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Transformational Leadership Behaviors of Public Sector Leaders in Barbados

Shantal Maxine Munro-Knight
Walden University

Walden University

College of Social and Behavioral Sciences

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Shantal Munro-Knight

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Eric Riedel, Ph.D.

Walden University
2018

Abstract

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by

Shantal Munro-Knight

MA, University of the West Indies, Cave Hill Campus, 1998

BS, University of the West Indies, Cave Hill Campus, 2007

Dissertation Submitted in Partial Fulfillment

of the Requirements for the Degree of

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Abstract

Senior officials in the public service in Barbados, who are charged with the responsibility of leading and managing government ministries and departments, play a critical role in fostering reform initiatives. Few empirical studies have examined specific leadership behaviors in the context of managing change in Barbados. The purpose of this qualitative case study was to identify the specific leadership behaviors of senior officials in public service and to explore the use of transformative leadership by public sector administrators to effect reform initiatives. With Bass and Avolio's full-range leadership theory (FRLT) as the theoretical framework, the research question for this study was used to examine how public sector leaders in Barbados applied transformational leadership to transform the public sector. Fourteen permanent secretaries were initially sampled using the multifactor leadership questionnaire; criterion sampling was then used to identify 7 of these leaders for interviews. The data were analyzed by the researcher for the identification of themes. The results revealed 4 main findings that highlighted the importance of leadership in the reform process and in the specific leadership behaviors used by transformational public servants. Mentorship, team building, and the use of individualized approaches were being used by these leaders to manage change and reduce resistance. In conclusion, while the leaders used the full-range of leadership behaviors in the FRLT, transformational leadership practices were highly effective in managing change. The findings may help public leaders design processes to encourage change in the Barbados public sector.

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Chapter 1: Introduction to the Study

Introduction

While leadership is not the only factor affecting how well organizations perform, researchers agree that it has a positive impact on their success and ability to achieve important objectives (Allen, Smith, & Da Silvia, 2013; Opoku, Cruickshank, & Ahmed, 2013; Orazi, Turni, & Valotti, 2013). Leaders play critical convening and organizing roles that help to influence and facilitate efforts to accomplish shared objectives. They can also significantly improve the performance of teams or the whole organization by shaping the processes that determine organizational performance (Yulk, 2012). Without identified leaders, organizations lack focus, become unresponsive, and stop growing (Garg & Jain, 2013). The literature on leadership and organizational effectiveness demonstrates that specific types of leadership behaviors are related to positive efficiency outcomes and follower satisfaction (Verlage, Rowold, & Schilling, 2012).

Management literature has tended to concentrate on an examination of leadership behaviors and characteristics, particularly in private organizations. Consequently, less is known about public sector leadership (Andersen, 2010; Vogel & Masal, 2012). Public sector leadership studies have tended to focus on the skills and abilities of public managers or the role of political principals. The development of critical theory on the difference these leaders make within their specific contexts has not featured greatly in these studies (Demeter & Tarperdal, 2013). Little research exists that identifies the dominant or specific leadership characteristics used by senior public sector officials

generally, and more specifically, as they seek to advance change or meet organizational objectives (Pacek, 2010; Villoria & Igelsias, 2011).

Across all organizational settings, studies on change management have highlighted the importance of leadership to successfully steer organizations through the change process (Mangundjaya & Gandakusuma, 2013; McKnight, 2013). Whether the change is planned, rapid, or emergent, the exercise of certain types of leadership behaviors becomes critical to determining how well the organization overcomes associated challenges (Mangundjaya & Gandakusuma, 2013; van der Voet, Groenveld & Kuipers, 2014). According to Holten & Brenner (2015), the use of specific leadership behaviors which encourage receptivity among followers facilitates successful management of change. While reform is prevalent in the public sector, the processes through which change happens have not been given much attention in the public management literature (van der Voet, Groeneveld, & Kupiers, 2013). The organizational change agenda in the public sector is associated with reform initiatives brought about by new public management (NPM) theory (van der Voet, Groeneveld & Kupiers, 2013). NPM theory posits that the public sector can achieve greater efficiencies through the introduction of private sector management principles, such as performance-based measures, goal-setting procedures, and business accounting. Theoretically, the adoption of such measures leads to improved operational efficiencies and consequently enhanced service delivery (Demeter, 2013; Vogel & Masal, 2012).

Few researchers have examined leadership and government-led reform initiatives in the Commonwealth Caribbean context and specifically in Barbados. The academic

literature on public administration has often not focused on the experiences of small states (Bissessar, 2012). Given the transplantation of public administration practice in small states from large developed countries, public service leadership in post-colonial societies is predicated on an inherited hierarchical structure. Seniority rather than performance and adherence to rules and regulations rather than the adaptive capacity of leaders is prioritized (Bissessar, 2012; Lodge, Stirton, & Maloney, 2015).

This research used a qualitative case study approach to explore how senior public sector leaders apply transformational leadership in a context-driven by demands for reform and enhanced service delivery. The case is defined by public administration in a small island nation. The study used the full-range leadership theory (FRLT) developed by Bass (1985) and Bass and Avolio (1991) to assess leadership styles across ministries and government departments in Barbados. The study contributes to the emerging body of work that focuses on the behaviors of public sector leaders, particularly as they manage change in their organizational contexts.

This chapter provides an introduction and a background to the problem of public sector leadership. It includes a problem statement examining the deficit in the literature, the purpose of the study, and the research questions used to guide the study. Other sections include the nature of the study, definitions of key terms, the assumptions, scope and delimitations, limitations, and the potential contribution of the study to public policy.

Background

The highly competitive and rapidly changing nature of the global environment requires that organizations constantly retool and reorganize their operations to increase

efficiency and sustain high performance (Allen, Smith, & Da Silva, 2012). The challenge

of increased demands for improved service delivery in the face of rising costs and

declining profitability confronts organizations in public and private spheres (McTaggert

&O'Flynn, 2015). As they navigate this environment, greater emphasis is placed on the

role of leadership and the ability of leaders to spur innovation, motivate staff, and deliver

improved organizational outcomes. Consistently, the academic literature has pointed to

the distinct roles that leaders play during periods of organizational change. Leaders

enhance the likelihood of organizations successfully navigating change by their capacity

to guide and shape processes (Yulk, 2012). This positive relationship between effective

organizational change management and leadership identified in the literature is not

limited to its effect on organizational structures and processes. Their ability to motivate

and encourage follower acceptance is critical to achieving positive organizational

outcomes (Voet Kuipers & Goreneveld, 2015). By influencing how followers experience

and adapt to change, leaders help to shape attitudes toward performance and encourage

goal attainment (Oberfield, 2012).

Although a large number of leadership studies have attempted to understand how

leadership behaviors affect the ability of organizations to transition smoothly from

moments of disequilibrium, they have tended to focus on the role of leadership within

private organizations (Voet et al., 2014). This trend could be attributed to the inability of

theories of public sector leadership to find a dominant place in the early development of

leadership theory (Orazi, Turrni, &Valotti, 2013). Even as the academic literature on

leadership in the public sphere is slowly emerging, researchers are debating whether a

theory of public sector leadership is either feasible or necessary. This contention arises in the context of the further debate about the extent to which the structure of the civil service facilitates the exercise of leadership beyond the political directorate (Orazi, Turrni, & Valotti, 2013). The scholarly literature presents contrasting pictures of public sector leaders as both powerful and constrained by the environments within which they operate (Oberfield, 2012). Notwithstanding this contention, there is a consensus that leaders operating in the public sphere play an important role in shaping improved outcomes in the civil service (Oberfield, 2012). The scholarly literature also suggests that there is emerging recognition that public sector leaders play an important role during the implementation of processes designed to change or reform the operations of government.

This recognition arises in the context of ongoing attempts by governments worldwide at public sector reform (McTaggert & O'Flynn, 2015). According to these authors, despite numerous attempts, the record of success of these government-led reform initiatives is poor (McTaggert & O'Flynn, 2015). Academics and practitioners in public management and administration are challenged to understand the reasons for this failure (McTaggert & O'Flynn, 2015). In many cases, analysis of reform initiatives is limited in scope and fails to provide a complete picture of the complex processes involved. Notably, theories of public sector reform have been criticized for their inability to sufficiently address the challenges of leadership during the reform process (Kellis & Ran, 2015).

The transformational leadership theory was first identified by Burns (1978). However, it was Bass (1985) who developed the initial concept into the four-factor component model. Several studies have shown that transformational leadership theory

can identify the leadership characteristics that are highly associated with successful organizational outcomes generally, and more specifically during periods of organizational change (Chou, 2014; Paulsen, Callan, Ayoko & Saunders, 2013). Academic research on leadership in public administration has also shown that transformational leadership is an applicable and important theory for explaining leadership practices in the public domain.

There are, however, significant gaps in the academic literature as it relates to the understanding of leadership behaviors in the public sector and more specifically how these leaders apply transformational leadership practices in their attempt to guide their departments and staff through periods of change (Lars & Knies, 2013). Analysis of leadership in the public sphere has tended to juxtapose it against that of private sector leadership as opposed to examining the specific nature of the public service environment which give rise to the exercise of particular leadership behaviors.

Problem Statement

Governments across the globe are challenged by the need to enhance their delivery of goods and services in the face of growing demand by their populations and increased calls for greater efficiency and transparency in government operations (McTaggert & O'Flynn, 2015). Public administrators are tasked with the responsibility of meeting these increased expectations of government by implementing wide-ranging initiatives aimed at reforming the operations of the public sector. These public servants must exercise this responsibility in the face of increasingly shrinking government budgets, risk-averse organizational culture, and an ever-changing political landscape.

How they exercise their leadership in such a context becomes extremely important in understanding how government institutions are currently functioning.

The academic literature confirms the importance of leadership to managing change, ensuring follower commitment, and sustaining change processes (Emmanuel & Ugochukwu, 2013; Kurmet Kivipõld, & Vadi, 2010; Popli & Rizvi, 2015). At the same time, the academic literature has tended to focus its analysis of change management and leadership in private organizations. Consequently, little is known about how leaders manage change in public sector settings. There is even less knowledge about the leadership practices public sector leaders employ as they seek to implement change (Muchiri, Cooksey, & Walumbwa, 2012; Villoria & Igelsias, 2011).

Having an increased understanding of how senior public servants lead becomes all the more important given the lack of academic studies exploring the specific leadership behaviors that these leaders employ in an environment marked by efforts to transform the operations of the public sector. There are many unanswered questions in public management about who manages change and how leaders influence change within their specific context (O'Flynn, 2015).

This gap in the literature limits a full understanding of the reasons why governments have not been able to successfully implement initiatives that are designed to enhance service delivery for citizens at either the central government level or at the level of individual ministries. This qualitative study is intended to close this gap in the literature by identifying and exploring the leadership styles of senior public sector leaders

and the application of transformational leadership within a context marked by ongoing efforts at reforming government operations.

Public sector reform is an important tool utilized by governments as a means of enhancing effectiveness and efficiency objectives in the delivery of services to their populations (van der Voet et al., 2014). Successful implementation of such initiatives, specifically in developing and Commonwealth Caribbean countries such as Barbados, has been extremely limited (Bissersar, 2012; Mohammad, Naz, & Nand, 2013; Repucci, 2014). On the other hand, emerging research on public management has reinforced the importance of leadership and has begun more concretely to identify the specific characteristics of leadership within the public sphere (Villoria & Igelsias, 2011). A study examining the impact of transactional and transformational leadership styles on organizational performance in Nigeria found that these leadership styles positively correlated with organizational performance (Emmanuel & Ugochukwu, 2013). Similarly, a case study examining the effectiveness of leadership during an NPM-based change in the public sector found that there was a positive relationship between the application of specific leadership behaviors, employee morale, and organizational effectiveness and performance (Kellis & Ran, 2015). However, this study also found that the proposed reform agenda facilitated leadership approaches that failed because they were ill-suited for the public service context (Kellis & Ran, 2015).

There is also a substantive gap in the literature on public sector operations. This gap has led to the application of theoretical approaches to leadership in the public sphere which did not take into account the specific context of the civil service. It was assumed

that private sector-based approaches to leadership were directly relevant to, and thereby

easily adaptable to, the civil service environment (Villoria & Igelsias, 2011). To date,

academic research in these areas has tended to focus on traditional performance measures

and has not examined issues of leadership and decision making as a substantive area

impacting performance in the public sector (Andersen, 2010). There is also insufficient

research on leadership and organizational change within the public sector in a small state

context. The extent to which issues of leadership and the application of specific

leadership behaviors can help explain the success or failure of initiatives intended to

reform the public sector has also received little focus in academic literature. A fuller

understanding of the dimensions of leadership, the specific leadership styles, and their

execution in the public sector context can assist in the further development of theories of

public sector leadership, public sector change management, and public administration.

Purpose of the Study

The purpose of this qualitative case study was to identify and explore the

leadership behaviors of senior public servants and their application of transformational

leadership in the context of a government-mandated reform agenda. With this research, I

hope to contribute to an understanding of how public sector leaders apply

transformational leadership as they seek to manage the organizational demands for

change and enhanced performance. In so doing, the research adds to the emerging

literature on the specific leadership behaviors practiced by senior civil servants.

This dissertation utilized a case study approach that identified the leadership

behaviors of senior public servants working across various ministries in the small state of

Barbados. It examined how permanent secretaries (PSs), in particular, apply their

transformational leadership as they manage their responsibilities and also seek to

implement initiatives geared at contributing to the enhanced operations of the public

sector. The study used three instruments: a standardized survey instrument, the

Multifactor Leadership Questionnaire (MLQ 5X), which measures leadership based on a

five-point Likert scale; semistructured interviews for gathering in-depth experiences and

perspectives from study participants; and document analysis to review important reports

on the reform process. The insights gained will help to guide further research on

leadership within the public sector and the practice of transformational leadership among

senior public servants. While there have been a few studies on leadership and public

sector reform in the Caribbean, no recent empirical studies are examining leadership in

Barbados, and more specifically the practice of transformational leadership.

<center>Research Questions</center>

While there is a large body of work on leadership and the role of leaders in

change management processes in the private sector, less is known about the role of

leadership in facilitating change in the public sector. There has been little analysis of the

specific leadership behaviors of senior leaders charged with the daily responsibility of

leading and managing in the public sphere.

The main research question was:

- How do leaders in the public sector in Barbados apply transformational

  leadership in the process of efforts to transform the public sector?

In addition to the main research question, the study sought to gather data on two additional questions:

- What are the leadership behaviors of senior public servants across Barbados as they seek to manage and lead their departments?

- How do permanent secretaries apply transformational leadership in their attempts at reform of the public service?

The research used a standardized survey instrument, MLQ 5X, a semi-structured interview protocol, and document analysis to gather the necessary data. Through the use of document review, the study assessed how the government of Barbados integrated issues of leadership in the design and execution of reform initiatives. The document review examined publicly available government documents, such as evaluation reports of planned reform initiatives, sourced from the Department of Public Sector Reform. A keyword search was used to identify the number of mentions of leadership in the documents. Further analysis was undertaken to identify the consideration given to (a) leadership as an important factor supporting the implementation of the planned change, (b) identification of specific leadership roles and functions, and (c) identification of leadership as one of the areas of evaluation in the success or failure of the planned change initiative.

Semistructured interview questions are open-ended; they permit study participants to disclose information freely without limitation and allow for follow-up questions. The interview questions allowed for the collection of data from study participants focusing on the leadership practices employed by PSs as they implement reform processes. Initial

interview questions were shared with an academic lecturer in the field of public management at the University of the West Indies, Cave Hill Campus, in Barbados. The following are interview questions for the identified target group:

1. You have been identified as a transformational leader based on your responses to the questionnaire that was previously sent. How important do you think your specific leadership style is to achieving successful outcomes in your ministry?

2. Have you always led using the characteristics identified in the survey or has your leadership style changed over time?

3. How important do you think your transformational leadership is when you are implementing change initiatives designed to reform the public sector?

4. What are some of the specific things that you do as you seek to encourage a process of reform in your ministry?

5. Is your leadership approach different when you are leading change oriented processes as opposed to when you are leading other activities?

6. Transformational leadership:

    a. How effective would you say your transformational leadership has been as you try to bring about change in your ministry?

    b. Can you provide specific examples of the effectiveness of your transformational leadership during a period of change in your ministry?

The MLQ 5X measures leadership on a five-point Likert scale that uses a nine-factor analysis of leadership across various domains of transformational, transactional and laissez-faire leadership styles. The questionnaire has 45 questions and can be self-rated.

Theoretical Base

Theories provide a framework for understanding natural phenomena by helping to organize existing knowledge and offering tentative explanations about the relationships observed between units (Meuser et al., 2016). They also ground the research in an empirical base that helps frame research questions, hypotheses, data collection, and analysis procedures. In this study, applying a theoretical framework provided an important basis for the discussion on the leadership practices in the public sector. Early leadership research focused on the performance-related influence that leaders exerted over subordinates with little focus on the specific leadership behaviors that helped to foster change in organizations (Yulk, 2012). The political context of the civil service bureaucracy has also raised contention about the feasibility of a theory of public sector leadership. Consequently, leadership theories applicable to the public sector are only slowly emerging (Orazi, Turni, & Valotti, 2013).

The theory framing this study is the FRLT, developed by Bass (1985) and Avolio and Bass (1991). The FRLT examines leadership across a continuum of non-leadership associated with laissez-faire leadership to the most effective and efficient leadership style associated with transformational leadership behaviors. The basis of the FRLT was the early work of Burns (1978), who originally conceptualized two main types of leadership: transformational and transactional. Bass and Avolio (2004) proposed five

transformational, three transactional and one laissez-faire factor of leadership. Transactional leaders were defined by the use of social exchange in their relationships with subordinates while transformational leaders were those who sought to satisfy higher order needs in followers through motivating and inspiring followers to achieve higher (Burns, 1978).

Throughout the literature, enhanced performance outcomes are closely associated with transformational and transactional leadership styles. Transformational leadership theory identifies four types of leadership behaviors that best foster successful organizational change as leaders interact with their subordinates. The four components of transformational leadership theory as articulated by Bass (1985) are:

1. Individual consideration, when leaders pay special attention to the specific needs of each follower and help them to achieve higher levels of potential;

2. Idealized influence, when leaders serve as role models for followers;

3. Intellectual stimulation, when leaders create a stimulating environment for followers that encourages their efforts to be innovative; and

4. Inspirational motivation, when leaders seek to motivate and inspire followers in ways which encourage team spirit and optimism.

Because transformational leadership has received much attention in the literature, researchers have examined many hypothesized links between transformational leadership and various organizational outcomes. There is strong empirical and theoretical research that supports a positive link between transformational leadership behavior and improved organizational outcomes (Kellis & Ran, 2015; Oberfield, 2012). Importantly, throughout

the literature, transformational leadership has been identified as an important tool for change in the public sector (Kellis and Ran, 2015).

The transformational leadership theory was not intended to explain the organizational change process. Nevertheless, the theory has a positive association with the implementation and management of change in organizations (van der Voet et al., 2014). It is also ideally suited to explaining organizational contexts that are evolving and shifting (Van Wart, 2014). The central idea of transformative leadership is that by incorporating the four specific behaviors identified, leaders can help to motivate followers in ways that change behaviors and encourages commitment to organizational goals (van der Voet et al., 2014). Understanding the practices of leaders in their interactions with employees as they attempt to achieve organizational goals, particularly in a situation of major change, can provide insights into which practices might be most appropriate in the context of managing change in the public service.

Research on transformational leadership in academic literature is widespread. A global study of organizations found that there was a correlation between high-performing teams and leaders who rated favorably on transformational leadership (Bass,1985). Another study examining trends in leadership theory found that transformational leadership captured the most attention among researchers, with interest in transactional leadership also very high (Mueser et al., 2016).

Despite the lack of consensus on which leadership approaches are most appropriate, the FRLT is one of the most widely used and embraced theories across a variety of disciplines (Oberfield, 2012). While the FRLT has gained widespread attention

from scholars in the general management literature, it has been slower to gain

prominence in public administration research. A recent spate of academic studies that

applied the theory in the public sector setting has helped to garner greater acceptance

(Moynihan, Panda & Wright, 2012; Paarlberg & Lavingna, 2010; Vigoda-Gadot & Beeri,

2012).

The MLQ 5X is the most widely used instrument for measuring the nine factors of

the FRLT (Antonakis, Avolio, & Sivasubramaniam, 2003). The tool developed by Bass

and Avolio (1991) has been used alongside the FRLT to measure leadership styles in a

variety of contexts. The FRLT provides a lens for an examination of whether certain

types of leadership promote leader effectiveness, increased organizational consensus on

goals and objectives and greater potential for enhanced subordinate performance. The

theoretical framework allows for a better understanding of how varying leadership styles

can lead to differing organizational outcomes. Thus, the FRLT provides a suitable base

for this study in its attempt to examine the leadership behaviors of senior public sector

leaders and the application of transformational leadership. The components of this

framework, and more specifically transformational leadership have been used to study

organizational performance, leadership effectiveness, organizational culture, and change

in various settings. A more detailed analysis of the theory will be presented in Chapter 2.

