for policy interpretation. Councillors' positions cannot be entrusted to people who are not qualified and skilled, yet this is allowed in Zimbabwe without a second. Councillors should be conversant with reading and interpreting legislation, particularly the Urban Councils' Act, Rural District Councils Act and Regional and Town Planning Act and other laws including acts of parliament, bills and draft by-laws.

The current calibre of councillors has no such skills and what it takes to lead the Council. There is no leadership to talk about in Council (M. T. Majome, 2019). An analysis of the Auditor General Local Authority Report of 2018, in support of Majome's arguments, revealed that for the 2018 financial year, out of the 92 Local Authorities, only three (3) (Bindura Municipality, Tongogara Rural District Council and Marondera District Council) had 2018 Audited Financial Statements.

The report further stated that in the case of Harare, the Finance and Development Committee and the Audit Committee did not have a single councillor with a finance and accounting qualification or skill and this could be the reason why Harare was financially burning and faced with a barrage of reports on poor service delivery, leadership incapacity and collapsed infrastructure. These are the committees responsible for an oversight role on financial performance, internal control, systems and procedures, business investment decisions, asset management and ensuring the integrity of financial reporting. If governance issues are compromised, it is difficult to talk of transformational leadership and, worse, of sustainable service delivery.

Commenting on the municipal political leadership, the Harare Residents Trust (HRT) Director weighed in and said that, city fathers are transactional leaders who have since abandoned residents, and lack accountability, transparency and leadership credentials that can propel the city forward. The review of documentary evidence showed that the City of Harare was operating Strategic Business Entities (Mabvazuva, Sunshine Holdings, City Parking, Harare Quarry and Harare Medical Aid Society). City Councillors and Executive officials were the board members of these strategic units and this is tantamount to poor corporate governance. HRT's arguments that the transactional Harare City Council leadership used the business entities to siphon Council resources could therefore not be dismissed. One key informant argued:

The local government area is marred with controversies. At Ministry Level, the Local Government Board composition is not known. We wonder which organisation in this day and age prides itself in its non-disclosure. There is no transparency. At Council level, Councillors are copying their master and are busy looting resources. Directors have since stolen council tills and nothing is being done because policymakers and those playing oversight roles are also involved in shadow deals. I think we need better transformational leaders in this City (Informant number 3).

At a highly charged local government meeting held in 2018, which the researcher attended as part of a study investigation, the Minister of Local Government and Minister of Provincial Affairs for Mashonaland Province spoke highly of the need by the electorate to vote councillors of sound minds, right attitude and qualifications with correct leadership characteristics into office. The residents and senior council officials however requested the government to tighten the screw by putting provisions in the relevant Acts so that the electorate would be guided.

The researcher from that meeting noted that rhetoric was common and the political positions to field a potential candidate with the power to convince the electorate were nowhere nearer to being replaced by law. A documentary review, media reports, Council resolutions and reports and group-focused discussions while interacting with council leadership and management revealed several leadership and governance issues within the City of Harare. The following is a summary of key leadership issues that were revealed:

Table-5: Key Leadership Issues

Corruption and System Capture	Financial Management Compromised
Poor governance systems	Weak internal control systems
Poor prioritisation of resources	Integrated Development Planning
Politically charged environment	Resource Limitations
Lack of Training and Development	Community Resistance

i. Corruption and System Capture

The integrity of municipal leaders was heavily affected by allegations of corruption in land management, development and allocations of residential, commercial and business stands. Administrative corruption and institutional capture were evident in every Department of Council. Leadership, both councillors and executives, were either suspended and/or arrested on allegations of corruption during the period of study.

A Special Council Committee set up to investigate land scams in Harare for the period 2004 to 2009 found out that massive corruption was happening in land management as provisions of Section 152 of the Urban Council Act were not being followed inland alienation. A cartel from the ministry level, Council executive leadership down to the lowest-ranked officers was unearthed in land corruption by the investigation team. Strategic deployments by the Minister were noted in appointing former subordinates to influential positions in Council, notably in the Department of Housing and the then Urban Planning. The Special Committee recommendation was however not implemented by Council, maybe because they were also involved.

ii. Poor Governance Systems

Leadership ethics, morals and dignity were questionable across all levels. Nepotism was rife in human resource management. Allegations of political deployments, patronage, favouritism and so on were high. Both executive leadership and councillors were involved in shadowy recruitment processes where relatives and close friends were considered at the expense of merit.