Nature of the Study

I sought to explore the various leadership practices of senior public servants and

the application of transformational leadership in the context of a reform agenda in the

public service. I used a qualitative research design, which is best suited when the

population or issue cannot be easily measured, and the problems need in-depth exploration (Basnal & Corley (2011). Given the intent of the study, a quantitative or mixed method approach would not have been suitable.

Quantitative research seeks to test a hypothesis in order to deduce a cause and effect relationship between variables. The intent of this study was not to establish a cause and effect relationship but rather to explore an emerging issue for which there is little existing research. As opposed to quantitative research, qualitative research allows researchers to undertake a descriptive confirmatory analysis of the phenomenon under study (Nolen & Talbert, 2011).

I used a case study approach to explore the topic. Case study research provides a level of flexibility not offered by other qualitative approaches. It allows the researcher the opportunity to design the case to suit the specific context and complexity of the phenomenon under study (Dickson-Swift, 2014). It also allows the researcher to provide detailed descriptions and analysis which help to understand how and why things occur (Ridder, 2017).

Data were derived from three instruments. (a) a standardized survey instrument, the MLQ 5X, which collected information on the leadership styles of PSs; (b) an open-ended interview protocol facilitated in-depth interviews to explore the perspectives of study participants; (c) document analysis allowed for the review of relevant reports and documents. NVivo software was used to undertake content analysis, which sought to identify themes and patterns emerging from the collected data.

Operational Definitions

Leadership: The capability of a leader to influence, motivate, and facilitate others in the organization to contribute to the effectiveness and success of the organization (Abdul Aziz, Silong, Abdul Karim, & Hassan, 2012).

Leadership behavior: Leadership behavior is the behavior pattern used by a leader to resolve the organizational issues (Awan & Mahmood, 2014, p. 12).

Leadership practices: Leadership practices are the behaviors, style, and manner in which leaders exercise leadership in organizations (Abdul Aziz, Silong, Abdul Karim, & Hassan, 2012).

New Public Management: A management theory that encourages reform of public sector organizations on the basis of the greater autonomy of managers and results-based targets in order to improve operational performance (Wynen & Verhoest, 2016).

Public sector: All publicly controlled, publicly funded agencies, enterprises, ministries managed by the government.

Public sector leaders: Leaders in the public sector with career administrative positions as opposed to political or policymaking leaders (Van Wart, 2013). In this study, the term public sector leaders is used interchangeably with administrative leaders (Orazi, Turrini, & Valotti, 2013).

Public sector reform: Planned interventions that affect the organization, performance and working conditions, paid at any level from the government budget (Zia & Khan, 2013).

Laissez-faire leadership: Leadership characterized by limited guidance for subordinates, avoidance of decision making and lack of effective presence (Bass, 1985).

Transactional leadership: A type of leadership in which the leader is responsible for communicating goals and instructions to followers, observing their behavior, and providing rewards based on follower responses (Oberfield, 2012).

Transformational leadership: A type of leadership in which the leader motivates their followers by satisfying their needs and encouraging creativity (Verlage & Rowold, 2012)*.*

Assumptions

I based this study on several important assumptions. I assumed that the Government of Barbados, particularly the Ministry of the Civil Service, was interested in understanding the leadership behaviors of their senior personnel and how these leaders exercise their leadership to drive change. Consequently, they would be receptive to the study and facilitate access to the identified study participants, as well as relevant documents and reports. The design of the study assumed that senior public servants have different leadership styles that are shaped by the specific context of public bureaucracy, and that there are senior leaders who use a transformational leadership style in the execution of their duties. The research also relied on the willingness of PSs to participate in all stages of the study and to respond honestly to questions about their leadership styles.

Given the existing academic literature, I assumed that the instruments to be applied in the data collection process would be adequate to answer the research questions

posed. Moreover, the study suggests that the results can inform an enhanced

understanding of the application of transformational leadership in the public service.

Limitations

The research relies heavily on the access to and the agreement of senior officials

at the level of PS to participate in the study. PSs were identified as the study sample

because of their position and role. However, these officials were busy, and it was difficult

to secure their consistent participation in the study. The Government of Barbados does

not have a Freedom of Information Act that guarantees the public the right to access

relevant official documents. The government is also at the very early stages of developing

comprehensive information and communications technology platform that provides for

easy sharing of information across ministries. There was limited publicly available

documentation that allowed for a thorough contextual understanding of the issue.

The study also relied on senior leaders, specifically PSs, agreeing to identify and

discuss their leadership behaviors. The extent to which their perceptions of their

leadership behaviors are positive or negative could be a limitation of the study.

Scope

The study examined the leadership behaviors of senior leaders working in the

civil service in Barbados. It took as its study population senior leaders identified by their

position and leadership of an identified government department or entity. The

government of Barbados has publicly identified all of the ministerial portfolios across

Barbados and the responsible civil servants assigned to each portfolio. Purposive

sampling was used to identify a sample from this population of senior leaders, and

criterion sampling used to identify transformational leaders from among them. The study sought to sample a total of 20 senior leaders and approximately 8–10 transformational leaders.

Documents were sourced directly from the Office of Public Sector Reform, which is the department of government that has been established to lead reform initiatives. Additionally, purposive sampling was employed to identify the sample of PSs interviewed about their leadership behaviors when attempting to lead reform initiatives in their departments. The interviews used semistructured interview questions.

Delimitations

The study focused on senior officials in the civil service across Barbados. The sample population was limited to senior officials with the designation of PS and who have direct responsibility for leading a ministry. There are 46 senior officials in Barbados, of which 20 are PSs. The study sought to sample the total population of these officials. However, while I examined the leadership behaviors of these senior officials, only a sample of those identifying as transformative was selected to participate in follow-up interviews.

The study was not designed to draw causal conclusions about leadership in the public service. The use of a qualitative case study approach provided an in-depth examination, which explored the context-specific environment of the public service in Barbados. Regarding transferability, the results of the study can be replicated and applied to other public service contexts with similar characteristics.

Significance of the Study

There is a gap in the literature as it relates to understanding public sector leadership and processes of organizational change (Orazi, Turrni, & Valotti, 2013). Given the paucity of research in the area, this study can benefit the emerging academic literature aimed at analyzing public sector leadership and also help increase understanding of how leadership behaviors shape reform processes in the specific context of the public service.

Analyzing public sector reform in countries in the Caribbean is context specific and must take into account multiple factors (Sutton, 2008). This analysis can encourage a reconfiguration in the implementation of processes designed to reform the public sector, particularly for developing countries (Sutton, 2008). The practice of public sector reform is characterized by failure, and the need for greater evaluation of the approaches to, and the processes of, implementation of reform initiatives (O'Flynn, 2015). Given the lack of attention in the literature on the leadership styles and behaviors of public sector leaders and how this influences change/reform processes, this study could make an important m to understanding leadership in the public sector and enhance its practice and effectiveness in the context of managing change.

Summary

In this chapter, I provided an introduction and background that highlighted the importance of leadership to organizational success. The chapter also identified that leadership was particularly important in the context of organizational change. However, there is lack of focus in the academic literature on leadership and leadership styles in the

public sphere. The paucity of research on how public sector leaders lead particularly in a context of change limits the understanding of why reform measures often fail.

The chapter identified the main research question and sub-questions to be addressed in the study. The theoretical framework, the FRLT is widely accepted in the study of leadership. The theory examines leadership across a continuum and is associated with the MLQ 5X which measures the factors associated with the identified leadership styles of the FRLT. The assumptions, limitations and operational definitions of the study were also discussed. The discussion on the scope of the study provided some indication of the social change implications of the study.

In Chapter 2, I will present a synthesis of the current research on leadership and managing change in the public sector. An explanation of the literature research strategy will also be presented as evidence of the thoroughness of the review and also to allow for replication of the study. An analysis of the elements of the FRLT and its application to the study of leadership in the context of the public sector is also completed.

Chapter 2: Literature Review

Introduction

Globalization and the increasingly interdependent nature of the world economy have sharpened the impact of external shocks and heightened competitive forces. High operating instability, downsizing, and uncertain profitably characterizes this environment. In these circumstances, leadership plays an important role as organizations seek to restructure and adapt to the ongoing challenges. Despite consensus by academics and practitioners of leadership that it matters in all organizational contexts, the primary focus of academic literature has been on studying the relationship between leadership and the management of change in a private sector setting. There has been little focus by researchers on the role leaders plays in implementing and managing change in the public sector.

Moreover, while there is some consensus that initiatives designed to transform the operations of the public sector have failed to deliver the results, little is known about why they failed and how leaders tasked to implement such initiatives influence change (McTaggart & O'Flynn, 2015). The academic literature identifies transformational leadership with positive organizational outcomes, particularly in the context of organizational management. Several studies have also shown its applicability to the public sector. An exploration of the leadership behaviors in the public service setting can help to deepen the understanding of the strategies and tactics used by senior public service leaders, especially when they are implementing initiatives designed to transform the public sector.

The purpose of this case study research was to explore the leadership behaviors of senior public servants in the small island state of Barbados. Specifically, the study explored the application of transformational leadership behaviors of identified public administrators charged with the responsibility to implement initiatives aimed at reforming the public sector. The literature review was, therefore, focused on a discussion of leadership generally and specifically within a public sector environment, as well as the identification of specific leadership behaviors that influence organizational change within a public sector setting.

This research aimed to contribute to the growing body of academic literature on public administration and leadership by specifically focusing on senior public sector officials charged with the direct responsibility of managing government ministries and departments. The main research question guiding this study was: How do leaders in the public sector in Barbados apply transformational leadership in the process of efforts to transform the public sector? The two sub-questions were: What are the leadership behaviors of senior public officials across Barbados as they seek to manage and lead their departments? How do PSs apply transformational leadership in their attempts at reform of the public service? The purpose of this chapter is to explore relevant theories on leadership, provide an overview of the context of leadership and public sector organizational change, and to introduce the theoretical framework and research relevant to the methodological approach used in the study.

The first section seeks to describe and explain the theoretical framework applied in the study. It provides information on the background and dimensions of the theory.

The second section examines the dimensions of leadership, including its historical

development generally and specifically within a public sector environment. It also details

the history of leadership theories, as well as its different strands and the state of academic

literature to date. The third section describes public sector reform and discusses the

history and context of leadership and public sector reform in Commonwealth Caribbean

countries. The discussion focuses on the implementation of NPM processes that have

been the driver of reform initiatives in Commonwealth small states such as Barbados.

Literature Search Strategy

The following databases were used to identify literature relevant to the study:

ProQuest, Thoreau, Business Source Complete, Academic Premier and SAGE Premier.

The following keywords were used: *leadership, leadership effectiveness, leadership*

roles, public sector + leadership, public service + leadership, public sector reform +

leadership, organizational change + leadership, transformational leadership + Bass,

transformational leadership + organizational change. Specific attention was paid to

searches that would provide information and studies related to the main theoretical

framework for the study, the FRLT, as well as the MLQ 5X. Databases searches in this

respect focused on keyword searches related to *FRLT + names of authors + MLQ +*

Bass. Several fields delimited the search: journals articles only, full text and peer-

reviewed journal articles, journal articles with the identified keywords published within

the last six years and by the author, particularly for articles written by Bass and Bass and

Avolio. Further research concentrated on identifying and searching for authors cited in

various dissertations on topics related to leadership, leadership effectiveness, traits, and behaviors.

Online research explored the website of the Office of Public Sector Reform in Barbados to examine the information stored on the website and to gain information on the history and process of public sector reform in Barbados.

Theoretical Foundation

The FRLT is the theoretical framework for the study. The FRLT is based on the work of Burns (1978), who developed transformational and transactional leadership theory. Bass (1985) and Bass and Avolio (2000) later expanded the work of Burns and developed the theory of full-range leadership. Rethinking about the prevailing leadership theories suggested they needed to move beyond a narrow focus on the provision of rewards and sanctions and the leader's responsibility for goal identification and clarification. For Bass, the missing element in current theories was a clear understanding of how leaders exerted influence on followers that encouraged them to transcend their self-interests voluntarily, and become invested in the team and organizational goal achievement (Antonakis, Avolio, & Sivasubramaniam, 2003).

The earlier conceptualization of transactional and transformational leadership viewed them as two distinct types of leadership behaviors (Burns,1978). Conversely, Bass (1985) argued that rather than two distinct typologies, the leadership factors were complementary (Trottier, Van Wart, & Wang, 2008). As conceptualized by Bass and Avolio (2000) the FRLT examines leadership across a spectrum of laissez-faire, transactional and transformational leadership (Hinkin & Schriesheim, 2008). While some

researchers treat the FRLT as representing a continuum of leadership behaviors from least effective to most effective, Bass's (1985) conceptualization of the theory was not of a static hierarchy of leadership behaviors but rather as patterns of leadership used by all leaders in varying amounts (Trottier et al., 2008).

One of the reasons that the FRLT stood out among other theories of transformational and transactional leaders was not only the expansion of the dimensions of these two concepts but also the methodological approach to measuring leadership. Unlike other researchers utilizing longitudinal case study research, Bass applied survey research to the study of leadership behaviors (Trottier et al., 2008). Over time, the FRLT has evolved from the initial six-factor model. The current version of the theory identifies nine factors: five transformational, two transactional, and two passive avoidant factors.

<div align="center">**Elements of the FRTL**</div>

Transformational Leadership

Transformational leadership has emerged as one of the most researched leadership theories (Roswold, 2013). It is predicted that it will continue to be the dominant theory of choice for researchers of leadership (Meuser et al., 2014). In the field of organizational behavior, the theory is also one of the most prominent (Wright, Moynihan, & Pandey, 2012). Despite the emergence of many studies that have sought to analyze the dimensions and effects of the transformational leadership theory, the four component model as elaborated by Bass (1985) and Bass and Avolio (1991) remains dominant in academic literature (Meuser et al., 2014). The four-component model is made up of the following dimensions:

1. Idealized influence: leaders exhibit behaviors that allow them to be seen as role models by followers. Idealized influence has two components: the actual behavior of the leader and the perceptions of followers about the leader's abilities and behavior.

2. Inspirational motivation: transformational leaders inspire and motivate followers through charismatic, inspirational behaviors which challenge followers and engage them in jointly visioning and achieving agreed goals.

3. Intellectual stimulation: the leader in this dimension encourages creativity and innovation by creating a challenging and stimulating environment for followers, in which new approaches are encouraged and valued.

4. Individualized consideration: the transformational leader provides individualized attention to each follower's needs for growth and provides a supportive environment which demonstrates acceptance of individual needs (Hemsworth, Muterera, & Baregheh, 2013; Oberfield, 2014).

Transformational leadership theories grew rapidly in the 1970s and 1980s as organizational shifts occasioned by changes in the world economy brought the need for new leadership skills and capacities (Trottier et al., 2008). Transformational leaders are identified by their ability to influence and change how followers perceive the sphere in which they operate (Chou, 2014; McKnight, 2013; Oberfield, 2012). They are successful in achieving organizational goals because they can fulfill four important roles: helping followers remain committed to organizational goals by emphasizing the importance of task outcomes; motivating followers to achieve beyond established standards;

encouraging followers to focus on higher-order intrinsic needs; and helping to empower

followers (Ascenio & Mujkic, 2012). This leadership style has proven to be more

effective than the other styles along the full-range continuum in encouraging followers to

higher performance (Bhandarker & Rai, 2015). These types of leaders have the ability to

gain the trust and respect of followers. They can effectively motivate followers to

improve organizational performance by aligning followers with the organization's vision

and mission. Transformational leaders inspire and motivate followers to pursue higher-

order goals in the best interest of the organization. This approach is in direct contrast with

leaders who use rewards and individual motivation to encourage subordinates (Wright et

al., 2012).

   While this leadership style has proved to have direct positive organizational and

follower outcomes, the impact of transformational leadership can also be felt indirectly

through intervening factors such as goal clarity (Caillier, 2016). Transformational

leadership behaviors and goal clarity have a positive mediating impact on follower self-

efficacy, turn over intentions, and extra-role behaviors. Consequently, these positive

follower behaviors lend themselves to enhanced personal and organizational performance

(Cailler, 2016).

   In a variety of settings, empirical studies of transformational leadership have

shown that its practice links positively to the achievement of organizational outcomes and

effectiveness (Chou, 2014; Moynihan, Pandey, & Wright, 2012; Roswold, 2013).

According to Abrell-Vogel and Rowold (2014):

In its definition, transformational leadership is seen as the most active leadership behavior that aims at transforming or aligning followers' self-interests to higher levels of concern for the sake of the group or the organization. Thus, transformational leaders motivate and inspire followers to identify with the leader and the organization. Consequently, transformational leadership has been found to be most effective regarding numerous criteria such as employee effectiveness, satisfaction, organizational commitment, and extra effort as well as objective organizational success criteria. (Abrell-Vogel & Rowold, 2014, p. 903)

Several studies have also shown that there is a relationship between transformational leadership and specific follower attitudes, such as job satisfaction, commitment and task performance (Bhandarker & Rai, 2015). This leadership style is also positively related to building collective team effectiveness and enhanced team performance. While the academic literature on the applicability of transformational leadership theory to the public service has lagged, several studies highlight its direct relevance to a public sector environment. An analysis of the application of the FRLT in a public sector context found that transformational leadership accounted for the highest percentage of leadership variance for leadership effectiveness (Trottier et al., 2008). There is also evidence of a higher appreciation for transformational leadership when the follower satisfaction variable is considered.

In different country contexts, transformational leadership is also applicable. In an examination of leadership attributes in a public Indian banking organization, Bhandarker and Rai (2015) found that transformational leadership behaviors were important to the

organization's move towards high performance. Specific transformational behaviors including influencing and role modeling orientations were the mains levers for this improved performance. The ability of transformational leaders to focus followers on achieving organizational goals makes the theory applicable to the challenge of addressing public service motivation (Wright et al., 2012). In their study of 1,538 senior managers in local United States jurisdictions, the researchers found that transformational leadership directly increased employee motivation and goal clarity and indirectly increased mission valence. Given its ability to positively affect mission valence, the authors argued that studies that measure only the direct impact of transformational leadership might undervalue its importance within a public service context (Wright et al., 2012).

Despite its proven positive outcomes, critics have highlighted its conceptual weaknesses. There is confusion about whether its components are a description of or the reasons for transformational leadership (Andersen, 2015). Further, given its focus on the follower-leader relationship, there are questions about the theory's ability to explain the complexity of organizational effectiveness. Jensen et al. (2016) pointed out that the theory offers no explanation for how the dimensions of transformational leadership are related nor does it identify the unifying factors. Researchers also highlight the lack of clarity on the process of diffusion of transformational leadership and the role of the followers in influencing the leader's transformational behaviors (Paulsen, Callen & Oyoko, 2012). Notwithstanding these criticisms, the transformational leadership theory remains the most widely accepted and supported theory of leadership (Paulsen, Callen & Oyoko, 2012).

Transactional Leadership

This type of leadership seeks to reward subordinates for high achievement and sanction them for poor performance (Jensen et al., 2016). Transactional leaders use incentives to motivate workers to achieve organizational goals. It comprises three components: passive management by exception, where leaders only intervene after non-compliance or mistakes have occurred; active management by exception, where there is active vigilance by leaders to ensure that there is adherence to standards. Finally, contingent reward, where there is a focus on tasks and role clarification by leaders who provide rewards or sanctions based on follower performance (Antonakis et al., 2003). The three aspects of transactional leadership are logically related as they emphasize the responsibility of managers to clearly communicate goals and instructions, carefully monitor follower behavior and respond appropriately to follower performance (Oberfield, 2012).

Importantly, transactional leadership supports the later successful adoption of transformational leadership. This type of leadership serves to develop the relationship between leader and follower and offer clarity where the use of transformational leadership behaviors might be ambiguous (Hinkin & Schriesheim, 2008). This assertion is supported by Oberfield (2012), who also noted that according to Bass transactional leadership is necessary for the development of high order leadership behaviors that can help to propel greater levels of creativity and potential among followers. In a study of the meta-analysis of transformational leadership, researchers reported that the results

confirmed that transactional leadership is foundational to the exercise of transformational leadership (Gang Wang, Oh, Courtright, & Colbert, 2011).

While a great deal of attention in academic studies has focused on transformational leadership, effective leaders are said to be those that employ both transformational and transactional tendencies (Michel, Lyons, & Cho, 2011). Studies have shown that the contingent reward aspect of transactional leadership is positively related to follower outcomes such as organizational commitment, increased efforts and managerial effectiveness (Michel et al., 2011).

Researchers Jacobsen and Andersen (2016), in their study of transactional leadership in a public school setting, found that contingent reward increased follower self-efficacy but could not be definitively related to improved organizational performance. Similarly, Gang Wang et al. (2011) indicated from their study, that contingent reward was a better predictor of follower task performance than transformational leadership, suggesting that it was necessary to provide goal clarity for followers and motivate them to achieve expected tasks. On the other hand, many studies have also reported that outcomes related to management by exception, whether passive or active, do not have positive outcomes on the same factors (Michel et al., 2011; Oberfield, 2012).