Soon after the 2018 harmonised elections, MDC deployed its political appointees (Deputy National Party Spokesperson, Shadow Minister of Local Government, Youth Leaders) in key areas of the council (business development, licensing, valuations and estates, housing allocations, development control, planning and human resources) to enable easy coordination of part activities in Council.

This was done in direct violation of the constitution, Section 266, which prohibits employees of the Provincial and local governments from holding political positions or acting in a partisan manner. Across council departments, the researcher noted lack of systems and control measures. The housing department was being run without following standard operating procedures in land allocation and land development and management.

The Department of Works Planning Division and Survey were an authority unto themselves and used council premises for private jobs and consultancy services without censure.

At a PBB Workshop held in 2019, the Auditor General challenged municipal leaders to lead by example and put governance systems that they would also be bound to follow. The Auditor noted that because of poor planning, Harare City Council suffered huge losses in freshwater supplies averaging 56% in 2018. Water supplied from the Morton Jaffray plant totalled 163 497 365 cubic meters whilst the billed quantity was 71 640 400 cubic meters resulting in a loss of 91 856 965 cubic meters.

iii. Financial Management Compromised

Lack of accountability. The Auditor-General Report of 2018 indicated that the City of Harare's financial statements were not consolidated to reflect the Council's total financial performance and position which is in contravention with the Public Finance and Management Act [Chapter 22.19] [26]. The report also noted lack of accountability on Council business transactions, lack of transparency to shareholders or potential investors on Council's business nature and the potential risks connected with its investments.

There are massive revenue leakages in council especially in the informal sector, farms (where council proudly reported that 434 cattle died in one year without interventions), undisclosed bank accounts (they were reported to be above 60 banking accounts), business licensing and investment, lease management and procurement irregularities and connivance. Councillors and executives ran business entities that received favourable tender awarding and payments. In 2018, Harare City Council did not reconcile its cashbook overdrawn balance of USD 208 430 777 as per financial statements to the bank overdraft balances of $7 590 828, giving a significant variance of $200 839 949.

iv. Weak Internal Control Systems

The leadership at the City of Harare deliberately wanted not to undertake business process re-engineering. The researcher noted that the recommendation was made by the World Bank in 2010 and up to the time of study nothing was being done.

The Auditor General's Report of 2018 indicated that the City of Harare had weaknesses in internal controls which resulted in significant variances between the system and financial statements. The report indicated lack of controls on the sale of stands, lease agreements and shop licences.

v. Poor Prioritisation of Resources

Council departments were incapacitated to deliver services. The researcher noted in particular that the City Emergency Services Operations was operating with 2 ambulances out of a total requirement of 36 to cover the whole city, 12 Fire Engines out of the required 25, two service vehicles of the required 14 for fuel licensing and fire prevention teams. The last time the City procured a fire engine was in 1992 and now relies on donations. All these issues point to poor leadership in the City of Harare. As big as it, the City of Harare had no disaster Plan and is merely reactionary instead of following a plan of action as documented.

vi. Integrated Development Planning

Agility and visioning. The world is changing fast and with the speed of light due to a variety of reasons. There is an increased need for organisations to rapidly develop forward plans, react and respond to both internal and external change. Agility, becomes the new paradigm that every leader should be switched to, and this implies a change in attitudes, goals, work processes and practices to leap-frog and survive. In the City of Harare, the survey revealed mixed reactions as some of the leaders were ready for the challenge while others were not yet ready and forward integrated planning was out of their reality.

vii. A Politically Charged Environment

Municipal leaders frequently operate within a politically charged environment where short-term electoral considerations overshadow long-term vision (Hawkins, 2020) [27]. This pressure to conform to constituents' immediate demands can inhibit leaders from pursuing bold initiatives that may not yield immediate results.

viii. Resource Limitations

The scarcity of financial and human resources can significantly restrict a leader's capacity to enact change. Many municipalities face budget constraints that limit investment in innovative programs and initiatives (Bahl & Linn, 2018) [28]. Without adequate resources, even the most visionary leaders may find themselves unable to implement their ideas effectively.

ix. Lack of Training and Development

The absence of adequate training programmes for municipal leaders can also be a critical impediment. Many local leaders lack access to professional development opportunities that equip them with the skills necessary for transformational leadership (Gordon, 2021) [29]. Continuous learning and skill enhancement are vital for leaders to adapt to changing environments and challenges. This then leaders to lack of knowledge hindering the practice of transformational leadership.