Laissez-Faire Leadership

Laissez-faire leadership is considered to be the most ineffective type of leadership. It is described as a disregard on the part of the leader to supervise subordinates or offer any guidance (Zareen, Razzaq, & Mujtaba, 2015). Leaders using

this type of behavior avoid making decisions and actively chose not to exercise their authority, rather they delegate leadership to followers (Antonakis et al., 2003). It is also associated with non-leadership and is negatively related to effective organizational and follower outcomes in some areas, such as stress, motivational performance, and satisfaction (Yang, 2015).

Despite these traits, researchers also indicate that in some circumstances laissez-faire leadership could be useful in situations where employees are highly skilled and motivated and do not require supervisory oversight (Zareen et al., 2015). In instances where decision making is easy, and subordinates carry out simple tasks with established rules and procedures, this type of leadership could also be appropriate. In a study of leaders in the banking sector, researchers found that laissez-faire leadership was more closely associated with follower motivation than transformational leadership (Zareen et al., 2015). This type of non-leadership, therefore, is not always negative as it can lead to followers feeling respected and autonomous (Yang, 2015). Few studies have focused specifically on the laissez-faire component of the FRLT (Hinkin & Schriesheim, 2008; Yang, 2015). In their study of the FRLT, Michel et al. (2011) did not include laissez-faire, given its lack of association with any positive follower or organizational outcomes. Other studies examining the three full-range leadership dimensions on job satisfaction and organizational commitment, found that higher levels of non-leadership equated to lower levels of employee commitment to the organization (Sayadi, 2016).

Taking into consideration the three components of the model, the theoretical framework of the FRLT best explains the dimensions of neo-charismatic leadership

(Verlage, Rowold, & Schilling, 2012). Researchers have cited the FRLT as one of the most empirically studied leadership theories. It has proven to be positively linked to a variety of organizational outcomes, including satisfaction and commitment, across a variety of institutional and cultural contexts, such as the military, church, education and health systems (Allen, Smith, & Da Silvia (2013).

Further, across a variety of disciplines and organizations, the theory has been accepted by scholars, practitioners and the public (Oberfield, 2012, p. 409). Researchers note that it is one of the best articulated and promising models for examining leadership (Oberfield, 2012).

While accepting that culture and specific organizational contexts play a mediating role in leadership behaviors, Bass (1977) also argued that the main propositions of the theory were universal and applicable across organizational and national contexts. The results of a confirmatory study, statistically testing the FRLT in a health-related context supported previous studies demonstrating the universality of the theory and its applicability across organizational settings and professions (Kanste, Kääriäinen, & Kyngäs, 2009). Another study statistically testing the applicability of FRLT in a federal government setting yielded results confirming the empirical strength of the theory and its measurements (Trottier, Van Wart, & Wang, 2008).

Measurement of the FRLT is associated with the MLQ 5X, a standardized leadership survey that measures the domains of leadership associated with the FRLT using a five-point Likert scale. The MLQ 5X has been identified as one of the most widely used tools to measure the associated factors of leadership (Antonakis et al., 2003).

In their study, Antonakis et al. (2003) indicated that the results confirmed both the reliability and validity of the MLQ 5X and its ability to measure the dimensions of leadership of the FRLT.

Despite the relative applicability of the theory, it is not without critics. Some studies have questioned the extent to which the theory fully explains all of the dimensions of leadership (Verlage, Rowlod, & Schilling, 2012). Antonakis et al. (2003) argued that it does not take into account a construct for measuring strategic leadership. Other researchers point to the shift in academic thinking on leadership, away from the artificial differentiation between transactional and transformational leadership to explore an integrated leadership style which applies a combination of transformational and transactional behavior (Orazi et al., 2013). Criticism has also been leveled at the MLQ 5X as the main instrument measuring the theory. Michel et al. (2012), in their study, noted that a broader, more inclusive view of leadership that went beyond the MLQ to include measurements of task-oriented, relational, and other leadership variables was needed in order to explain the current leadership context.

Despite these stated limitations of the theory and its associated tool, it is still rated as one of the most heavily tested and used tools to address leadership across all organizational settings. As will be discussed later in the chapter, the theory has direct applicability to concerns related to leadership in the public sector and leadership during a process of change, making the theory appropriate for the research questions under study. I, therefore, used the theory and its measurement tool to explore the leadership behaviors of senior public officials in Barbados through the application of the MLQ X5 and used

these results to explore further how specific senior leaders apply their transformational

leadership as they seek to implement initiatives intended to reform the public sector.

Defining Leadership and Leadership Theories

Despite the strong focus on leadership and the consensus that it is important

across all organizational settings, the academic literature points to little consensus on the

definition of leadership (Spicker, 2010). Leadership has existed in all societies regardless

of their cultural makeup and social order; its complexity has yielded a multiplicity of

definitions describing specific elements of the concept (Trottier et al., 2008). The

synonymous use of leadership with management provides some definitional ambiguity

(Philips, 2014). This lack of definitional clarity is also associated with its highly

contextual usage and its practical application through the influencing that occurs in the

interaction between leaders and followers (Trottier et al., 2008).

Various definitions have described leadership as either relational, behavioral or

consisting of inherent traits. This conceptualization of leadership is described as being

aligned to industrial and postindustrial orientations that view it as hierarchical and

exclusive on the one hand and inclusive and empowering on the other (Haber, 2012). In

the reviewed literature, several themes emerged to describe what leadership is and what

leaders do. Spicker (2012) identifies six classes of approaches to defining leadership,

namely:

- Leadership as motivation and influence

- Leadership as a set of attributes or traits

- Leadership as management

- Leadership as a system of authority

- Leadership as a relationship with subordinates

- Leadership as a set of roles (Spicker, 2012, pp.35-37)

Altogether, the varying definitions of leadership identify similar elements. One summary definition describes it as influencing interactions with groups of followers to implement changes and achieve the determined goals (Aziz, Silong, Karim, & Hassan, 2012). Leaders create change by applying process-oriented and relational practices in pursuit of attaining goals. Effective leadership is said to be evidenced if there is successful group performance, follower satisfaction, and a large-scale change in the organization (Aziz et al., 2012). Likewise, Yulk (2012) identified leadership as facilitating and influencing the individual and group efforts towards achieving identified objectives. Definitions of leadership or identification of its major characteristics are closely intertwined with the history of leadership research and theory.

Leadership Theory

The historical development of leadership theory was characterized by confusion and an array of contradictory results that lacked coherence (Chemers, 2000). Notwithstanding, there has been a long history of leadership research and theory that has evolved from a focus on how individual great men shaped their societies to a focus on the traits, characteristics and context-specific types of leadership displayed by leaders in various organizational situations (Landis & Harvey, 2014). The early development of leadership theories is marked by the development of four dominant theoretical strains (Jogulu & Wood, 2006) as outlined below:

- Great Man theory - this theory assumed that Great Men were born with innate personal attributes that only a few could possess. These personal attributes set the leader apart from his followers.

- Trait theory - Trait theory had its basis in the foundational elements of the Great Man theory. The theory focused on the traits or characteristics of leaders that were still thought to be unique and innate. A long list of traits was distilled, and a consensus emerged around the identification of self-confidence, need for achievement, motives for actions, and self-monitoring as key characteristics.

- Behavioral theory - Researchers soon concluded that traits alone were not enough to explain leadership and began to examine the interaction of leaders and followers, as well as other situational factors. This saw a move away from the idea that Great Men were born to a focus on leadership behaviors that could be learned or acquired. Behavioral characteristics were identified by three main leadership styles: democratic, autocratic, and laissez-faire.

- Situational leadership theory - This was developed based on the acceptance that both trait and behavior characteristics were important. Situational theories suggested that leadership is a matter of situational demands.

On the other hand, the historical development of leadership theories is also classified into four periods:

- The period before the presentation of Fiedler's (1964) contingency model;

- The period from 1965 to 1975, focusing on the development and elaboration of contingency theories;

- The period from 1975 to 1985, when cognitive theories and concerns about gender differences arose; and

- The period since 1985, which has most extensively focused on transformational theories and cultural influences (Chelmers, 2000, p. 27).

The identification of major leadership theories is also variable. Meuser et al. (2016) identified four major leadership theories: Trait, Behavioral, Situational, and Integrative. Situational reflects the main tendencies of contingency theory while integrative theory includes the areas of transactional, transformative, and servant theories. On the other hand, Burian, Maffie, Burian, and Pieffer (2014) identified over 11 leading leadership theories. Table 1 describes the major leadership theories identified by the authors.

Table 1

Abbreviated Table of Leadership Theories

Theory/Model	Primary Theme	Pioneers
Trait	Personality characteristics	Carlyle, Cowley, Galton
Behavioral	Leader actions and behavior	Blake & Mouton, Lewin, Tannenbaum & Schmidt
Contingency Style	Style depends on situation	Fiedler, Morgan
Power & Influence	Leveraging power to accomplish goals or tasks	French & Raven

Charismatic	Inspirational and motivational	Weber
Ethical	Values-based approach	Brown & Trevino, Bandura
Authentic	Integrity and transparency	Avolio
Transactional	Compliance through rewards and punishment	Weber, Bass
Transformational	Inspire followers to change expectations	Burns, Bass
Servant	Enriching the lives of individuals	Liden, Greenleaf
Systems	Study of systems and systems thinking	Bertalanffy, and Kast & Rosensweig (Malos, 2012)

Note. From "Leadership Systems Model: An Integration of People, Process, And Behaviors in A Dynamic and Evolving Environment," by P. E. Burian, R. Francis, P. S. Burian, and M. A. Pieffer, 2014, *International Journal of Management & Information Systems (Online)*, *18*(4), pp. 261–270.

The emergence of transformational and transactional leadership theories, particularly the factor model by Bass (1985) brought into greater focus the identification of specific leadership characteristics (Landis, Hill & Harvey, 2014).

Leadership in Public Sector Organizations

Civil service employees with career administrative positions are identified as public sector leaders (Van Wart, 2013). They are distinguished from other leaders in the public sector that have political or policy-making roles. Aziz et al. (2012), citing Van Wart (2003), indicated that the history of leadership theories applied to the public sector could be seen through six eras: Great Man, followed by Trait, Contingency, Transformational, Servant and Multifaceted. During the Great Man era, leadership practices were learned through identified successful political leaders. The trait era was characterized by the selection of leaders based on specific individual traits and skills. The contingency era focused on the variables leaders faced, such as performance, follower,

cultural and structural effect. In the servant era, the public sector was associated with ethical responsibilities to followers and stakeholders. Finally, in the transformational leadership era, the capabilities of leaders to create organizational change was emphasized as the most important determinant of effective leadership. Since the 1990s until today, there are currently a number of multi-faceted theories of leadership practices used in public sector (Aziz et al., 2012).

Recent studies looking specifically at the public sector have identified that understanding leadership characteristics is important and that there is a relationship between these characteristics and government effectiveness (Aziz et al., 2012). This is an important development since public sector leadership was not a focal point in the early debates on leadership. There was a general belief that administrative leadership did not exist in practice given the perceived low level of control public officers had over the operations of the public service.

Interest in public administration gained momentum with the rise of the transactional/transformational leadership debate in the 1980s and found its niche when public management studies began to focus on the differences between leadership in public and private organizations. Researchers argue that public management is not only different in degree from corporate management but it is also qualitatively different (Andersen, 2012). While public administration literature points to the differences between public and private management, there is insufficient research on the specific nature of public management (Andersen, 2012).

Despite many studies exploring various dimensions of public sector leadership, understanding of its complexity is still limited (Voet et al., 2015). Further, there has only been recent acceptance in the field of public administration that leadership has a positive impact on groups and organizations (Pacek, 2010). Ongoing research in the area is necessary given the lack of research on public sector leadership. Whereas emerging literature on leadership in public and private organizations has focused on differences in these institutions, the research has been narrowly focused on issues of job satisfaction, organizational commitment and effectiveness, and efficiency (Andersen, 2010). Few studies have examined the impact of organizational characteristics on leader behavior and leader outcome criteria.

There is growing acknowledgment that there are specific constraints and pressures in the public sector that create a more complex context when compared to the private sector environment. Consequently, new practices of public administration are emerging with a focus on leader effectiveness, employee satisfaction, and empowerment. Public managers are depicted as both powerful and constrained by their organizational context. As powerful leaders, they help to determine the formal and informal organizational processes that propel followers to work towards a common goal. On the other hand, they are challenged by their organizational context that includes cynicism, strong trade unions, entrenched organizational processes, and limited mechanisms to motivate followers (Van Wart, 2013). Given these circumstances, a different approach is required than practiced in the corporate sector. Table 2 describes the contemporary leadership challenges of public sector leaders as identified by Van Wart (2013).

Table 2

Contemporary Challenges of Leaders in the Public Service

Leadership Focus	Contemporary Challenge
Leading for results	• Long-term fiscal stress, need for tough choices • Globalization and the penetration of higher level of competition • Market values
Leading followers	• Increased cynicism of followers • Reduced resources to compensate
Leading organizations	• Technological revolution and the need for virtual management and leadership skills • Redesigning organizations and systems to fit • Dramatically different public demands
Leading systems	• Challenges of team-based organizational leadership • Unraveling social consensus
Leading with values	• Lack of trust in political and administrative systems

Note. From "Lessons from Leadership Theory and the Contemporary Challenges of Leaders," by M. Van Wart, 2013, *Public Administration Review*, *73*(4), pp. 553–565.

The challenges of public sector leadership have been amplified by the current global context as well as the internal pressures related to the politically led agenda for restructuring and reform (Tizard, 2012). Responding to these mounting pressures will require leaders with new sets of skills and capacities not needed in the past. They will need to work collaboratively not only within the public sector but with a wide range of external partners (Tizard, 2012).

Transformational leadership has been identified as the most suitable leadership style that could be applied in the public sector. Many in public administration have tested

or explored the relevance of the theory to a public service context, particularly its impact on organizational performance (Bellé, 2014). Troitter et al. (2008), in their study of leadership in the public service, argued that it had long been recognized that transformational leadership is important in the public sphere. Further, in their study, the researchers validated the critical link between understanding public sector leadership and the applicability of transformational leadership (Troitter et al., 2008).

A study which sought to examine the relationship between transformational leadership and citizen behavior by examining a sample of full-time government employees revealed that while transformational leadership did not have a direct effect on citizen behavior, it positively affected clan culture and effective commitment (Kim, 2014). These findings reinforced other studies that identified the importance of transformational leadership in the public service and the ability of such leaders to foster behaviors among subordinates that support attachment to the organization and its overall development (Kim, 2014).

Not only have attempts been made to test the applicability of the theory to the public sector but researchers have also sought to examine whether the transformational leadership factors tested by MLQ 5X are valid and stable. Researchers sought to test the psychometric properties of the transformational leadership factors measured by the MLQ 5X by undertaking an analysis of its impact among senior public service executives. The study tested for three measures of validity and inter-item correlation for reliability and found that there were significantly high levels of inter-item correlation, indicating significant internal consistency in the items on the scale (Hemsworth, Muterera, &

Baregheh, 2013). All the measures of validity produced highly significant results ranging from moderate to large. Given these results, Hemsworth et al., (2013) argued that senior public executives exhibit elements of the properties related to transformational leadership and that its measurement tool, the MLQ 5X, is both valid and reliable among this population.

Notwithstanding the proven applicability of transformational leadership to the public sector setting, researchers also found evidence that transactional leadership is also utilized. Specifically, the contingent reward dimension was positively correlated to higher self-efficacy (Jacobsen & Andersen, 2016).

Leadership and Organizational Change in the Public Sector

Organizational change has become commonplace for most organizations (Holten & Brenner, 2015). In this context, not only is leadership an important aspect of organizational change management but leading organizational change is one of the most challenging and critical jobs of leaders (Andersen, 2012; Landis & Harvey, 2014). The academic literature suggests that change management is a tool for improving organizational performance and effectiveness (Andersen, 2012; Voet et al., 2014). Change-oriented leadership behavior comprises four dimensions: leadership style, the decision-making processes, operational demands and the manager's power motivation (Andersen, 2012). The activities of change leaders typically include developing a future vision, implementation plan, communicating the vision of change, being a good role model and motivating employees (van der Voet, 2016).

The management of change requires strong leadership in order to create new systems and institutionalize new approaches. Research themes in the change management literature have largely focused on content, contextual, process, and criterion issues. However, there is evidence that specific leadership styles enable leaders to successfully implement certain organizational changes (McKnight, 2013; van der Voet, 2016).

Notably, change management theory has been criticized for its failure to consider context specific nuances, making its applicability to an analysis of public sector somewhat tenuous given the complexity of the public service. In particular, the bureaucratic red tape can be a significant barrier to the positive relationship between change management, employee participation and quality communication (van der Voet, 2016).

Transformational Leadership and Organizational Change

All organizations need leadership as they seek to implement change and the implementation of that change is highly dependent on the characteristics of the leader. The main leadership theory that emphasizes organizational change and demonstrates a positive relationship to the implementation of change is transformational leadership (van der Voet et al., 2014; Van Wart, 2012). Van Wart (2012), argued that transformational leadership relates directly to change and is mostly relevant in an environment characterized by some disruption. This positive relationship is channeled through the ability of these leaders to change the basic beliefs and attitudes of followers, and influence followers' positive perception of the change process (McKnight, 2013; Voet et al., 2014). However, transformational leadership is distinct from the concept of change

leadership. Transformational leadership is perceived as a cross-situational leadership style that is successful in change management because of the leader's ability to influence how followers perceive change. The individualized consideration domain of transformational leadership fosters positive inter-personal relationships, which has the most important impact on the commitment of followers to change (Abrell-Vogel & Rowold, 2014).

Research on the application of transformational leadership theory in a context of turbulent change found that both at a practical and conceptual, once the leader possesses the ability to promote team identification and support creativity and innovation transformational leadership produces positive organizational outcomes (Paulsen, Callen, & Oyoko, 2012). Additionally, a study of nine companies across Japan examining the application of leadership behavior in an environment of change found that transformational leadership was a successful strategy for motivating employees to support organizational change both directly and indirectly (Chou, 2014).

While there has been little academic research that examines transformational leadership in public sector settings, recent research indicates that the theory has a number of beneficial outcomes in this setting. This suggests that these leaders should engage in mainly transformational behavior and depend less on the use of transactional leadership (Oberfield, 2014). According to van der Voet, 2016, research empirically proved that transformational leaders might be particularly effective leaders and that transformational leadership enhances the relationship between the change leader's behaviors and the participation of subordinates.

A review of academic literature further supports this contention and shows a growing tendency to highlight the benefits of transformational leadership in the public service context (Kellis & Ran, 2015). Research has also found a direct link not only with transformational leadership and reform initiatives in the public sector but with their successful implementation (Moynihan et al., 2012). The authors recommended that a broader research agenda should further investigate the mechanisms through which leaders influence reform and policy implementation.

New Public Management Theory

Reform processes are driven by the need of governments to enhance efficiency and effectiveness and are primarily based on the principle that the public sector can achieve higher levels of performance with the adoption of business-based principles (Kellis and Ran, 2015; Verbeeten & Spekel, 2015; Vogel & Masal, 2012). These reform initiatives involve the implementation of intentional changes to the processes and operational structures within the public service in order to enhance their operations McTaggart & O'Flynn, (2015).

While public management reform of this nature has been practiced on an ongoing basis, the actual processes through which organizational changes take place has received little attention in public management literature (Voet et al., 2014). For developing countries, the public sector plays a critical role in the context of national development. Reform initiatives, therefore, respond to the need of the state to enhance service delivery (Sirisetti, 2015). In this context, emphasis on efficiency and effectiveness has dominated the reform efforts of most developing countries and has included efforts to downsize the

state and introduce performance-based management principles and systems (Sirisetti, 2015). Reform initiatives in the public sector can range from small-scale improvements intended to enhance operations to more radical changes intended to transform the public service (Voet et al., 2014).

NPM has been the banner under which most efforts at public sector reform have been introduced both in the developing and developed country context. It was developed in the 1980s in response to the depressed economic environment facing many countries (Vogel & Masal, 2012). It is described as an amalgamation of beliefs, experiences, and principles that frame review and restructuring processes in the public sector (Verbeeten & Spekel, 2015). Initially, NPM was a general concept used to provide an understanding of the changes in public management, but it evolved into the universal label for all changes in the public service (Pedersen & Lofgren, 2012). NPM based reforms are not intended to respond to the demands of the public, but rather they are geared towards public managers. The intent is to steer them towards more outcome-oriented behavior and incentive-based solutions to addressing the challenges in the public sector (Pedersen & Lofgren, 2012).

One of the central questions facing researchers and practitioners of public management and administration is why reform initiatives tend to fail. Very often public sector reform initiatives are often not evaluated and continually occurs even though there is little evidence that they are successful (McTaggart & O'Flynn, 2015). Moreover, the theory has not been able to provide a full explanation that enhances the understanding of the dispersion of the complex process of reform in organizations McTaggart and O'Flynn (2015). There is also little evidence or empirical research that clearly identifies the

performance effects of reform initiatives (Verbeeten & Spekel, 2015). Two main reasons

have been put forward for the failure of reform initiatives: the first relates to issues of a

design fault and the second points to issues of leadership failure (McTaggart & O'Flynn,

2015).

The question of who leads and how they achieve change remain unanswered

questions in public management (McTaggart & O'Flynn, 2015). In their research

examining leadership in the context of managing NPM based change in the public sector,

the authors argued that NPM based reforms had produced leadership approaches

negatively aligned to the specific complexities and dynamics of the public service (Kellis

& Ran, 2015). Reform initiatives implemented under the banner of NPM have been

found to lead to poor employee morale and increased workloads since associated

leadership tactics lead to poor performance and organizational outcomes (Kellis & Ran,

2015).

Public Administration in the Commonwealth Caribbean

The Commonwealth Caribbean refers to those small states that were previously

British West Indies territories of the former British Empire. The region includes existing

British Overseas Territories (BOTs) as well as independent states such as Barbados.

Except for Trinidad and Tobago, Dominica and Guyana, all of these states retain the

Queen as head of state (Minto-Coy, 2016). One of the defining aspects of the colonial

history of the Commonwealth Caribbean is the adoption of the Westminster-Whitehall

model of government (Sutton, 2008). Authors have cited the key characteristic of

Westminster styled government as the concentration of executive power and the lack of

separation of powers between the executive and the legislature (Sutton, 2008; Quinn, 2015). Despite gaining independence, there have been no significant changes to the economic and social structures, in particular, the politico-administrative system (Minto-Coy, 2016).

While national practices now intermingle with those that were inherited, little radical change has been made to the systems of governance with the Caribbean. Identifiable elements of the Westminster-Whitehall model that have influenced public service administration have been characterized as the following: centralized control exercised through hierarchical structures; the formal separation of policymaking from policy implementation; the dominance of general administrators at the apex of the system; an emphasis on following rules and procedures, which involves substantial paperwork; and recruitment and promotion notionally based on merit, but actually based on considerations of race, class, and connection (Sutton, 2008, p. 2). Despite the emergence of new leadership in the Caribbean the thinking and orientation of the West Minister systems have remained unchanged. The over-centralization of the public service has persisted as a feature of the civil service to the present (Minto-Coy, 2016).

There has been some recognition of the need to transform the operations of the public service to address both the negative consequences of the colonial heritage and current shortcomings. To aid in these efforts, Caribbean governments have continually relied on reform initiatives. Such initiatives have included attempts to improve human resource development, service delivery, information management systems, financial management, operational systems and processes, and accountability and performance

management (Soverall, 2016). Critics of the reform process suggest that the historical legacy of the colonial era has produced approaches to reform in the Caribbean that have been externally driven, and ill-suited to the specific political and socio-economic context of the region (Bissessar.2012). Lodge, Stirton, and Maloney (2015) also discussed the maladaptive capacity of this inherited system on the pre and post-independence administrative structures in Commonwealth countries, specifically Jamaica. The externally driven nature of reform was reinforced with the intervention of International Monetary Fund (IMF). Even as tensions emerged with the inherited development administration model of public service leadership, IMF Structural Adjustment Programs enforced new private sector-based management styles. In this context, NPM emerged in the late 1970s and 1980s as the dominant model for public sector reform initiatives in the Commonwealth Caribbean (Bissessar, 2012; Sutton, 2008).

The application of NMP based reforms in the region was based on three approaches: the rethinking of the relationship between the government and corporate sphere to deliver more effective and efficient government; the influence of the private sector on change processes and the delivery of services; and the development of human resource development programs as a means to manage change and promote new attitudes (Sutton, 2008). While NMP based reforms were aimed at enhancing the capacities of public servants, questions remained as to the applicability of the process to small states in the Caribbean. The imported ideas of reform made assumptions about the political and administrative systems in the Caribbean that were empirically invalid (Soverall, 2016). The politicization of the civil service, lack of consensus on the preceptions of public

interest and the lack of neutrality and impartiality run counter to the objectives of public sector reform initiatives (Soverall, 2016).

According to Bissessar (2012), while many significant improvements have been brought about by such initiatives, including e-governance strategies and enhanced efficiencies in some areas of government's operation, many modern attempts at reform associated with NPM initiatives have failed to bring about transformative change. "While, however, there were pockets of procedural changes along with the establishment of new institutions and departments, these reforms were often ad hoc and there was little attempt to overhaul the entire public sector" (Bissessar, 2016, p. 186).

According to Minto-Coy (2016), current waves of reform initiatives in the Caribbean have continued to be responsive to an external agenda characterized by a neo-liberal orientation. In seeking to respond to the global financial crisis and the direction of the IMF, recent reform initiatives have focused on reducing spending in the public sector, mergers, and enhanced tax systems. Pre-occupation with public-private partnerships is also one of the hallmarks of this externally responsive agenda. However, there are emerging signs that "reform fatigue" has begun to set in as civil servants have been called upon to bear the weight of the adjustment (Minto-Coy, 2016, p. 50). Given the failure of these interventions to substantially reform Caribbean bureaucracies, careful evaluation and detailed assessment are recommended to ensure that lessons learned can result in improved responsiveness and enhanced governance (Minto-Coy, 2016).

Public administration leadership in the Caribbean has been shaped by a combination of four forces: dominance of the colonial legacy of public administration;

World War II, that impacted on its intellectual and operational evolution; the specificities

of the region's policy-making structures and political culture; and the tenets of the

international public sector reform movement (Jones, Walcott, & Grey-Alvaranga, 2016).

Hence, effective leadership in the public sector is hampered by systemic issues including

the culture of risk avoidance, a preference for maintenance of the status quo and a

reluctance to implement bold policy initiatives and innovate. Partly to blame for this

situation is the historical legacy of public administration that undervalues flexibility and

creativity, as well as the extremely pressurized environment within which public sector

leaders operate (Jones, Walcott, Grey-Alvaranga, 2016).

Even with the implementation of new human resource practices and leadership

development initiatives intended to streamline recruitment efforts and enhance capacities,

critical challenges remain in public administration. If governments are going to respond

adequately to the new challenges facing the public service, building the capacity of public

sector leaders must become one of the most important agendas (Soverall, 2016). Jones,

Walcott, and Grey-Alvaranga (2016) identify the contemporary challenges facing

Caribbean public sector leaders as the following:

- Managing scarcity, a demanding clientele, and bargaining with international
  networks;

- Managing internal and national talents through industrial relations; and

- Managing the process of the transformational agenda and developing and
  executing joined up policy frameworks. (Jones, Walcott & Grey-Alvaranga,
  2016, p.216)

Table 3 presents the identified leadership skills and orientations that contemporary

Caribbean leaders will need as identified by the authors. Notably, the authors associate

the managing of the transformational agenda within the public service with a

transformational leadership orientation.

Table 3

Context-Specific Leadership Skills and Orientations

Context	Leadership skills	Orientation	Constituents
Managing scarcity and bargaining with international networks	Team oriented empathetic, innovative and consultative	Charismatic, task-oriented, shared responsibility	Multiple, including civil society, political hierarchy, and the private sector
Talent management	Nurturing/empowering/ mentoring	People-oriented	Unions, universities, internal staff
Transformational agenda	Visionary, creative, tactical	Transformational	Unions, political hierarchy
Policy development and management	Logistical, consultative, trans-departmental visioning	Bureaucratic, task oriented	Internal ministries/departme nts, general public

Note. Adapted from "Contending with Caribbean public sector leadership in the twenty-first century," by E. Jones, A. Walcott, & S. Grey-Alvarenga, in I. D. Minto-Coy & E. Berman (Eds.), *Public Administration and Policy in the Caribbean*, 2016, Boca Raton, FL: CRC Press, pp. 216–217.

Jones, Walcott, and Grey-Alvaranga (2016) indicated that for an agenda of change in

public administration to be truly transformational it would require strong leaders that are

bold, visionary and principled.

Public Sector Reform in Barbados

Public sector reform initiatives in Barbados are guided by the Government of Barbados White Paper on Public Sector Reform (PSR) (Government of Barbados, 1998). The white paper on PSR defines public sector reform as:

> a deliberate policy and action to alter organizational structures, processes, and behavior in order to improve administrative capacity for efficient and effective performance. It requires the public service to focus less on the procedures used traditionally by the bureaucracy and more on outcomes or outputs consistent with the policy intentions of government. (Government of Barbados, 1998, p. 15)

The document clearly defines the parameters into which the public service in Barbados falls. It indicates that the public service speaks specifically to "civil service ministries and departments together with statutory agencies whose functions and responsibilities are akin to those of civil service departments, especially in the delivery of services at the national level or individual customer level" (Government of Barbados, 1998, p. 17).

The White Paper suggested that reform initiatives are intended to assist the Government of Barbados in its quest for sustained economic growth and development in the face of a changing global context. The document identified the critical challenges facing the public sector and to be addressed by reform initiatives as:

- human resource management practices and financial management;

- accountability and management flexibility;

- the use of information technology in modern management practices; and

- functional relationships at the senior executive levels. (Government of

  Barbados, 1998, p.16)

The White Paper specifically identified the agency associated with reform initiatives in Barbados as the Ministry of the Public Service/Ministry of the Civil Service, which is under the authority of a Minister with specific responsibility for the portfolio. Currently, the public sector reform agenda is being undertaken directly through the Office of Public Sector Reform, which is a department of the Ministry of Civil Service. Bissessar (2016) identified the range of reform initiatives undertaken in Barbados since the 1990s. Table 4 identifies these initiatives.

Table 4

Civil Service Reforms in Barbados

Type of Reform	Nature of Reform
Agency Reforms	• 1997 - Establishment of office of public sector reform
Human Resources Management Reforms	• 1998 - Human resources management information systems • 1998 - EAPs • 2001 - Performance review and development system • 2003 - Service assessment and improvement program • 2003 - customer service program • 2004 - Human management/personnel excellence program
Legislative Reforms	• Development of new public service Act • Legal Mandate of Value for Money Auditing performance
Financial Reforms	• 1993 - computerization of the Treasury Division • 1996 - Program and performance-based budgeting • 1998 - Pension Reform introduced • 1998- Financial management information systems • 2004 - Accrual accounting

Note. From "Assessing public sector reform in the Anglophone Caribbean," by A. M. Bissessar, in I. D. Minto-Coy & E. Berman (Eds.), *Public Administration and Policy in the Caribbean*, 2016, Boca Raton, FL: CRC Press, pp. 179–200.

The relationships between the state, the private sector, and other non-governmental organizations, have allowed Barbados to achieve some success in its implementation of reform measures (Bissessar, 2012). In its deliberations with the IMF and the implementation of prescribed measures, the country adopted a bargaining model that involved not only the state but the private sector, unions, and academia (Bissessar, 2016). Notwithstanding this success, greater modernization in the approach to reform measures is necessary. The government of Barbados through the Office of Public Sector

Reform embarked on a strategic plan for 2013–2018 that is intended to advance

initiatives aimed at transforming public service. The 2013–2018 strategic plan of the

organization indicates that the key objectives of the office are to:

1. Deepen the awareness for Public Sector Reform;

2. Develop a culture of Customer Orientation;

3. Facilitate the effective and efficient delivery of public service;

4. Develop a professional and performance-oriented public service;

5. Establish linkages with other institutions in the area of PSR;

6. Develop an in-house capability to harness human resources;

7. Promote an organizational structure that builds professional competencies, fosters career mobility and establishes efficient operating systems; and

8. Train a high caliber professional staff and develop a cadre of public sector internal consultants (Office of Public Sector, 2013, p.4)

Summary and Conclusions

The exercise of leadership has existed across all civilizations irrespective of their

socio-cultural makeup (Trottier et al., 2008). The ongoing academic research into the

dimensions, nature, and impact of leadership theories demonstrates the importance of the

concept. While the features of the current global environment bring new challenges to the

exercise of leadership, existing traditional and contemporary theories provide important

insights into how leaders lead across a variety of contexts.

Moreover, the reviewed literature has demonstrated that leadership has become a

critical focus of organizations as they seek to adapt and restructure to meet current

organizational challenges (Opoku, Cruickshank, & Ahmed, 2015; Allen, Smith & Da Silva, 2013). The focus on leadership is driven by the need for organizations to improve the efficiency and effectiveness of their operations and the relationship between leadership and organizational outcomes (Kivipõld & Vadi, 2010)

Leaders play important roles in supporting successful organizational outcomes and supporting among other things employee satisfaction, goal clarification and alignment with organizational vision and mission. Despite ongoing debate about the ability of various theories, to consider all of the elements of leadership, the literature clearly shows that the FRLT of Bass (1985) and Bass and Avolio (1991) is one of the best leadership frameworks that describes a range of leadership behaviors evidenced in a number of settings (Verlage, Rowold, & Schilling, 2012). In addition, transformational and transactional leadership have emerged as the most researched leadership framework used by researchers to understand leadership dynamics, particularly the interplay between leaders and followers (Meuser et al., 2016). In particular, transformational leadership has proven to be the most effective leadership factor necessary for ensuring desired organizational outcomes (Wright et al., 2012). The ability to motivate, influence and create an environment that supports follower innovation and self-efficacy distimguishes transformational leaders (Bellé, 2014). The positive effect of this type of leadership is demonstrated in varying degrees through all of its identified domains.

While the effects of transactional leadership are less positively associated with leadership effectiveness and successful organizational outcomes, there is evidence to suggest that transactional leadership is an important leadership factor for the development

of transformational leadership characteristics (Oberfield, 2012). Despite the critiques of

the FRLT and transformational leadership specifically, the literature also highlighted that

it remains one of the most widely used and accepted frameworks for measuring

leadership. Similarly, the MLQ 5X that measures the FRLT is widely accepted as a valid

and reliable tool (Antonakis et al., 2003).

The literature also demonstrated that leadership studies have been primarily one-

sided, focusing on the practice of leadership in the private domain. Studies on private

sector leadership have dominated the academic literature with little attention paid to the

dynamics of leadership in the context of bureaucracies. This lack of attention to the

practice of public sector leadership created a gap in the literature relating to how public

sector leaders navigate the specific environment in which they operate. The exercise of

leadership in the public domain has proved to be both contextually and substantially

different from that of leadership in the private sphere (Van Wart, 2013). Public officials

face specific challenges that are intrinsically related to the socio-politico environment in

which they must function. They are challenged by the demands of political executives

and the public, as well as an operating environment that is risk-averse and economically

constrained.

The literature on public sector leadership depicts these leaders as both constrained

and powerful in the exercise of their authority (Orazi et al., 2011). While the literature on

leadership in the public sector is only recently gaining momentum, transformational

leadership has been highly associated with positive organizational outcomes in this

setting. Studies have highlighted that public sector leaders that apply transformational

leadership behaviors are better able to produce desired results (van der Voet, Groeneveld, & Kuipers, 2014).

Another gap in the literature relates specifically to how leaders in the public domain lead during a period of change. Currently, governments globally are grappling with the need to reform and restructure the civil service to respond to the demand for improved efficiency in the delivery of goods and services to their populations. Despite many years of attempts to reform the public sector under the banner of NPM, such measures have failed to have a transformative effect on the operations of the public service (Verbeeten & Speklé, 2015). Importantly, there is little understanding of how leaders charged with the responsibility of implementing reform initiatives influence change. This lack of understanding makes it difficult to thoroughly explain why change initiatives do not succeed and how leaders influence such changes (McTaggart & O'Flynn, 2015).

The present study sought to fill the gap in the literature by undertaking a qualitative case study approach to understanding leadership dynamics in the public service, particularly within the context of a small state. The literature points to a positive association between managing change and transformational leadership within a public sector setting. The study adds to the body of literature examining this dynamic by specifically exploring how senior officials identified as transformational apply their specific leadership behaviors as they seek to implement initiatives designed to bring about change in public service operations. The study can, therefore, enhance the

understanding of public sector leadership, the specific ways that transformation leaders exercise their leadership, and also how such leaders manage change.

In Chapter 3, I will discuss the methodological approach to the study, highlighting the applicability of the qualitative case study approach to answering the research questions under investigation. I argue that the study requires an approach that allows for an in-depth understanding of the problem as opposed to hypothesized causal links between variables. The chapter will justify my method and approach as well as describe the population and sample. It provides a discussion on the data collection and analysis techniques used in the study.

Chapter 3: Research Method

Introduction

The purpose of this qualitative study was to explore the leadership behaviors of senior civil service leaders in Barbados as they seek to implement initiatives geared toward reforming the public sector. In particular, the use of transformational leadership by PSs leading initiatives designed to reform the operations of the civil service will be explored and described. Governments across the globe, and particularly in developing countries, are concerned with increasing the efficiency and effectiveness of the delivery of goods and services to their populations. Despite many attempts at initiatives designed to implement reforms to boost the performance of the public sector, the record has not been one of great success (McTaggart & O'Flynn, 2015). There has been little analysis of how leaders in the public domain lead in the context of such efforts geared at enhancing public sector performance. A focus on leadership and organizational change in the private domain dominates the academic literature. Numerous research studies have documented the effects of leadership on organizational success and change management processes on firms at the national and global levels. Less is known about the leadership practices of public administrators as they seek to lead their staff and departments through a process of change. Thus, this research is designed to gather data that will offer additional insights into the leadership behaviors of public managers during a process of institutional change.

The study was exploratory and was not intended to establish a cause-and-effect relationship between variables, making a qualitative research design the most appropriate methodology to guide the research. The intent was to gain insights into the practices used

by transformational leaders in the public service and to assess their perception of the effectiveness of these strategies. The study sample consisted of senior public officials who carry the designation of PS and who have direct responsibility for leading a government ministry or department. In this research, I was responsible for administering and analyzing all of the data collection instruments. The study used three such tools: the MLQ 5X, a standardized instrument for assessing leadership, semistructured interviews, and document analysis. A variety of methods were used to address concerns related to trustworthiness, such as triangulation and member checking. Data analysis was undertaken through the use of the qualitative software NVivo (version 12), which allowed for efficient comparison and collating of the data. In this chapter, I present my rationale for using a qualitative case study design and explain my role as a researcher.

Research Design Derived Logically from the Problem Statement

The main research question guiding this study was: How do leaders in the public sector in Barbados apply transformational leadership in the process of efforts to transform the public sector? This research question is complemented by two sub-questions that ask: What are the leadership behaviors of senior officials across Barbados as they seek to manage and lead their departments? How do PSs apply transformational leadership in their attempts at reform of the public service?

Leadership practices in the public sector did not find a dominant place in the early academic literature on leadership. There is still much debate in the field of public administration about whether a theory of public sector leadership is feasible given the lack of facilitating structures for its practice (Orazi, Turni, & Valotti, 2013). Despite this

debate, the academic literature on leadership generally, and more specifically on public administration, suggests that leadership plays an important role in shaping the outcomes of public organizations.

The selection of the specific research methodology and design for the study was influenced by the research question associated with the research. There are three primary research methods: quantitative, qualitative, and mixed methods. Given its interpretivist philosophical orientation, qualitative research seeks to understand human behavior by exploring the experiences and practices of individuals within their own context and settings (Kura & Sulaiman, 2012). It is distinguished by its approach to understanding human phenomena through the application of non-statistical measures such as participant observation, interviews, and focus groups. The approaches applied in qualitative research allow for a full description of the research and create a deeper understanding of human behavior (Eyisi, 2016).

Although there is much debate on the substantive divide between qualitative and quantitative approaches, quantitative approaches are distinguished by the application of the statistical tools in the collection and interpretation of data (Kura & Sulaiman, 2012). Unlike qualitative research, quantitative research relies on a large sample population to justify its findings (Kura Balarabe, 2012).

The use of mixed methods research has been increasing given the interest by researchers in gathering multiple types of data to address the heightened complexity of problems. This method brings together elements of both quantitative and qualitative research (Sadan, 2014). As with quantitative research, it requires large sample

populations that are not necessary for the current study. The research does not require the

collection of statistical data and is also not intended to establish a causal relationship

between variables. Rather, it is an exploratory study that requires some in-depth analysis.

The application of a mixed method approach would not add greater value to the research.

There are five identified qualitative research approaches: narrative, ethnography,

grounded theory, case study, and phenomenology. Each approach represents a different

way of collecting and analyzing empirical evidence, and each method has its advantages

and disadvantages (Yin, 2009). Researchers have to choose which method best suits their

research carefully. Yin (2009) identified three conditions that help to determine when to

use each method of research: the type of research question posed, the extent of control an

investigator has over actual behavioral events and the degree of focus on contemporary as

opposed to historical events.

Grounded theory is intended to develop or discover theory through the data

collected from participants about their experience of the phenomenon under study

(Willgens et al., 2016). Grounded theory was not suitable for this study because the

purpose of the study is not theory development. Unlike grounded theory, narrative studies

provide detailed accounts of the stories and experiences primarily of individuals or

groups of individuals. Narrative studies can use multiple data collection techniques but

require extensive detail about the individual. This study was not intended to provide a

detailed account of the experiences or story of an individual, and therefore a narrative

approach is unsuitable. While narrative studies focus on the life experiences of

individuals, phenomenology describes the meaning participants give to their shared

experiences as opposed to how we perceive their experience (Willgens et al., 2016). The

challenge of phenomenology is finding groups of persons that have all experienced the

same phenomenon and can accurately detail the account of their experiences (Wilson,

2015). This research study did not require the type of immersion into the shared

experiences of a group of persons associated with phenomenology.