x. Community Resistance

Finally, community resistance can pose a substantial challenge. Change often breeds uncertainty, and constituents may be hesitant to embrace new ideas or initiatives proposed by their leaders (Kotter, 1996) [30]. Building trust and fostering open communication is essential for overcoming this resistance and facilitating transformational change. A review of the Strategic Plans indicated a positive move towards adopting the concept of sustainable planning, drawing from the central government down to local level governments though there were still some gaps especially on aligning local and national budget to the IDP programmes and projects. The researcher noted that, since 2012, efforts were being made to integrate plans from the national level to the local level.

The IDP was gaining momentum in Council during the time of the study. Some of the interviewed people had this to say: The city of Harare is now on the right trajectory. This is the first of its kind for the City to develop strategic plans. The vision is good but it needs support as some of the directors are not supportive of the Strategic Plans (Key Informant number 2).

The vision of this City is to have a reliable water supply that supports our world-class city strategy. We now need to start thinking of drawing water from Kariba, and it's cheaper than constructing the much talked about dams without action.

Transformation and leadership agility are required (Deputy Mayor of Harare, 2018).

The remarks by the Deputy Mayor indicated that the City of Harare needed to expedite its planning and envision the future now to solve current and future problems. At one point, Harare developed a plan to construct Kunzvi Dam to augment Lake Chivero in supplying water, but that plan has, for over 40 years, not been implemented and the status of the plan can no longer be traced. The last time a plan for sustainable water delivery was drawn was during the early 1980s to the 1990s, but since then, nothing has been put in place to ensure a continued portable water supply in Harare.

The documentary data sources revealed that the City of Harare was faced water challenges since the late 1990s. The major water source and treatment Plant, Morton Jaffray, was built more than 60 years ago with the capacity to supply 400 000 people and the population is now more than 4.5 million including consumers of the satellite towns and greater Harare. The pollution levels at lake Chivero were said to be over 80% and this would require more water treatment chemicals. The issue of clean water in Harare during the time of the study was an emergency priority that needed collective unity of purposes amongst stakeholders to avoid a possible looming disaster. The researcher however noted that the leadership was reluctant to solve the problem and politics was preferred at the expense of service delivery.

The following suburbs were amongst those hit by shortages of water supply: Warren Park, Mabvuku, Hatfield, Tafara, Kuwadzana, Budiriro and all the northern leafy suburbs of Harare. The water problems in Harare was as a result of lack of adequate planning for sustainable development and lack of cohesion reflected on the City leadership. Municipal leadership issues were not peculiar to Harare. In Chitungwiza, for the period 2011 to 2013, the then Town Clerk, Mayor and Director of Housing were arrested and dismissed because of corruption.

In 2017, the whole Council was suspended for allegedly allocating themselves tracts of land. Two years later, in 2019, the government set a commission of enquiry to investigate alleged irregularities in human resources, land sales and corporate governance. In Gweru, the Town Clerk was suspended in October 2019 on allegations of incompetence. The Minister appointed a three-member commission whose terms of reference were to look into the circumstances leading to the suspension of the Town Clerk, the relationship between councillors and management and suspension of engineering staff, and establish views of stakeholders and investigate the alleged corruption of councillors.

In Gokwe and Rusape, Town Secretaries were suspended on allegations of corruption relating to land and procurement. This was the trend in all Local Authorities in Zimbabwe where management was suspended on allegations of mismanagement while councillors were suspended on allegations of corruption.

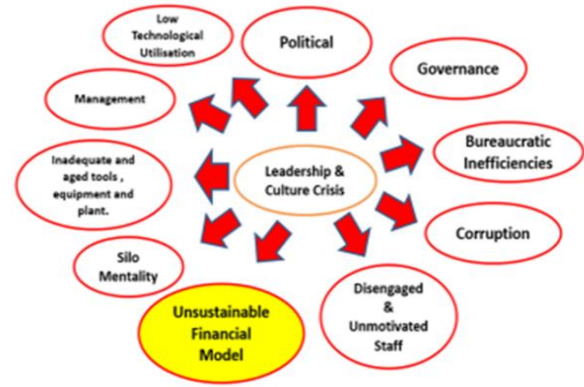## B. Factors Hindering Transformational Leadership