Ethnographic studies explore the shared patterns of beliefs, behavior, and

language of a cultural group (Bandyopadhyay, 2011). This approach draws from

anthropology and sociology and usually involves a large culture-sharing group.

Ethnography is not appropriate for this study as the intent is not to study a cultural group.

The case study approach tries to describe a decision or set of decisions: why they

were taken, how they were implemented and with what result (Yin, 2009). When the

researcher is attempting to understand a real-life concern in depth, in which the

contextual conditions are important to understanding the phenomenon fully, this

approach is most suitable (Ridder, 2017). The processes of identifying the key elements

and purpose of the available qualitative methods led to the conclusion that the case study

method was the most appropriate method to answer the primary research question under

investigation in this study.

In a case study approach, the researcher intends to use the case, as an illustration,

to describe or discuss the issue under study. In this study, the case was limited to the

study of leadership in a small state. I explored the leadership behaviors of senior public

servants as well as the application of transformational leadership by a subset of these

leaders. The case study method allows investigators to retain the holistic and meaningful

characteristics of real-life events including small group behavior and organizational and managerial processes (Klonoski, 2013).

The use of the case study approach is prevalent in academic research and involves an in-depth examination of phenomena in a real-life context (Thomas, 2011). The approach was best suited for the exploration of the research questions under study, as it identified specific "cases" within a clearly identified setting: public institutions. Importantly, given that the study is situated in Barbados, where there is a lack of studies generally on leadership, in-depth analysis can add significant value to the existing knowledge and spur additional research. One of the main criticisms of case studies is the lack of rigor in the approach, either through bias or generalizability (Johnston, 2013). Later in this chapter, I will discuss protocols to address these concerns.

Role of the Researcher

In qualitative designs, the researcher plays an instrumental role in all stages of the research process, including design, data collection and analysis, and reporting. This is unlike quantitative approaches in which the researcher ensures that there is sufficient distance between themselves, study participants, and the data to be collected and analyzed. In this research, I was the main research instrument. I gathered and accurately recorded all responses and data from participants. I was also responsible for data analysis and ensuring that the research findings were accurately presented. During the data collection process, the involvement of the researcher serves to enrich not only the approach to the study but also the analytic process (Patton, 2002). I sought to accurately gather and record all data from the survey instrument, interviews and document analysis.

Audio recordings of interviews were made with the expressed consent of participants, and these recordings were transcribed using content analysis based on pre-determined themes. A copy of the analysis and findings were shared with the participants for their review to ensure that their responses were accurately captured.

Given the use of semistructured questionnaires, the interview process was approached as an interaction between the researcher and respondents in order to encourage open communication. This type of interaction allowed the respondents to communicate their experiences from their viewpoints; and facilitated follow-up questions, responses and probing by the researcher. There were no personal or professional relationships between the participants and the researcher that unduly influenced the intended participants. No power relationships existed as I do not currently hold any supervisory role associated with the study participants nor are there any pre-existing relationships between the study participants and myself.

<div align="center">

Methodology

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Sample Population

The population for the study was senior officials working across various Ministries and departments in Barbados. Each ministry is assigned a senior officer who in most cases is designated as PS or another title associated with leading that ministry. In the Barbados civil service, these senior public servants are responsible for the discharge of government mandates and are third only to Ministers and the Head of Civil Service in their authority to lead the administrative affairs of government. Consequently, they have

responsibility for leading government mandated change processes in the various Ministries they have been assigned.

The website of the Office of Public Sector Reform showed that there were 46 senior officers in charge of managing the various ministries/sub-ministries and departments. This included personnel in the office of Cabinet Secretary, PSs, and deputy PSs and other officers designated as directors or other titles (Office of Public Sector Reform, 2016).

Sampling and Sampling Procedures

Using purposive sampling, the study sampled 20 senior officials designated specifically as PSs. The title of PS is an established post within the public service and is designated by the rules and regulations governing the public service. PSs are identified by this specific title; there are similar officers within the public service with the same rank and status as a PS, but they are not designated this specific title. PSs, in most cases, are assigned to a specific ministerial portfolio that is headed by a Minister of Government.

The study targeted those leaders within the public service that carried the specific designation of PS and are directly responsible for the discharge of a Ministerial portfolio. PSs are among the top tier of leaders in the civil service of the government of Barbados. In total there are 18 official Ministries in Barbados (Barbados Government Directory, 2017). These Ministries are led by 20 PSs, as some Ministries have more than one PS. For example, the Ministry of Finance and Economic Affairs is staffed by a PS of Economic Affairs and PS of Finance.

Similarly, the Prime Minister's Office is staffed by three PSs, while there is one ministry identified in the government's listing that does not carry a leader with the title of PS. The leadership of ministries and ministerial departments is also held by deputy PSs, cabinet secretaries and other senior servants who carry the rank of PS but not the title. The study excluded these persons and focused specifically on those persons with the title of PS or Acting PS.

Sample Size

The interest in case study approaches is with information-rich cases that arise from studying small groups of participants as opposed to a large study population. Valuable information can be derived from a small number of participants, particularly if they are information rich (Gentles, Charles, Nicholas, Ploeg, & McKibbon, 2015). While sample size is an important consideration in the research design process, the issue of sample size represents a clear ambiguity in qualitative inquiry. The choices about sample size are based on judgment and negotiation (Boddy, 2016). Patton (2012) recommends that studies identify "minimum samples based on expected reasonable coverage of the phenomenon given the purpose of the study and stakeholder interests" (p. 246). Sample size affects the saturation of the study and should never be too small or too large. Importantly, researchers must balance consideration of sample sizes, so the data remains saturated and not superfluous (Mason, 2010).

While there is no consensus in the literature on the number of cases that are most appropriate for a case study, the literature does suggest that in qualitative study sample size should be determined by the purpose of the study and what will provide credibility

(Patton, 2002). In this case study, the purposeful sample consisted of 20 PSs identified

from a population of 46 senior officials. Selection was based on their official designation

as PS and their specific leadership of a ministerial portfolio. This study excluded those

senior officials with responsibility for a specific ministry but without the official title of

PS. Given the focus of the study, targeting this group of persons ensured that the study

reached those officials with direct responsibility for leading Ministries and managing

change.

It also ensured that there were sufficient participants in the study to provide

credibility, particularly since another sample would be drawn from the initial sample

frame. I applied criterion sampling to the initial sample to select those persons to be

interviewed. While the researcher might identify an ideal sample size, data saturation can

be reached before the sample identified becoming exhausted. Data saturation was reached

at the point when no new information could be derived from undertaking further

interviews.

Instrumentation and Data Collection

The selection of data collection instruments is extremely important to ensure that

the data collected will answer the research question(s) posed in the research. In this study,

three data collection instruments were used to gather data from the identified study

participants.

The first instrument, a standardized questionnaire, the MLQ 5X, provided a

scoring of leadership behaviors based on a Likert scale. The MLQ 5X was used to gather

data from the study sample of 20 PSs. The MLQ 5X is an instrument developed by

Avolio and Bass and disseminated through Mind Garden. I was granted a license to use the instrument after payment of a fee. Each question on the instrument is directly related to a specific leadership factor, specifically five elements of transformational, two transactional and two passive avoidant (which includes laissez-faire) The instrument also measures three elements of employee outcomes. The license acquired from Mind Garden, provided a breakdown of the questions attributed to each attribute and directions for calculating the scores across each factor.

The questionnaire was administered to the initial sample of senior civil servants. This provided information on the specific leadership behaviors of senior public servants. The outcomes of this instrument directly answered the research question relating to the identification of the leadership behaviors of these leaders. The questionnaire was e-mailed to participants and follow up calls undertaken to inform participants that the e-mail was sent and to confirm their participation. Participants were given a week from the time the questionnaire was sent to complete the instrument. The MLQ 5X consists of 45 questions and took participants approximately 15–20 minutes to complete.

In addition to the questionnaire, an interview protocol was used to guide semistructured interviews, initial questions are found in Appendix A. This was used to undertake in-depth follow up interviews with selected leaders. It provided an opportunity to obtain detailed information on the experiences, and challenges of these leaders as they applied their leadership behavior in their work environments. The face-to-face interviews took place within participants' offices. The interview protocol contained six guiding questions, and interviews lasted for approximately one hour and fifteen minutes. Notes

were taken directly on the interview protocol in the space provided. These follow up interviews occurred approximately one month after the return and completion of the MLQ 5X. The development of the protocol was guided by leadership theories, specifically transformational leadership, and literature relating to organizational change management. Also, the questions were reviewed by an academic lecturer in the department of management at the University of the West Indies, Cave Hill Campus, as well as the Chair of my committee.

The questionnaire was pre-coded to identify emerging themes. A letter of cooperation requesting permission for the study was sent to the relevant agency requesting permission for the interviews. The interviews allowed participants to express themselves openly providing an opportunity for new information and insights that were not only critical for this study but potentially further research in the area. This is particularly important given the lack of existing research on leadership within the public sector. The main research question in the study directly relates to understanding how these leaders practically apply transformational leadership in their organizational settings. Other questions naturally emerged from researcher probing as the interviews progressed.

Document analysis was undertaken to record data derived from reports sourced online. The document analysis supported the information gathered from the interviews by providing data on the outputs or outcomes of identified leadership interventions. The document analysis included:

- An examination of the white paper on public sector reform, and the extent to which the white paper referenced the issue of leadership in the reform process.

- Available documentation on the specific public sector reform initiatives being undertaken to examine the extent to which the issue of leadership is mentioned.

- Evaluations of public sector reform initiatives to assess the extent they highlighted the issue of leadership in the reform process.

Document analysis was undertaken by the researcher online, specifically at the websites of the Office of Public Sector Reform, as well the website of the specific ministry from which each participant was drawn. No other documents were sourced. During the process of the document review, data were collected by undertaking a search of how many times the word leadership was mentioned and the specific context of each mention.

After the completion of the data collection and analysis process, all participants were contacted in writing with a summary of the study findings, recommendations and a thank you note for their participation. A letter of thanks was also sent to the Head of the Civil Service thanking for them for consenting to the research and facilitating access to the identified personnel.

The MLQ 5X

The theory of transformational and transactional leadership was developed by Burns (1978). This theory was further developed by Bass (1998) and Bass and Avolio (2000), who elaborated a theory of full-range leadership that examined leadership across a spectrum of transformational, transactional and laissez-faire leadership. The Multifactor Leadership Questionnaire (MLQ) developed by Bass and Avolio (1995; 2004) seeks to

examine leadership in a variety of contexts. First published in 1985, it has undergone a number of iterations, leading to the present form, referred to as the MLQ 5X.

Over the last two decades, the MLQ 5X has undergone refinement and validation. It is now the standard tool for measuring leadership behaviors (Rowold, 2005). The MLQ 5X has been used to measure leadership in a variety of contexts, such as business, industrial, military, hospital, educational and government (Babcock-Roberson & Strickland, 2010; Bass, 1999; Hemsworth, Muterera & Buregheh, 2013; Leong & Fischer, 2011). Notably, in 1987 the study was used to measure the practice of transformational leadership at two levels within a New Zealand government agency (Bass, Waldman, Avolio, & Bebb, 1987). In 2016, the instrument was used to examine local government leadership styles in Nigeria (Adanri & Singh, 2016). It has also been used to measure leadership styles relating to employee satisfaction, organizational outcomes and change management (May & Sanders, 2013; Naveen & Haranath, 2015; Sayadi, 2016).

Many academic reviews have sought to test the accuracy of the tool in measuring the various dimensions of leadership. Antonakis, Avolio, and Sivasubramaniam (2003) reported over 14 studies conducted over the period 1985–1993 that sought to test the validity of the instrument. While some conflicting results were noted in these studies, the instrument has undergone repeated testing. Consequently, the current version of the MLQ 5X has undergone significant refinements based on prior research as well as the expert review of scholars that have recommended changes and confirmatory factor analyses. The instrument has been found to be a valid and reliable tool, and existing studies support

the psychometric properties (i.e., internal consistency, factor structure, and predictive validity) of the tool (Hemsworth, Muterera, & Baregheh, 2013).

Data Analysis and Interpretation Plan

Data analysis involves a series of interrelated steps including organizing the data, reducing the data into themes and presenting the data. In the use of case studies, data analysis should provide an in-depth description of the case and its settings (Houghton, Murphy, Shaw & Casey, 2015).

While the MLQ 5X is mostly applied to quantitative studies, the scoring scale allows you to easily aggregate the scores to determine those responses indicating that leaders are mostly transformative or otherwise. The scores from the instrument were directly used in the research: no further analysis, statistical or otherwise, was undertaken. The second set of data was collected using semistructured interview questions. Interview notes and recordings from each participant were reviewed for a greater understanding of the general perspectives of the participant. A summary table was prepared to group similar ideas and experiences.

In conjuction with hand coding, the study utilized computer software. Computer software offers a more efficient way to sort, code and retrieve data (Salmona & Kaczynski, 2016). Given the amount of data collected and the need to ensure sound analysis, computer software, particularly, QSR NVivo (version 12) was utilized to input, sort/organize and code the data.

The software was also used to help search across the data to locate all text associated with specific codes and for making queries of the relationship among codes.

Similarly, the data gathered from the document analysis were entered into NVivo for

efficient sorting, coding, and retrieval. Comparison was done of computer-generated data

and the manually generated table and findings noted, along with possible reasons for

differences. Where divergences emerged, the data was rechecked using the original

interview notes and recordings for verification. The notes from the document analysis

were transcribed by hand before inputting into the computer software. These were

analyzed alongside the data from the interviews and recordings. Three different types of

queries were carried out using the software: text searches, coding and matrix queries.

These provided not only for comparison of data but also enhanced the dependability and

conformability of the results.

Treating discrepant cases in data analysis is important for enhancing the

credibility of the research. Discrepant cases can provide important insights that should

not be ignored. In this study, data were collected via interviews and document analysis.

No discrepant cases were identified from the data collection strategies utilized in the

study.

<div align="center">**Trustworthiness**</div>

Trustworthiness in qualitative research requires that the researcher pay attention

to issues of confirmability, transferability, and dependability. These concepts are aligned

with the notion of validity and reliability in quantitative research (Amankwaa, 2016a).

Threats to rigor or trustworthiness in qualitative research can occur in all phases of the

research. The researcher needs to ensure that there are protocols in place to address these

concerns throughout the research process (Amankwaa, 2016). Carefully addressing

concerns related to reliability and validity in qualitative research ensures that the value

and utility of the research are strengthened. There are a number of techniques available to

the qualitative researcher to address the challenges of trustworthiness (Houghton, Casey,

Shaw, & Murphy, 2012). In my study, I utilized two strategies to address concerns related

to the credibility of the research; triangulation and member checking.

Triangulation serves two purposes; it helps to confirm data and to ensure the

completeness of the data (Houghton, Casey, Shaw, & Murphy, 2013). The findings from

the research were triangulated using data collected from the document analysis and

interviews. Both the document analysis and the interviews assessed how transformational

leaders use their leadership in the implementation of change initiatives. I reviewed the

transcription of the interviews and the results from the coding of the documents for

comparisons and consistency of themes and patterns. One of the benefits of triangulation

in case studies is that the use of multiple sources of data helps to address concerns of

construct validity (Ang, Embi, & Yunus, 2016).

The second strategy, member checking, ensured that participants had an

opportunity to review the transcriptions of their interviews as well as the findings of the

research. Each participant was sent a copy of the transcript of their interview and

provided with an opportunity to review for accuracy. The process of member checking

establishes credibility in research as it provides participants with an opportunity to react

and respond to the data and interpretation (Ang, Embi, & Yunus, 2016).

The technique of rich, thick description was applied to address the concern of the

external validity of the data. Using rich, thick description allowed readers to draw

informed conclusions about whether the research results can be applied to other settings (Amankwaa, 2016). In the present study, details of the context and examples of the raw data are provided. Direct quotes from the participants are included in the details of the findings. In order for research to be transferable, a wide range of eligible participants should be involved who adequately represent the diversity of a given population. The study received responses from 14 of the 20 designated PSs working across various Ministries in Barbados.

Dependability and confirmability of the research were addressed by developing an audit trail. An audit trail documents the methodological and interpretive decisions that the researcher makes throughout the research process (Houghton, Casey, Shaw, & Murphy, 2012). My audit trail included comprehensive notes related to the data gathering process, particularly the contextual background of the data. Tables and diagrams are used in the research study to highlight how the data gathering process was undertaken. The use of NVivo software was important to ensure the dependability and confirmability of the data. NVivo software is a useful tool to provide a comprehensive trail of decisions made during the collection and analysis of the data (Houghton, Casey, Shaw, and Murphy, 2012). This ensured that the analysis and interpretation of the data were made based on the consistency of the responses by study participants and not the researcher. The use of the software also helped to guard against emphasizing rare findings.

Inter- and intracoder reliability refers to two processes related to the analysis of written materials. Intercoder reliability involves at least two researchers independently coding the materials, whereas intracoder reliability refers to the consistent manner by

which the researcher codes. Inter- and intracoder reliability is a major point of interest to researchers who believe that qualitative research lacks sufficient analytic rigor. In this research, since I am the only researcher involved in the coding of the material, intercoder reliability is not applicable in this study. However, intracoder reliability was maintained by an ongoing review of how the data was coded. The use of NVivo allowed the researcher to examine codes at the nodes and easily review the consistency of applied codes.

Ethical Concerns

Researchers must anticipate ethical concerns which may arise in the course of the research. Ethical considerations arise from a variety of sources, including the role of the researcher, the credibility of the findings and analysis, and issues of personal privacy. There are a number of steps that researchers can introduce in their research process to reduce the risks of ethical violations (National Academy of Science, 2009). One of these is the approval of the Walden University Institutional Review Board (IRB), which is required by the University before embarking on data collection (Approval No. 09-22-17-0367644). The IRB plays an important role in ensuring that all research undertaken by Walden University students meet the criteria for research soundness and appropriately addresses ethical concerns. In addition, where researchers are working with human participants they are required to have an active certificate indicating that they have completed ethical research training. The current study involved collecting data from PSs in government departments, and therefore I needed to request permission to work with the participants through a letter of cooperation to the Ministry of Civil Service.

The submission of the research plan for approval by the IRB was critical to ensuring that the study complied with all the relevant guidelines that prevent undue harm to study participants. An informed consent form was developed and shared with all participants prior to participation in the research. This explained the exact nature of the research, the information to be collected and the use of the data. It provided assurances relative to the confidentially of the research. Participants also received a list of questions before the interviews and had the opportunity to indicate discomfort with any of the questions.

Ethical concerns in the recruitment of participants may arise in several ways. One of the key ethical considerations in recruitment is how the researcher gains access to study participants and the possible impact of the researcher on the subjects (Aluwihare-Samaranayake, 2012). Participants were not coerced in any way to participate in the study, and all permissions were sought to gain access to participants for the study formally. Efforts were made to ensure that recruitment materials were not ambiguous but clearly stated the purpose of the research, the name of the researcher, the university affiliation and contact details for my supervisor. In this way, participants could follow up to check the legitimacy of the study and also indicate any problems or issues they might encounter in the research process.

Given the importance of developing and maintaining the trust of participants, researchers need to be sensitive to and respectful of their rights. Participants should not feel under pressure to participate in the research process, and therefore they should be free to refuse or withdraw from the study at any stage of the process.

While each PS individually consented to participate, officially introducing the research to the Head of Civil Service helped ensure that any red tape associated with interviewing such senior officials was mitigated at the beginning of the research process. The letter of cooperation provided details on the purpose of the research and expectations of participants and the researcher. I contacted participants via e-mail to introduce myself, the purpose of the research and outline the process for the conduct of the research. The research questions also sent to participants at this time. As indicated prior, the participant informed consent form provided details of the study, the interview process and the procedures to be undertaken. The informed consent form indicated that participants are invited to participate voluntarily and that they could withdraw from the study at any time.

Another ethical consideration involves ensuring the confidentiality of participant information, which is extremely important in the research process. There are potential risks to participants if there is a breach of confidentiality or if the information is easily accessible that could identify the participant or their organizations. Given that the participants are senior leaders within the public service it was important that any information shared was kept in the strictest confidence to prevent any backlash or misunderstandings. I avoided such risks by ensuring anonymity of participant identities throughout the research process.

In the application of the MLQ participants were identified by a number starting from one. As I selected those participants identified as transformational leaders for the semistructured interviews they were numbered from B1. The key to coding was stored separately from the raw data and labeled to prevent ease of identification.

Concerns related to ensuring confidentiality and anonymity are not only important as they affect study participants but also because they can affect bias during data analysis. Measures to ensure that such risks are mitigated help to strengthen the overall quality of the research. All interviews, audio recordings and hand-written notes from the document analysis were uploaded to my computer that is password protected. A master copy will be kept using my one drive facility that stores data securely in the cloud, and this is also password protected. In addition, a copy was also stored on an external drive as a backup in case one of the other copies were to be damaged, lost, or destroyed. Access to any of these files will be limited as the researcher is the only person in possession of the password in all cases.