Figure 4: Factors Hindering Transformational Leadership

Individual perceptions and opinions were ideal for corroborating data obtained from the questionnaires and secondary data sources. The results indicated that municipal leaders practice mixed styles: the autocratic style was the most prevalent with 32%, followed by transformational and transactional styles at 24%. The results also showed that the diverse workforce (male-dominated at 56% in administrative leadership and 75% in political leadership), amongst many other factors, was also responsible for autocratic styles adopted in the Council. The factors that hindered municipal leaders from becoming transformational as highlighted throughout the study are summarised as a conflict of interests where political leaders push for their political agendas while administrative leadership pushes for government plans as directed by the Minister and informed by Government Policies. The study, as supported by 72% of participants and secondary data sources, revealed that conflict between councillors and management has resulted in poor service delivery. Conflicts were more pronounced in the policy and governance arm, service delivery departments, housing and lease management operations, divisive party politics, failure to observe or separate political party structures and governance structures, interferences in executive appointments, unclear information flows and limited access to information by councillors, government interferences and counter directives and lack of technical skills and committee-specific competences by councillors to address policy issues. Lack of understanding of governance issues by councillors was being used by the Minister to issue Ministerial directives, ostensibly to protect the public. This has resulted in unprecedented conflicts which have affected the smooth running of councils. The other identified factors included the municipal organisational culture that hinders innovation, research, development and industrialisation; the local governance structure which resulted in reporting dilemmas for the CEO and his executives; political interference in administrative work – lack of role clarity between the political leadership and administrative leadership; legal vacuum – non-alignment of Acts of Parliament to the constitution resulting in policy shifts and inconsistencies.

35

Lack of political transformation in the administration of local authority affairs is another challenge that has affected the new school of thought in local governance in Zimbabwe, especially that which subscribes to democratic participation, efficient service delivery and resource mobilisation. An undertaking and transformational adoption of these progressive theories, within the urban local authority context, is further affected by the actors in local governance especially the space barons, urban mafias, the elite and the political players. The study also revealed that leadership was also affected by a lack of understanding of local governance issues by the political leadership. The researcher noted that a cumulative total of 90% of Councillors lacked formal education and had no ordinary level certificates, 80.4% lacked local government experience with some had never worked for a formal organisation. This lack of experience and education compromised the decision and policy-making process. The researcher also noted that Urban Local Authorities are the biggest organisation with a huge complement of the Board of Directors. Harare had 48 Councillors as Board Members. Unfortunately, the majority of these members are not educated, have no formal employment and lack expertise in governance issues. The Councillors recruitment process was a big contributor to the poor leadership challenges, as the majority of them focused on wealth accumulation resulting in massive corruption, administrative capture, patronage and nepotism as revealed by the study. The behaviour of both administrative and political leadership, which emphasizes political expediency and internal conflict is antagonistic to transformational leadership. Though the executives were qualified to run council affairs, their leadership styles were compromised by the mere fact that they were political deployments sent to spearhead political party ideology at councils. As a tier of government, Local Authorities are close to the people, and as such, both government and political parties have interests in their affairs as control of such entities helps in pursuing government and political party agendas of amassing grassroots political support. The study found that political contestation affected the adoption of appropriate leadership styles that are ideal for improved municipal organisation performance. The Researcher however, noted a radical shift in the separation of functions during the Gomba era. Political activists were deployed to occupy strategic and key positions in the Council. Insubordination was rife, and there was no respect for Council leadership by these officials who publicly declared that in their respective party structures, they were more senior to the Councillors and even the Mayor himself. This scenario of non-adherence to the legislative requirements in the conduct of public officials was affecting the adoption of appropriate leadership styles ready to transform local authorities in Zimbabwe.

IV. RECOMMENDATIONS

The conceptual theory developed by the researcher to guide the study which focused on Transformational Leadership and the gaps identified, aided by the findings from the research study, gave birth to the Integrated Municipal Diamond Transformation Leadership Model recommended to be adopted by local authorities. The adoption of this model is envisioned to bring sanity to municipal governance and enhance service delivery.