These measures helped to maintain confidentiality as well as provided the necessary back up options for recovery. Retention of the research and all data collected will follow the guidelines of the Office for Human Research Protections relating to storing of all records, which indicates that data should be stored for five years, after which hard copies will be shredded and electronic documents permanently deleted. There were no instances of conflict of interest in the study as the researcher only had an academic interest in the study. Participation in the study was voluntary and no incentives offered.

Summary

In this chapter, I described the research method to be employed in the study, identifying its appropriateness to the research question of how transformational leaders working in the public sector implement change management initiatives. I argued that

qualitative research was the most applicable method. I also sought to justify my choice of research approach given that my study is seeking to explore a deeper understanding of leadership behaviors used by public sector managers in Barbados. I discussed the applicability of case study to the identified research questions and purpose. The justification for my selection of study participants and sample size and strategy was also presented. The study population was PSs working in various ministries across Barbados identified as transformational leaders through the application of the Multifactor Leadership Questionnaire. In addition, I also discussed my approach to addressing issues of trustworthiness and the ethical procedures necessary to ensure the protection of participants. Emphasis on issues of trustworthiness and ethical considerations is valuable for demonstrating good research practices. I outlined the steps to be taken to ensure the necessary rigor in data collection and analysis. Three data collection strategies were applied, the MLQ 5X, a semistructured interview protocol, and document analysis. Samples of my research questions, can be found in appendix A of this research study.

In Chapter 4, I will discuss the key findings and data analysis. It provides a detailed description of the analysis of the data, including the relationship between themes that have emerged and the research questions under investigation. Also, the findings from the interviews and document analysis will be presented. Chapter 4 also presents a comprehensive analysis of the findings of the study, including a presentation of the participant's views and perspectives.

Chapter 4: Results of the Study

Introduction

The purpose of this qualitative case study was to explore the leadership behaviors of senior public servants leading government ministries in Barbados. The study examined the use of transformational leadership by PSs as they sought to lead in a context-driven by public sector reform. Public sector reform has emerged as an important strategy for governments globally as they seek to enhance the functioning of state agencies, given constrained resources and public demands for increased efficiency. There has been limited focus in the academic literature on to the leadership behaviors practiced by senior public servants as they seek to manage change initiatives. Thus, the research is intended to contribute to the growing academic literature on leadership and the management of change, particularly in the context of a small island developing state. The full-range leadership continuum developed by Bass (1985) and Avolio and Bass (1991) provided the theoretical framework for the study.

In this section, I present an overview of my data collection and the findings of my analysis. This includes the results of the document review, survey, and interviews with PSs from across the public service in Barbados. The primary research question guiding this study is: How do leaders in the public sector in Barbados to apply transformational leadership in the process of efforts to transform the public sector. The two sub-questions are: What are the leadership behaviors of senior public officials across Barbados as they seek to manage and lead their departments? How do PSs apply transformational leadership in their attempts at reform of the public service? Relevant documents

accessed from the government's public sector reform website was analyzed. The analysis assessed the importance given to leadership and its role in reform initiatives. Senior officials with the designation of PS completed the standardized questionnaire, the MLQ 5X developed by Aviolo and Bass (2004). Finally, PSs who identified as more transformational than transactional, based on the results of the MLQ 5X, were interviewed. The data were transcribed, hand-coded, and imported into QSR NVivo (version 12) for coding and sorting. Analysis of emerging themes and patterns helped to understand the topic under study better.

Research Setting

The main organizational conditions that might have influenced the responses of participants during the time of the study was the assignment and reassignment of PSs to various Ministries. Before the start of data collection, I sourced a contact list for all PSs in Barbados, from the website of the Office of Public Sector Reform. The contact list provided the name of each PS, their respective Ministries, personal e-mails and telephone contact details. During the period of data collection, the Personnel Administration Division of the Government of Barbados issued a notice (Government of Barbados Information Service, 2017) that it had promoted 16 senior public officials to the position of PSs. This process officially appointed persons who were previously designated as acting PSs or deputy PSs and re-assigned them to new Ministries. It also introduced at least one new PS.

Consequently, at the time of undertaking the survey and interviews, many of these leaders would have been in new Ministries and in one case newly appointed as a PS.

During my interviews, I was asking specific questions relating to their experiences with reform in their respective Ministries and strategies for engaging staff. In some instances, the interviewees had to rely on their prior as opposed to current experience. This did not overly affect the results of the survey and interviews. Despite the recent appointments participants were able to reflect on relevant past and current experiences in respect to their Ministries and positions.

Demographics

Neither gender, age or other socio-economic factors such as income level or length of employment were examined or used to qualify study participants. Of the 14 responses received to the survey five, were male and nine were female. For the semistructured interviews, three were male, and four were female. Table 5 shows the breakdown of participants' gender.

Table 5

Gender of participants

Survey (Gender distribution)	
Male (5)	Female (9)
Survey respondent-5	Survey respondent-1
Survey respondent-7	Survey respondent-2
Survey respondent-10	Survey respondent-3
Survey respondent-11	Survey respondent-4
Survey respondent-14	Survey respondent-6
	Survey respondent-8
	Survey respondent-9
	Survey respondent-12
	Survey respondent-13
Interviews (Gender distribution)	
Male (3)	Female (4)
Interviewee-B3	Interviewee-B1
Interviewee-B5	Interviewee-B2
Interviewee-B4	Interviewee-B6

Participants were identified based on their specific job title as a PS or acting PS. While there are officers within the public service with the same rank, they do not carry this title. PSs in most cases are assigned to a specific ministerial portfolio that is headed by a Minister of Government. According to the qualification criteria as established in the Barbados Public Service (Qualifications) Order, (2016) PSs should possess the following qualifications:

1. A postgraduate qualification in Public Sector Management, Management, Finance, Human Resources Management, Economics, or in a related discipline; and not less than three years' experience at the level of Deputy PS or a related grade; or

2. A degree in Public Sector Management, Management, Finance, Human Resources Management, Economics or in a related discipline; and not less than five years' experience at the level of Deputy Permanent Secretary or a related grade. In either case, evidence of continuing education in a relevant area is required.

PSs are responsible for the management of the Ministries and Departments to which they have been assigned. Many PSs manage multiple departments and report directly to the Minister responsible for their respective Ministry.

Data Collection

Three data collection strategies were used. First, a review of relevant documents related to public sector reform initiatives in Barbados was completed. Between the period

October 2017 and June 2018, I undertook multiple searches of the government's website

for documents relevant to the study. Two such documents were identified and reviewed:

- The white paper on public sector reform; and

- The impact study report of programs of the Office of Public Sector Reform

  (2003)

These documents were downloaded from the official website of the department of public

sector reform. They were reviewed, hand-coded and inputted directly into NVivo QSR 12

for further analysis and review. The second data collection strategy, the standardized

leadership questionnaire, developed by Bass and Avolio was acquired through a license

from Mind Garden and administered to PSs.

The MLQ 5X is the most used tool to measure leadership in a variety of

organizational settings (Hemsworth, Muterera, & Baregheh, 2013). In most studies, it is

applied as a quantitative tool which is used to analyze the specific factors along with its

identified spectrum of leadership behaviors. The instrument can, however, be used in a

variety of ways. Mind Garden provides different licenses that offer options for how the

results of the questionnaire can be analyzed. In this study, the questionnaire will be

applied to the identified leaders and scores simply computed without any further analysis.

Data were collected from 14 of the 20 identified PSs that were invited to complete

questions 1-45 of the questionnaire. As approved in the Walden IRB application, I sought

consent from the Ministry of the civil service to carry out the research. Correspondence

was sent to the Head of the Civil Service, who invited me to discuss my request and

present the intended objectives of my study. On receipt of the letter permitting me to

contact the PSs, I e-mailed a summary of my study, the consent form, and survey

instrument to each participant individually. E-mails were sent directly to the official e-

mails as provided in the government contact list and participants were informed that

involvement in the study was voluntary and that they could withdraw from the study at

any time. Follow-up telephone calls over the period November 2017- February 2018

were completed to ensure study participants had received the request to complete the

questionnaire and to make arrangements for collection. In some instances, e-mail

addresses were incorrect, the PS on the contact list was no longer assigned to that

Ministry, and telephone numbers updated. Additionally, requests had to be redirected to

the secretaries or administrative assistants for the attention of the respective PS.

The survey used a five-point Likert scale, and it was anticipated that it would take

approximately 15 to 20 minutes to complete. Participants were advised that they should

not include their names or titles on the survey but rather indicate the name of their

Ministry. They were asked to either submit the questionnaire to me via e-mail or I could

collect the questionnaire from their offices. In only one case was the questionnaire

submitted via e-mail, in all other cases the researcher collected the survey from the

participant's office. In three cases, the PSs invited me to their offices to complete the

questionnaire. Given their busy schedules, they indicated that this was the best way they

could ensure survey completion. In these instances, I prepared one copy of the survey for

myself and another for the participants. I read out the question, and both the participants

and I recorded the scores on our individual sheets.

In cases where participants requested clarification, I indicated that they could skip the question or respond based on their initial understanding. This was done to reduce research bias. At the completion of these surveys, I repeated the recorded scores to the participants to verify that I had accurately recorded their responses. Each survey was stored in a large brown envelope, which was stamped confidential and marked from 1-14 in the order of collection.

My third data collection instrument was an interview protocol with six guiding questions designed to answer the research questions under study. After an analysis of responses to the standardized survey on leadership, seven PSs were identified based on their responses that showed they reported behaviors more transformational than transactional. E-mails were sent to the identified PSs, requesting a follow-up interview. Interviews were undertaken over the period March to May 2018. These were conducted in the offices of the PSs at a time convenient, during working hours to reduce dislocation of the study participants. Interviews were for approximately one hour and 30 minutes. I requested permission from each interviewee to record the interview, in all cases this was agreed. I also took handwritten notes of the interviews. While the interviewees responded to the six guiding questions in the protocol, these were not always asked in the same order depending on the conversation. Based on responses from interview two sub-questions were added to the interview protocol. The first related to the involvement of participants in government approved training courses on leadership. This question asked how involvement in leadership training enhanced or changed their style of leadership and second a question on resistance to change asked participants to identify strategies they

used when they encountered resistance to change in their Ministries. The transcripts of the interviews were identified by labeling each interview from B1-B7 in the order in which they took place.

The information gathered from the interviews were filed in a secure location, and I will maintain the content for no less than five years as required by Walden University. The information was organized, coded, and reviewed for themes and patterns. Besides manual manipulation, I used NVivo (version 12) software for assistance. All data for this study were secured in a password-protected computer and storage backup device. I am the only individual with the passwords. Participants received the opportunity to review the written transcript and provide feedback. Table 6 provides a summary of the processes used in data collection.

Table 6

Process of Data Collection

Process	Outreach	Follow up	Problems	Solutions
Review of documents from an online government website	Multiple searches of the website and available database for relevant documents	Repeatedly checked the website to see if new documents had been added over time	N/A	N/A
Agreement from Ministry of Civil Service to contact PS to conduct research	Letter of introduction and meeting with PS responsible for civil service	Followed up via e-mail to request written confirmation to conduct the study	Written confirmation was delayed	Consistent follow up via e-mail and telephone
E-mail invitation, consent form, and survey	E-mailed all PSs using the contact information provided on the official	Called the offices of PS to confirm that e-mail had been received after one week of no response, re-	Official contact information was outdated, Some PS acknowledged receipt but neither	Called each Ministry to confirm name and contact of PS and persistently

	government contact list	sent e-mails and followed up with multiple telephone calls to confirm receipt of the e-mail and agreement to complete the survey, stopped three months after original e-mail and no positive response	declined nor agreed to complete the survey	followed up based on schedule
Collection of surveys	Calls to confirm completion and to schedule personal pick up in cases where the response was not sent via e-mail	Calls and e-mails to explain that the survey would only take 15 minutes and that no names should be placed on the survey. Visits as requested to complete the survey	There was a long delay between agreement and completion of surveys	Consistent follow up to confirm collection of survey
Assessment of survey using the MLQ 5X score sheet	N/A	N/A	N/A	N/A
Scheduled interviews	E-mails sent to request follow up interviews at participant convenience	E-mails and telephone calls to confirm a time for interviews	N/A	N/A
Transcript process	Interviews transcribed and sent to participants	Transcripts e-mailed and delivered	Multiple telephone reminders Some PSs had been reassigned to other Ministries	Contact information updated and transcripts resent and delivered for review

Data Analysis

For each tool, I used a specific data analysis strategy. Documents sourced on

public sector reform from government websites were analyzed for specific references to

leadership and notes taken on the context of those references. I read each document,

circled the reference to leadership and took notes based on the following codes (a)

leadership related to success (b) leadership related to senior officials, (c) general

mentions of leaders/leadership. The documents were then loaded into NVivo QSR, and a

word frequency search carried out to assess how leadership compared to other frequently

appearing words in the documents. A text search was also done to confirm my

assessment of the number of times leadership was mentioned and also to identify the

specific contextual reference to leadership. In order to analyze the results of the

standardized MLQ 5X survey, I used the scoresheet provided with the licensed copy of

the survey from Mind Garden. When completing the survey, each participant could give a

score of between 0 to 4 for each response based on an identified rating scale as shown in

Table 7 below:

Table 7

MLQ Likert Scale

Not at All	Once in a While	Sometimes	Fairly Often	Frequently if Not Always
0	1	2	3	4

The scoring instruction on the MLQ provided that each response correlate to a

specific leadership area and score. Each answer on the score sheet was categorized

according to the specific leadership element it represented. The MLQ scoresheet

identified nine leadership characteristics, five transformational, two transanctioal and two

passive avoidant. Table 8 shows the breakdown of the leadership characteristic, the

specific leadership behaviors and questions to which they corresponded.

Table 8

Breakdown of MLQ 5X Scoring Scheme

CHARACTERISTIC	SCALE NAME	QUESTION NUMBERS
TRANSFORMATIONAL	Idealized Influence	10, 18,21,25
TRANSFORMATIONAL	Idealized Behaviors	6, 14, 23, 24
TRANSFORMATIONAL	Inspirational Motivation	9, 13,26,36
TRANSFORMATIONAL	Intellectual Stimulation	2, 8, 30, 32
TRANSFORMATIONAL	Individual Consideration	15, 19, 29,31
TRANSACTIONAL	Contingent reward	1, 11, 16, 35
TRANSACTIONAL	Management by Exception (Active)	4, 22, 24, 27
PASSIVE AVOIDANT	Management by Exception (Passive)	3, 12, 17, 20
PASSIVE AVOIDANT	Laissez- faire	5, 7, 28, 33

I entered each response into an excel sheet and calculated the average across each leadership characteristic. The names of PSs were not inputted on the excel sheet only the numbers which were assigned to each PS. Each PS who scored an average score above 3 and therefore considered to be more transformational than the norm where highlighted in red on the spreadsheet as persons to be interviewed. These persons scored between 3.0 and 3.5. Eight persons were identified with these scores but only seven interviews undertaken within the timeframe of the study. Data saturation was reached at the seventh interview, the potential eighth interviewee was unavailable despite multiple attempts. No other analysis of this data was undertaken.

Each recorded interview was reviewed and manually typed into Microsoft word on my personal computer. Before inputting the transcribed interviews into NVivo QSR, I reviewed the transcripts and created a summary table of the main findings based on identified themes. The interviews were then inputted into NVivo QSR and coded under

nodes based on the identified themes. Table 9 identifies the themes used to organize the data.

Table 9

Themes identified in the data

Question	**Theme**
Question 1	Importance of leadership to successful outcomes
Question 2	Consistent application of leadership characteristics Subtheme: Leadership style and impact of training
Question 3 and 6	Perceived effectiveness of transformational leadership style during the reform
Question 4	Specific examples of strategies/ways to involve staff Subtheme: Addressing resistance to change
Question 5	Leadership style changes when leading reform initiatives Subtheme: Experience with Reform

Extensive coding and searches helped to explore the data and identified themes. Text searches, cluster analysis, and comparison diagrams helped to confirm and realign patterns and themes across all interviews. Matrix coding helped to map the coverage of the interviews over the themes identified. Where the software identified un-coded interviews and underrepresented themes, ongoing review, re-coding of data and updating of the themes was undertaken. Table 10 presents the coverage of the themes by interviews conducted.

Table 10

Percentage Coverage of Themes by Interviews

	A. Consistency of leadership characteristics	B. Importance of leadership to successful outcomes	C. Leadership style changes when leading reform initiatives	D. Effectiveness of leadership style during reform	E. Examples of strategies ways to involve staff
1: Interview B6	11.79%	13.21%	14.2%	11.13%	12.34%
2: Interview B4	20.52%	11.16%	21.8%	9.41%	8.64%
3: Interview B7	3.61%	6.04%	11.03%	41.68%	27.22%
4: Interview B5	34.43%	8.48%	20.61%	0%	18.64%
5: Interview B3	6.58%	4.49%	17.8%	8.55%	3.85%
6: Interview B2	12.49%	49.75%	10.65%	20.14%	25.18%
7: Interview B1	10.59%	6.88%	3.9%	9.09%	4.14%

Evidence of Trustworthiness

Establishing trustworthiness in qualitative research is important to ensure rigor and address concerns relating to validity and reliability in the research process (Amankwaa, 2016). In this study, I use the thick, rich descriptions from participant interviews to address concerns related to the external validity of the data. The use of direct quotes allows readers to make informed conclusions about the study. Transferability of the results is also enhanced by the inclusion of 14 PSs, with half of these participating in interviews. Member checking enhanced the credibility of the research as it provided participants with an opportunity to review their transcripts to ensure the accuracy of the discussions of the interview.

To further ensure dependability and confirmability I kept an audit trail designed to keep a log of the process of my data collection and to map my methodological decisions. This was prepared by hand in the first instance, and then through the use of NVivo QSR by adding a description to each decision I made regarding queries and classifications of the data. Tables and diagrams are also used to highlight the data collection process as well as the results of the findings. Finally, I used triangulation as I initially hand-coded the data and then used NVivo software to confirm or highlight other trends and data. I did multiple queries to ensure the fullest examination of the data and analysis of relevant patterns.

Study Results

In this section of the study, I present the findings from the document review as well as interviews with seven PSs working across various government. The documents were assessed for the number of mentions and importance given to leadership in the discussion about the reform. The documents were analyzed separately and then also comparatively for the contextual reference to leadership. As it relates to the interviews, prior assessment of each interviewee using a standardized questionnaire showed they utilized behaviors and strategies that tended to be more transformative than transactional. The participants were all interviewed separately and responded to a semistructured interview protocol, which sought to gain insights into how they used their transformative leadership behaviors as they sought to foster or implement change initiatives. In an attempt to identify common patterns of behavior that characterize these leaders I explored the strategies, practices, and approaches to managing change and resistance. The findings

could inform the application of a series of best practices that when applied to the public

service could enhance the effectiveness of public sector reform and ensure greater

efficiency in the delivery of public goods and services. The results of the document

review are captured graphically to demonstrate the weight applied to the concept of

leadership while the interviews yielded five thematic themes including three sub-themes

which arose out of the data analysis. Descriptive analysis of participant's responses is

used to flesh out the details of the results and are presented using various diagrams and

charts derived from NVivo QSR (version 12).

Document Review

The two documents which informed the document review were the white paper on

Public Sector Reform (Government of Barbados, 1998) and the Impact study of programs

of the Office of Public Sector Reform, undertaken by an external consultant and

submitted in 2003. The white paper on public sector reform provides policy direction

and establishes the government's rationale and intent for the reform exercise. A process

of national consultation helped to finalize the document, which stated that the initiative

was a deliberate strategy geared at improving service delivery and efficiency within

government operations.

The government's case for public sector reform rests on the view that the public

sector, as an integral part of the executive arm of the government, must be responsive to

the changing demands of both the national and global marketplace. To accomplish this, it

must move away from traditional practices. Public servants, therefore, have to adopt

positive approaches to achieve results which are consistent with the policy intentions of

the government. Reforms undertaken throughout government are part of deliberate policy

and strategy to alter organizational process and behavior to improve management

capacity and enhance service performance (Government of Barbados, 1998, p.9). The

white paper also indicated that while the government was aware that the task of reform

would be difficult, it was committed to according the highest priority to its pursuit.   The

impact study of the Office of Public Sector Reform was critical to the document review

as it sought to review the programs of the Office of Public Sector Reform. The

assessment included soliciting the views of senior public servants and the private sector

as well as the sentiments of the public about the reform process.

The issue of leadership appeared in the text search of both documents 22 times,

six times in the Impact study resulting in a coverage of 0.02% and 16 times in the white

paper or 0.05% coverage. Figure1 below presents a graphical representation of the text

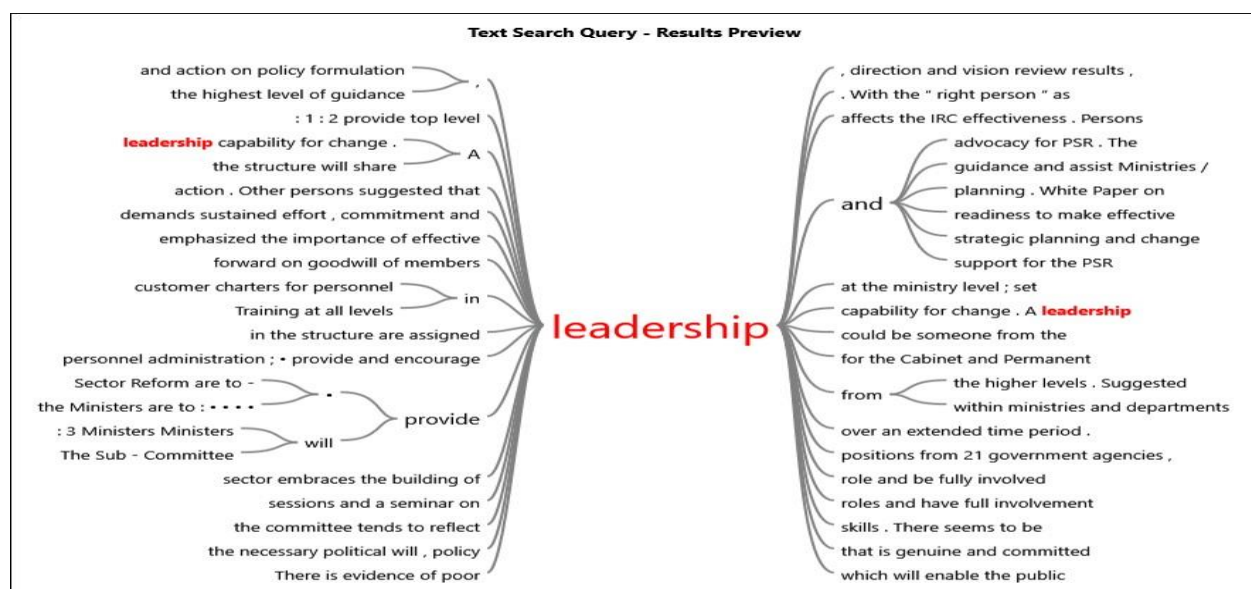search, identifying the contextual mentions of leadership in both documents.

Figure 1. Presentation of leadership references in document review.

In the impact assessment, the majority of references to leadership emerged out of responses from interviewees who commented on the challenges of the reform process and provided suggestions for improvement. According to the document, respondents emphasized the importance of leadership and identified senior public servants as part of the leadership that was necessary to propel reform, "Several respondents emphasized the importance of effective leadership from the higher levels. Suggested leaders included individual ministers and the PSs who would demonstrate their commitment to the exercise and galvanize their ministries into action**"** (Impact study, p.25). The impact study also referenced comments from respondents who noted that leadership was critical to management committees that gave direction to reform initiatives across government departments.

The white paper provided more direct references to leadership and established the expected roles of key players in the reform process and the role of leadership in sustaining such efforts. The white paper stated that "The government's policy for achieving improved human resource management within the public sector embraces the building of leadership capability for change. A leadership that is genuine and committed will assist in developing the quality of human resource management needed to transform Barbados into a productive and competitive nation" (Government of Barbados, 1998, p. 28). The White Paper also clearly identified the leaders in the process and their roles and responsibilities. Specifically, it identified two roles for PSs, first in the form of a Committee of PSs with the responsibility to advise and make recommendations on policy

and initiatives and second in their role as senior executives with the responsibility to provide leadership, guidance, and direction to the implementation process (Government of Barbados, 1998).

This reference confirms the leadership role played by these top-level civil servants in the reform process. The document also outlined the focus that the government intended to place on training in leadership and change management. While the emphasis was placed on the leadership to be offered by high-level personnel within government, the document also highlighted that leadership would be encouraged at all levels of government through the establishment of representative internal committees. The document stated that as part of the reform process the government would, "provide and encourage leadership from within ministries and departments through the institution of Internal Reform Committees which will be representative of all categories of employees of the agency" (Government of Barbados, 1998, p.64). The results of the interviews are presented under the identified thematic areas as well the questions to which they correspond.

<center>**Interview Results**</center>

Theme 1: Importance of Leadership to Successful Outcomes

Interview question: How important do you think your specific leadership style is to achieving successful outcomes in your ministry?

All interviewees indicated that leadership was critical to the achievement of successful outcomes not only in their Ministries but for organizations generally. One respondent emphasized that while leadership was important for successful outcomes, it

also impacted on negatives outcomes. Four of the respondents stressed that having a team approach was critically important to achieving positive organizational outcomes.

Interview B3: I think leadership is very important. I sit in a position of authority as a manager, but I have to motivate the people around me. My main job is to lead and get them to buy in. If they don't buy in, then it will be difficult to achieve success. People have to see themselves as part of the organization, or it will be impossible to get people to work effectively.

Interview B5: As a permanent secretary, we cannot do it alone. We depend on our teams. So, therefore, in order to bring people on board, you have to learn to work with their strengths and their weaknesses.

Interview B1: Leadership is important to achieve any kind of outcome, positive outcomes but also negative. Understanding the mandate of the Ministry is very important for meeting specific outcomes….we need to understand our role and purpose and leadership plays a role in how we are able to manage our ship. The ship's message is that we have to row together. You do not operate by yourself. But the captain has to set the vision and all aboard [have] to understand the captain's vision if the ship is to be successful. This is what leadership is about. You have to lead from in front, but you need to be able to communicate a strategic vision and get buy-in for this strategic vision.

Interview B2: The main assumption here is that you are dealing with an organization of people, and if you are dealing with an organization of people it is through those people that you are able to produce and be able to achieve your

objectives and your expected outcomes. If you start with that, then there has to be

a very clear understanding that in order for you to get the highest productivity, to

get the most effectiveness and greater efficiencies, you have to work through

individual people.

Theme 2: Consistent Application of Leadership

Interview question: Have you always led using the characteristics identified in the

survey or has your leadership style changed over time?

Three participants responded directly to indicate that their leadership and ways of

thinking about leadership has not changed over the years. All participants attributed their

current style of leadership to their formative years and influences related to how they

grew up.

Interview B2: I think it (my leadership style) was because, even before I started to

work, I was involved in youth groups. When you are involved in youth

organizations…you have to work with a team of people, and you have to be able

to appreciate that each of them has something to do. If you are in a platoon at a

parade, if one man is out of line, that messes up the whole thing. Everybody has

to be in line. If you fall in and you realize that some people are missing, that can

throw everything off. It is simple little things. You have to understand that each

person makes up a whole. Now, having that kind of socialization is one that

would have lead me to operate in this kind of team-oriented manner.

Interview B6: I can tell you that my father died when I was four years old and I

grew up in a family where my mother had about 12 children and therefore we had

to struggle. And I know to struggle you had to fight against the odds; you had to fight against the variables that were impacting upon you. I grew up in a Barbados and worked in public service that all I can hear is that *this can't work* and *that can't work* and I say to myself, *it can*, because … my whole family brothers and sisters were able to beat the odds. So if you take me with that shaping, and you put me in any organization, don't come to me and tell me it can't work. Interview B3: Over the years, maybe I would say that my way of thinking about leadership has not changed, at this level, it has not changed. The same views I held about management in the past, I still hold today I would have undergone various types of training in different areas, done all sorts of studies and been exposed to all levels and they have not changed.   My particular outlook how I think about management and leadership would also have been shaped by my general living, how I was brought up, neither my dad or mum held leadership positions so not directly but how the values helped to shape my outlook.

Of the seven interviews undertaken three respondents strongly attributed their style of leadership to religious exposure. A number of religious references were used by participants, including Church, Christian upbringing and Bible. These interviewees stressed that above all other factors their religious foundation which would have been instilled from childhood deposited values and characteristics which has continued to inform their leadership.   Figure 2 below presents a graphical representation of the context of the religious mentions by these respondents.
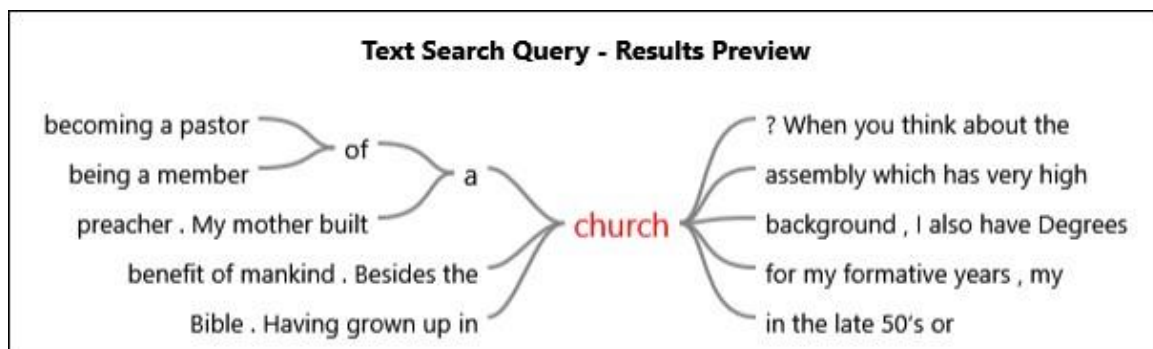
Text Search Query - Results Preview

becoming a pastor
being a member — of — a
preacher . My mother built
benefit of mankind . Besides the
Bible . Having grown up in

church

? When you think about the
assembly which has very high
background , I also have Degrees
for my formative years , my
in the late 50's or

Figure 2. Religious references by interview respondents

Participant's direct responses are presented below:

Interview B5: Truthfully what has influenced my style of leadership is my relationship with the Lord Jesus Christ and my being a member of a church assembly which has very high standards, it aspires to the standards that are set out in the bible which is our manual for life. That would have influenced me most of all throughout my working life I would also say, that coming along I was always in a family environment where I saw people working, my grandmothers both of them were workers, my mother my father everybody in my family so that would have influenced me too.

Interview B4: I guess the foundation for me is the Bible. Having grown up in church for my formative years, my mother being a preacher, my grandfather was also a Preacher too. You had no choice but to have some of these things drilled into you, engrained into you morning, noon and night; these foundational values, honesty, hard work, integrity, care, compassion, empathy.

Interview B3: I try to value everyone's inputs, value chief scientist and value the watchman's input. I do not come to teach…to tell them what the plan is, I set

parameters but not dictate they will rebel resist. To be very honest, I would say that my Christian upbringing was important to how I think and how I treat people. It is fundamental to me and my lifestyle.

Subtheme: Impact of training. As participants discussed factors that helped to shape their leadership and contributed to the consistent application of specific leadership behaviors, they also talked about the influence of training. They spoke of professional training facilitated through government or personal training initiatives as serving to reinforce rather than add new dimensions to their leadership style.

In particular, five participants spoke positively about the Caribbean Leadership Project, which is a training program facilitated through the government and open to government employees. Participants also agreed that further training of this nature was essential to addressing many of the human resource deficits facing the civil service in Barbados. One interviewee expressed that while training could provide some assistance leadership could not be taught. Some of the responses under this sub-theme indicated the following:

Interview B2: I went the through the CLP people for one year, and it was reinforcement, there is no doubt about that. There are one or two things that they come up with, and when you think it through you realize, for example, systems thinking, and all systems thinking is, is ensuring that everybody has a perspective and you take the perspective in a whole. It was a lot of reinforcement, and it is getting us again to focus more on the people. I think CLP and some of the other things that I have gone through have been reinforcement.

Interview B3: Some of the training that I did on my own. I have a Masters in Human Resource, in the public service I was a receipt of the Rausing scholarship. I was also part of the Caribbean Leadership Programme, but this helped to reinforce my thinking, not necessarily shape it. It helped to reinforce views that I already had.

Interview B4: From what I see in the agenda (of the CPL) and the printed programs, they are very on point, and I think that they will be hugely successful in terms of shaping the kind of public service that is necessary for the future. However, one thing that I would like to see in the training programs is trying to…develop our thinking abilities. I think that it increases the kind of self-confidence that we need...

Theme 3: Perceived Effectiveness of Transformational Leadership Style When Leading Change

Question: How important do you think your transformational leadership is when you are implementing change initiatives?

Question 6: How effective would you say your transformational leadership has been as you try to implement change and can you provide examples of that effectiveness?

This question attempted to assess how respondents viewed the effectiveness of the leadership behaviors they utilized as they attempted to implement change in their Ministries. While one respondent clearly said that they believed that their leadership style was effective in promoting change, other respondents provided examples to demonstrate the effectiveness of their leadership.

Interview B1: Yes, it has been effective because people are reacting differently.

My personality and my style of leadership are based on the greater good principle.

As a leader, I would say that we have to be 80 to 85 percent operational but 50

percent leadership. Not saying that we always get it right. Sometimes we have to

do things that we know will make people uncomfortable.

Interview B4: To cut a long story short, the main challenge there (at my former

ministry) was to help staff see our goals, help them see where you wanted to go

and how it was an impact on the public, on the country and on them. I left …

before we were able to complete this project; that was a backfilling project

converting records from the 1990's to the 17th century, so it was a very tedious,

painstaking process. There were lots of challenges in there but one of the things

you have to do is to keep making sure that people see the goal post, know where

you want to go as an organization…one thing that the Public Service doesn't do

well enough is rewarding staff, but when my pocket could have afforded it at that

time, on certain occasions I would buy drinks; I think I did this for three

consecutive years, for the entire staff. At the same time, I was very clear with my

staff. You have to be able to set parameters.

Interview B2: I believe that a good leader has to get the staff understanding what

the process is all about, what the organization is trying to achieve. The biggest part

in reform is managing people. In this ministry, the changes here are not really

traumatic not to radical, like for instance the transition at the airport when you are a

move to control by a Board. You can still encounter some issues, and you have to

use different methodologies, if you don't involve staff, then you will just be

dictating.

Theme 4: Specific Examples of a Way to Involve Staff

Interview question: What are some of the specific things that you do as you seek

to encourage a process of reform in your ministry?

This question allowed respondents to talk about some of the specific strategies

they employed in their attempt at implementing change in their Ministries. Consistently,

all interviewees spoke of having an open door policy, that allowed staff at all levels to

freely engage. They also spoke to both formal and informal strategies that they used to

ensure that they remained in touch with their staff even as they worked in large ministries

with multiple departments. Of the seven interviewees, six indicated that while having

large staff meetings was used they often saw more change and felt it was more useful to

have one on one sessions. Four of the interviewees spoke specifically to mentorship as

important and the effectiveness of individualized approaches to working and helping staff

to achieve their own goals.

Interview B2: A lot of talking basically, it's talking to help them to understand

and then, what I try to do when I can, is to use examples. Sometimes even my

personal examples. I find that when people understand that you have been in a

particular situation, it makes a difference. I still have an open door policy; I will

e-mail staff, pick up the phone, send out a broadcast. You have to think of ways to

make it work and be willing to help and make sure that you keep the lines of

communications open. I try to stay connected; the staff can send me WhatsApp.

Interview B3: Staff is very involved in what we are doing in terms of the IT

process. Some staff, of course, are more involved than others and working closely

with the consultants. They bring me ideas. Some of the people that are not so

involved, we had workshops where we brought in the consultants and other

people to inform them of what was going on. The consultants talked to them and

gave them updates on the project. We even had some interns here, so we involved

them. The students were involved, so before the system went live, the consultants

met with them to get their input and out of this changes were made to the system.

It's being a diagonal slice approach where we have involved different levels in the

process we have senior management involved, senior management would share

and discuss at this level but we also involved the communication unit, there was a

graphic artist involved. Some of these persons work in areas that would not have

been directly affected by the process, but we brought them in…

Interview B5: I would have been mentored by someone, by different persons

along the way and I think that I owe it to society and others to mentor, to give of

myself as well. Because of how the large this ministry is and the tasks that I have,

I do not get to bring staff together that often so my relationship with staff is more

on a one to one basis, so I deal with persons on different issues while I am dealing

with them on matters that are before us I also try to mentor them, so that is my

style. I mentor them when I see them down the corridors or on the telephone.

I find when I do have the opportunity to bring staff together, and we go

into the Conference room, and we meet I find people clam up...I find in that type

of setting you do not get the best out of persons. You get the best out of persons

when you are able to sit them down or talk to them and tell them I was where you

where …give them an example of something that you went through.

Interview B1. First, speak to senior staff because you have to go through senior

management and tell them what I would like to do. Although they might disagree

initially, we could come to an agreement on how we would go forward.

While I would go through the senior management, I also need to be able to

interact with other staff. I do not like huge staff meetings. I prefer small selected

meetings when you have huge meetings only the same people will talk. When we

come together in small groups I can listen better; I can ask questions, probe more

directly to see where people are at. I ask them don't you want to make the place

better, I can probe, and we can discuss. I think that we have to see officers as

professionals and treat them as professionals.

Sub-theme addressing resistance to change. Resistance to change emerged as a

sub-theme as participants discussed the implementation of change initiatives in their

Ministries. Responses to this concern re-emphasized the use of individualized approaches

and adaptation of strategies in response to feedback or personal reflection.

Interview B1: In times when you are going through change, your leadership has to

be consistent, but you also have to be prepared to be flexible and to adapt to what

is happening. You also have to be sure to act in ways that are for the good of the

majority and try to influence change that is for the good of the majority. When

people see that, when they understand that what you are doing is for the good for

everyone, then you don't get the level of resistance that might be expected. People will buy in, and they will work with you.

Interview B5: You will always get resistance the best way of dealing with resistance is to try to show the person how this is going to benefit them, how this is going to benefit the organization. In terms of resistance, …if I realize there is resistance I tend to talk to them and show them how we can get over this and how we can get this done. I would also ask them about why they are resistant, show me what it is that you are seeing that I am not seeing, what is it that you are focusing on that I am not focusing on. You deal with them by showing them what you think is the better way sometimes. Athough your way may not be the best way, and dealing with people who are resistant you see other parameters that you were not looking at, every body's position has some value, and as a leader, you have to be prepared to accept that and to work with it.

Interview B7: I have had resistance, for example, I took up a position at a ministry and a particular agency was under my purview and a lot of practices were going on there that were undesirable. When it was discovered, I said, "with immediate effect, it is done." So, when it came to certain things, you would find that they would do them sort of reluctantly. I am also a trained social worker, and in treating cases, you always look for the point where you would get the most reverberation from, so you would look for that one person who tends to have a lot of influence and you get into that person's head. You talk to them, and you explain what you are really trying to do. You will then find that person going to

their person, and then it will start to spread and all the people who were resentful end up treating you the most respectfully. They then realize where you were coming from.

Theme 5: Extent to Which Leadership Style Changes When Leading Reform

Six of the seven participants noted that their leadership style did not change substantively but agreed that they used a spectrum of leadership styles as they managed change. These styles ranged from authoritarian to laissez-faire as the change process moved through various stages.

Interview B2: Not really it (leadership style) doesn't necessarily change, it might vary in intensity and sometimes it depends on what is involved. In some cases, I might have the answer, but I would still give the question so I can get people involved. I did a lot of training in organizational management. I have started to reorganize how we function so that senior management can be involved in the decision making. I have started the process; I will propose and involve staff.   I don't impose my views, even with my academic training when sometimes you have the answers.

Interview B7: When we are going through a restructuring exercise, I cannot be withdrawn. At that point, you need to stay fully engaged and positive. *Don't get me wrong; there is a point at which you take a laissez-faire leadership style*, and it depends on the nature of the project. Generally, though you have to make sure that you get staff involved, people need to understand the purpose of what is being done and why. We need to help people to utilize their skills and get people

working in areas where there are more comfortable. This is where adaptive or creative leadership comes in; it can't be business as usual. Let us take retrenchment; people were being sent home. That was not my approach. My question was, "Do you want to send people home, or do you want to save money?" I was told, "A bit of both." I asked if I could be given the opportunity to come up with my own proposal for my ministry and I was told to submit one. I went back to the drawing board with my management team, and we brainstormed. We gave up one post, we sent home no one and we saved more than a million dollars. My ministry didn't go through any trauma in retrenchment.

Interview B5: I don't think my leadership has to change because I deal with changes all the time. I would have come here, and I found certain structures, I found certain processes, certain ways of doing business which you know were foreign to me. Some of them were not good, so I went about changing them I tell myself I am here I am new I am changing now. You know certain things you can go about changing immediately other things you have to do it gradually but after you have made the most of your changes you come to the point where you more or less settle down in it and your approach, because some people would have described me as being abrasive, there would be no more need for you to be that abrasive because you would achieve more or less what you wanted to achieve, but that does not say that having to implement change has changed my leadership style.

Subtheme: Experience with reform. The interviewees indicated that over the period of experience in their positions they have had to lead some level of reform in their Ministries. Across the interviews, reform was identified in the context of both the official reform processes that were affected across all government Ministries as well as smaller change processes introduced within their specific Departments. Most of the reforms described appeared to be more technical than radical. One respondent was highly skeptical of the reform process generally and suggested that more effort needed to be undertaken to deliver on the expected results. Two respondents spoke to deficits with the approach to human resource management within the public service and spoke to a lack of rewards in place which could serve to incentivize and reward staff.