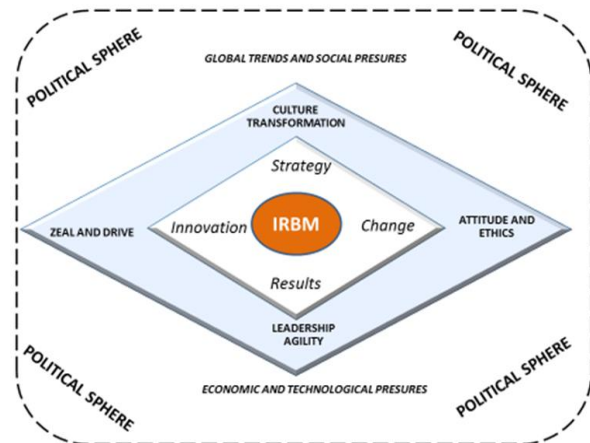### A. Amos Muguti Diamond Transformational Leadership Model

Figure 5: Amos Muguti Diamond Transformational Leadership Model

The model took cognisance of all critical factors that influence municipal leadership and service delivery. At the centre of the model is the adoption of Integrated Result Based Management Systems, with four support pillars of Strategy, Innovation, Change and Results. The focus is on integrated development planning, stakeholder engagement and participation, management commitment to results and the ability to change the status quo. The model is explained below:

i. Culture Transformation

A successful culture transformation requires changing the hearts, minds and skills of municipal employees to achieve organisational goals with unwavering support and active involvement of leaders at all levels. The change process is painful but necessary for municipal organisations to realise and achieve set goals. If properly executed, culture transformation revolutionalizes the municipal organisation in areas of customer experience, diversity and inclusion where leaders and employees embrace diversity and are committed to work and positively impact performance, leadership development and accountability.

ii. Attitude and Ethics

Leadership transformation is not for the faint-hearted. There are many hurdles to successful organisational transformation. Leaders should take proactive initiatives that enhance leadership integrity. Rebuilding lost trust requires that municipal leaders change the way they used to manage the affairs of local authorities. Positive attitude and ethical leadership are built on the foundation of fairness, power-sharing, people orientation, concern for sustainability, goal achievement, change management, shared values and beliefs as well as customer orientation – the "customer first" mantra.

iii. Zeal and Drive

World-class cities are anchored on excitement and desire to be the best. For Harare and other urban local authorities in Zimbabwe to attain smart city status, everyone in the city should be excited and see the vision of the smart city in their minds. Municipal leaders should motivate employees, embrace change and take everyone on board in the achievement of organisational vision and goals. The model emphasises that leaders should create a narrative that connects employees and stakeholder contributions to a shared purpose, mission and values. To create a positive zeal and drive-by employees, leaders need to get insights into the employees and facilitate employee growth potential.

iv. Leadership Agility

The survival of a municipal organisation is based on several key factors including its ability to be agile. Municipal leaders should establish cultures and management approaches that encourage creativity and rapid innovation Zahara et al [31] Reginio et al [32] Shrivastava et al [33]. These approaches encourage leaders to adapt faster in response to volatility, uncertainty, complexity and an ambiguous world. Agile transformation requires that leaders shift from traditional leadership mindset, abilities and development.

Municipal organisations are not immune to fast-paced, ever-changing and disruptive times. Municipal leaders should be able to effectively lead organisational change, build teams and navigate challenging political, economic, social and technological operating environments. Once they adopt leadership agility, municipal leaders can assess risk, decide courageously, and act quickly to meet the rapidly changing environment while producing results and developing others' capacity to work towards improved service delivery. Leaders should be driven by the desire to uphold integrity (self-awareness and accountability), innovation (curious and experimental), sense of urgency (focused and decisive), engagement (inclusive and collaborative) and direction (communicative, empowering and visioning).

The Diamond Leadership Transformational Model took cognisance of the fact that municipal leaders are faced with several challenges as a result of political organisational structure, economic and social challenges, and environmental and technological changes.

Leaders are however, supposed to maneuver and overcome these challenges using an integrated approach to leadership and governance as depicted in the model where everyone is engaged and empowered through the adoption of IRBM as a key leadership attribute focused not on individuals but the achievement of results for improved service delivery.

- Pay it forward concept is called for whereby one does something good to others and those in turn will also do good to others
- Ubuntu
- A functional organisational culture

V. CONCLUSION

Transformational leadership brings transformation yet municipal leaders are facing stabling blocks in becoming transformational leaders. It was concluded that autocratic leadership was mainly used in municipalities with special reference to the City of Harare. This is due to several factors which include political interference, economic challenges, corruption, silo mentality, lack of qualifications and bureaucracy.

DECLARATION STATEMENT

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