> Interview B2: I believe that a good leader has to get the staff understanding what the process is all about, what the organization is trying to achieve. The biggest part in reform is managing people. In this ministry, the changes here are not really traumatic not to radical. You can still encounter some issues, and you have to use different methodologies, if you don't involve staff then you will just be dictating.
>
> Interview B5: Yes, we have been doing lots of things we have been doing the same PSRD, that is part of public sector reform initiatives and when I sit down, and I read the guidelines on that initiative, it is a good initiative. The problem is when you have PSs like myself that are overburdened being able to really have the time to deal with the elements of that (it is difficult)…*when it comes to things like rewarding persons and developing things like an incentive system, we have failed, we have failed completely*, it is there in the PRDS, we reward good

performance and that sort of thing, but are we doing it? I find the private sector they are more into that, (programs like) employee of the month sometimes people get monetary rewards or they get other things gym membership, I think that we need to start looking at somethings like this in the public sector, where we can reward persons, it doesn't have to be money it can be in kind and I think that is one area of public sector reform that we really need to work on and it would take away some of the disaffection and apathy that there is the public service when people realize they can benefit from this, and they know you really care about me and my family and where I go.

Interview B6: I don't like saying it but that whole term, public sector reform; if there was any public sector reform, the Public Service would be more relevant. I don't think that Public Sector Reform is as effective as it should be, let me put it that way. We have an office for Public Sector Reform, but over the years, I don't think that Public Sector Reform operated well. I think that the problem is that they separated Public Sector Reform from training. You can't talk about Public Sector Reform and separate it from training; as two different functions. It can't work.

Summary

In this chapter, I presented the qualitative case study necessary to answer the primary research question: How do leaders in the public sector in Barbados apply transformational leadership in their attempts at reform of the public service? The analysis of the document review identified that leadership was mentioned and considered in the overarching policy document guiding the public sector reform process. It also emerged as

an important factor by participants responding to a survey undertaken in the context of a

performance review of the programs of the Office of Public Sector Reform. From the

interviews with PSs identified as more transformational than transactional in their

leadership behaviors, five broad themes emerged. These themes were (1) Importance of

leadership to successful outcomes (2) Consistency in the application of leadership

characteristics (3) Importance of leadership style during reform (4) Specific examples of

strategies/ways to involve staff and (5) Changes to leadership style during the

implementation of reform. I analyzed the data using both manual and computerized

coding to organize and summarize the identified results. The qualitative research tool

NVivo QSR 12 was used to manage and visually present the date.

A wealth of information was gathered from the variety of data collection

strategies utilized in the study. Strategies were also utilized to ensure that the results

could be both credible and reliable. The examination of the dominant themes which

emerged from the semistructured interviews as well as the contextual analysis of the

references to leadership in the documents provided the following answers to the research

questions:

- Leadership is considered an important factor in the implementation of reform
  initiatives across Barbados. PSs are viewed as important leaders in the process
  tasked with the responsibility of providing leadership and guidance to the
  implementation of reforms.

- PSs view leadership as critical to the successful achievement of desired
  outcomes in their various Miniseries. They also indicated that the most

effective leadership strategies for achieving these outcomes include; having a team approach; providing individual support to employees; and achieving buy-in through extensive consultation and inclusion.

- While these leaders have wide-ranging professional qualifications and some were exposed to leadership training, they all credited their leadership style to values instilled during their upbringing and involvement in different types of organizations including the Church.

- PSs reported that their transformational leadership style was important to the implementation of reform initiatives.

- The leaders provided examples of strategies they used to engage staff during a process of reform which highlighted their mostly transformational leadership style. These strategies included: (1) maintenance of an open door policy (2) informal ways of engaging and communicating staff (3) a focus on the individual (4) a preference for small group meetings which provided for greater collaborative processes (5) adoption of team-based approaches to solving problems and (6) mentoring.

- Resistance to change was an accepted part of the implementation of change initiatives. PSs applied many of their consistently used leadership behaviors to addressing resistance to change. In particular, they adapted approaches or implementation strategies and used individualized approaches.

- While these leaders mostly applied behaviors identified as transformational, during the implementation of change processes they adapted their leadership

style to best suit the scenarios. These mostly transformational leaders also used the spectrum of laissez-faire and directive leadership styles.

- PSs implemented various types of reform across their Ministries. Their experiences suggest that the reform process in the civil service could benefit from increased rewards for employees and more critical thinking on reform policies.

In Chapter 5, I will provide an interpretation of the findings, recommendations and discuss the implications of the research findings for social change and other opportunities for further research.

Chapter 5: Discussions, Recommendations, Conclusions

Introduction

Improving the effectiveness and efficiency of the public sector is one of the major concerns of governments globally. For small states, addressing this issue becomes all the more imperative in the face of declining resources to fund development and heightened citizen demand for improved delivery of public goods and services (McTaggert & O'Flynn, 2015) The implementation of reform initiatives by governments has been one of the major responses to addressing this challenge. To date, these initiatives have largely been unsuccessful, as they have failed to address inefficiencies and deliver improved results (McTaggert & O'Flynn, 2015). Academic literature on the reasons for such failure has focused on the technical aspects of the reform process, failing to examine how different leadership styles influence the implementation of reform measures (Kellis & Ran,2015). There is a high correlation between transformational leadership behaviors and improved performance outcomes in organizations that are managing change (Van Wart, 2012). The government of Barbados has had a public sector reform strategy since 2000. I was challenged to understand how leadership played a role in the success, or lack thereof, of such efforts.

Thus, the purpose of this qualitative, case study was to explore the transformative leadership behaviors of senior public servants who are managing change processes within their respective ministries. Specifically, the study assessed the practices and behaviors utilized by these leaders. I used the FRLT developed by Bass (1985) and Bass and Avolio (2000) as the theoretical framework guiding the study. The research used three of data-

gathering approaches, namely document review, the application of the MLQ 5X

developed by Bass and Avolio (1995; 2004) and semistructured interviews to provide an

in-depth exploration of these leadership behaviors. I reviewed identified documents

relevant to the Barbados reform process, surveyed 14 of 20 PSs using the spectrum of

leadership behaviors identified in the five-point Likert scale of the MLQ 5X, and

interviewed seven leaders identified as transformational based on the survey results. The

use of NVivo QSR (version 12) allowed me to analyze patterns and themes from the data

and provide rich descriptions. The study revealed four key findings:

- Leadership has emerged as an important factor in the reform process in

  Barbados, and the role of PSs in managing and leading change is substantial.

- While transformational leadership was practiced as the main leadership

  behavior amongst the identified PSs, they also applied the full spectrum of

  leadership behaviors identified in the FRLT.

- The use of the contingent reward (transactional leadership factor) was seen as

  necessary to further support these leaders in the application of their

  transformational leadership behaviors.

- Mentorship, team building, the application of individualized approaches and

  the use of nontraditional approaches to engaging staff are being used

  successfully to manage change and reduce resistance.

Interpretation of Research Findings

The need to understand the use of transformational leadership in the context of

reform efforts in the public sector in Barbados was the main rationale for the research.

The main research question I was attempting to answer was: How do leaders in the public

sector in Barbados apply transformational leadership in the process of efforts to reform

the public sector.

My review of the academic literature revealed a gap as it relates to understanding

the dimensions of public sector leadership and the roles these leaders play in influencing

the outcome of reform initiatives. The findings of this case study research extend the

knowledge in the field of public administration by providing deeper insights into how

public sector leaders deploy their transformational leadership as they attempt to pursue

reform in a small island state. It can also increase the understanding of the specific

strategies and practices that transformational leaders utilize as they attempt to mediate

resistance to change in their work environments. An improved understanding of

transformational public sector leadership and its role in change initiatives can positively

influence the design of reform strategies and enhance their effectiveness.

The findings of the document review and semistructured interviews confirm that

not only is leadership important in the public sector but that it is particularly important in

the context of public sector reform. The review of the government's white paper on

reform identified building leadership for change as critical to the transformative agenda

of the country (Government of Barbados,1998). Leaders, specifically PSs were viewed as

playing a critical role in guiding and leading the implementation of reform initiatives. All

of the seven PSs interviewed associated leadership with the achievement of successful

organizational outcomes specifically within the public sector. There has only been recent

acceptance in the field of public administration that leadership has a positive impact on

groups and organizations and that leadership characteristics have a positive efficiency effect (Pacek, 2010; Aziz et al., 2012). Researchers examining organizational change and reform initiatives have also identified leadership as an important aspect of the process (Anderson, 2012; McKnight, 2013). Studies examining public administration specifically in the context of the Commonwealth Caribbean have also noted the importance of strong leadership capacity in the public service as critical to supporting enhanced governance (Soverall, 2016).

Notably, the findings also highlight the existence and importance of transformative leadership characteristics in the public sector reform process. In their assessment of the importance of leadership in the public sector, the leaders cited specific types of leadership characteristics as essential as they attempted to deliver on the reform mandate. This finding extends knowledge in the field of public administration about the role of transformational leadership characteristics in the public sector. Analysis of transformational leadership has tended to focus on private sector settings. Current research has supported, not only the existence but the suitability of transformational leadership in the public service (Belle, 2014; Troitter et al., 2008). Previous empirical studies on transformational leadership and organizational change emphasized its positive correlation to effective change management (van der Voet et al., Van wart, 2012). This is based primarily on the ability of leaders to influence how followers perceive change (Abrell-Vogel & Rowold, 2014).

Another major finding of the study is the application of these mainly transformational leaders of the full spectrum of leadership behaviors found across the

FRLT. The leaders interviewed all noted that while their mainly transformational

leadership behaviors did not change over time, they had to use the other types of

leadership behaviors at different moments during the change process. Four of the seven

PSs specifically identified the deployment of strategies associated with transactional and

laissez-faire traits. Some of the strategies identified included providing rewards for staff,

task-oriented methods and adopting a hands-off approach upon completion of certain

elements of the reform process. The FRLT identifies three leadership behaviors;

transformational, transactional and laissez-faire and nine factors representing distinctive

leadership characteristic aligned across the identified behaviors. This finding confirms

research that treats the FRLT not as representing a static hierarchy of distinct elements

but rather as a spectrum of leadership behaviors; leaders can utilize in varying amounts

across different situations (Trottier et al., 2008).

A third finding of the study also further supports the theoretical framework as

well as academic literature on the application of transactional leadership behaviors in the

public sector context. The interviewees lamented the lack of a fully developed system for

the provision of contingent rewards for staff. Two PSs provided examples of how they

sought to implement strategies to reward staff and improve their well-being in ways that

would enhance their performance. Another three cited lack of specific modalities in the

public service which were on par with private sector agencies that could provide

sufficient motivation and acknowledgment of staff efforts. Transactional leadership seeks

to reward subordinates for high achievement but also provides sanctions for non-

performance (Jensen et al., 2016). This type of leadership is also associated with goal setting and task-oriented management (Antonakis et al., 2003).

In particular, contingent reward focuses on task and role clarification by leaders who provide performance-based rewards. While the academic literature has focused on the effectiveness and applicability of transformational leadership, the role of transactional leadership as a necessary element of transformational leadership has not received such extensive treatment. There is growing acknowledgment that transformational and transactional leadership behaviors are not necessarily exclusive elements and that transactional leadership behaviors are foundational to the later adoption of successful transformational leadership practices (Michel, Lyons, & Cho, 2011). This finding helps to extend the knowledge in leadership studies relating to the interplay between transformational and transactional leadership typologies.

Finally, the study also highlighted these leaders use very specific leadership characteristics associated with the transformational leadership as they manage change. Behaviors related to inspirational motivation and individualized consideration were referenced extensively by PSs. Key components of how these leaders sought to engage their staff and encourage change included mentorship, team building, and individualized attention. Several studies have also concluded that the main activities of change leaders, include developing a future vision, communicating the vision of change, being a good role model and motivating employees (van der Voet, 2016). The findings also confirm existing studies examining the specific the impact of the domains of transformational leadership that has identified the individualized consideration characteristic as fostering

positive interpersonal relationships that have an important impact on the commitment of

followers to change (Abrell-Vogel & Rowold, 2014). Other researchers have also

associated the positive relationship between transformational leadership and improved

organizational outcomes with the ability of these leaders to influence the beliefs and

attitudes of followers and influence their positive perception of the change process

(McKnight, 2013). One of the few studies which identified the required leadership skills

and capacities necessary for the public sector in the Caribbean to respond to

contemporary challenges identified several leadership characteristics closely associated

with transformative leadership characteristics. This study noted that leaders needed to

exercise behaviors which were team-oriented, nurturing, empowering and consultative

(Jones, Walcott& Grey- Alvarenga, 2016).

Table 11 identifies the most commonly cited leadership behaviors of interviewees

as aligned to the four components of transformational leadership.

Table 11

Leaders' Most Common Cited Transformational Leadership Characteristics

Transformational Leadership Dimensions (Bass & Avolio, 2000)	Applied leadership Behaviors (Interview Results)
Idealized influence **(leaders exhibit behaviors that allow them to be seen as role models for followers)**	Leaders cited a commitment to mentorship, leading by example and sharing their personal stories as strategies they used to encourage staff commitment.
Inspirational motivation	All seven interviewees stressed the need for the creation of a team approaches to problem-solving and

(leaders provide inspiration and motivate followers to engage in joint visioning and goal attainment)	goal achievement. They noted that they could not achieve results on their own and motiving and attaining "buy-in" from staff was critical.
Intellectual stimulation (encourages creativity and innovation by challenging and stimulating followers and encouraging new approaches)	This factor was not an often-cited leadership characteristic in the study.
Individualized consideration (leaders provide individual attention to follower needs for growth and offers a supportive environment)	A consistently cited strategy by all seven leaders interviewed. Leaders cited a preference for small group and one on engagement over a large group and formal process. They provided examples of how individual attention helped to encourage staff development and commitment to goal attainment.

Research themes in the change management literature have largely focused on content, contextual, process, and criterion issues. There is growing evidence to suggest that the application of specific leadership styles enable leaders to successfully enact certain organizational changes (McKnight, 2013; van der Voet, 2016). The findings, therefore, extend academic research which attempts to identify not only the broad dimensions of applicable leadership styles but also the specific characteristics.

Limitations

The study relied on the willingness of PSs to participate in the survey and semistructured interviews. The attainment of permission from the civil service while not guaranteeing individual participation was expected to increase receptivity. Thus, the

study had intended to survey all 20 of the identified PSs across Barbados. Only 14

responded to the survey despite numerous follow up. There was also an anticipation that

more public documentation would be available on the reform process to provide

sufficient detail on the dimensions and scope of reform initiatives. The information that

was available in some instances did not always provide for thorough contextual analysis

of the process. There were no other major limitations to the study. The number of

interviews undertaken allowed the study to reach data saturation. The use of NVivo QSR

for data analysis allowed the study to address issues of reliability.

Recommendations for Future Research

While there is an acceptance of the importance of leadership in achieving optimal

organizational outcomes in the academic literature, research on its role and importance in

the public sector context is now emerging. Similarly, the utilization of transformational

leadership as an effective strategy for managing reform processes is an under-researched

area. Research has tended to focus on the application of transformational leadership in

private sector settings where the context for leadership is better defined. This study used

a qualitative case study approach which focused on exploring the specific strategies used

by identified transformational leaders in the context of a change reform agenda for the

public service. The participants of this study were 14 of 20 PSs working in Ministries

across Barbados.

Participants in this study were PSs who self- reported on their leadership

behaviors using the MLQ 5X questionnaire. The analysis simply accounted for those

whose cumulative scores across all factors showed that there were more transformative

than transactional. The study did not take into consideration follower feedback on the leadership behaviors of these senior public servants. Follow up research which explores follower feedback on these leaders will further confirm the existence of a pattern of transformational leadership within the public sector. The standardized survey MLQ 5X also provides for the collection of data on followers. A quantitative approach could also enhance the examination of data collected from leaders and followers by analyzing the more dominant factors of the MLQ. This approach could provide information on which transformational leadership factor is more or less associated with reform in the public sector context.

While not an intended focus of this research, the importance of training emerged as an important theme in the results. There is a data gap on the impact of leadership training on the capacity of leaders to effectively implement and manage change. A longitudinal study examining whether exposure to leadership training has a positive impact on the performance of senior public servants and the effectiveness of their respective Departments can provide useful insights on the utility of training as a tool for the creation of enhanced results for delivery of goods and services. A single case study of one department or ministry that is undergoing an identified process of public sector reform over a period of time can provide more depth analysis of the specific leadership strategies and practices used by transformational leaders.

Implications for Positive Change

The implications for positive social change of my study extend to the individual and the state policy level. At the individual leadership level, transformational leaders

within the public service use a number of strategies that serve to inspire and motivate followers as they navigate change. These leaders also strategically use a variety of non-traditional approaches which provide role modeling and mentorship. These practices are not widespread within the public service as these leaders navigate established norms for engaging and managing staff. The adoption of best practice leadership approaches based on transformational leadership, in the implementation of reform initiatives can potentially increase the efficient delivery of goods and services within the public sector. Public sector leaders as they inspire and motivate staff to achieve higher level goals and increase buy-in for team-based approaches can set standards for service delivery that will benefit citizens. The study also showed that in many instances where these leaders employed their transformational leadership it led to innovative problem solving and improvements which also had positive efficiency effects.

While the policy process governing reform initiatives in Barbados recognizes the importance of leadership in its successful implementation, there is no identification of what are the best types of leadership approaches that will produce the desired outcomes. The adoption of best practice approaches to managing change throughout the public service can potentially allow for the transmission of improvements across the entire public service. Enhancement in the reform process will undoubtedly increase the efficiency and effectiveness of the provision of goods and services for citizens.

Further, a strategic approach to increasing leadership training which promotes transformational leadership strategies can assist in strengthening existing approaches to engaging staff. It can also promote increased support for the implementation of the

government's goals and objectives. There is an association between transformational

leadership approaches and lowering resistance to change, encouraging follower adoption

and buy-in. Transformational leaders also utilize some transactional behaviors

specifically contingent rewards. An improved performance related reward system within

the public service can also potentially encourage enhanced delivery of public goods.

The methodological approach used in this study was a qualitative case study,

which utilized three data collection strategies. Document review provided insights into

the government's understanding of the importance of leadership. A standardized

questionnaire MLQ 5X designed by Bass and Avolio helped to identify those leaders that

were more transformational than transactional from the 14 responses. Of those leaders

identified as more transformational, seven semistructured interviews were undertaken.

This approach allowed for capturing in-depth information from leaders and providing

sufficient detail that allows for replication.

Conclusion

Public sector reform is an important tool used by governments to improve the

delivery of public goods and services to their citizens. Very often these reform initiatives

fail to deliver the expected results. Explanations for this failure do not take into

consideration how specific leadership behaviors impact successful implementation.

Given limited resources, governments, particularly those in small developing states can

no longer afford to design ineffectual reform strategies. The Barbados public sector

reform strategy of 2000 explicitly recognizes the role of leadership in ushering successful

change initiatives. However, the specific type of leader strategies used has been

understudied. My exploratory case study sought to examine how public sector leaders deployed their transformational leadership as they implemented change initiatives in their ministries. The findings of the study reinforced the importance of leadership in the reform process as established in the academic literature. It also showed that transformational leaders used a variety of innovative strategies which provided individualized attention, mentorship and inspiration for their staff. These practices can help to motivate and inspire staff in the public service to not only adopt but willingly participate in these processes. Paying attention to how leaders lead in the implementation of public sector reform can provide valuable insights for improving the successful delivery of reform initiatives. Improved understanding of the best practice strategies can help to streamline these across ministries. Essentially, if governments can learn how to improve the delivery of public goods, it will lead to tangential improvement in the lives of their populations.

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Appendix A : Interview Questions

Interview Protocol for Qualitative Study of Transformative Leadership Behaviors in the public service in Barbados

Date: Location:
Interviewer: Interviewee:

Introduction

Dr./Mr./Mrs./Ms. _____- Thank you for taking the time to meet with me today. As mentioned in the introductory e-mail and informed consent form which you signed, I am a PhD student at Walden University studying public policy and administration. Today I will ask you a series of questions regarding your experiences as a senior public sector official that has been identified as a transformational leader. As mentioned in the informed consent form, during this interview I will take notes, I will also request your permission to use an audio recorder in order to ensure accuracy of the information I record, analyze and report. As much as I value your participation for the success of this study, I would like to remind you that your participation is completely voluntary. You may withdraw at any time. Do you have any questions before we begin?

Please note that in this study the word 'reform' refers to any initiative that is geared at changing the normal practices, procedures and behaviors in your ministry or department.

1. You have been identified as a transformational leader based on your responses to the questionnaire that was previously sent. How important do you think your specific leadership style is to achieving successful outcomes in your ministry?

2. Have you always led using the characteristics identified in the survey or has your leadership style changed over time?

3. How important do you think your transformational leadership is when you are implementing change initiatives designed to reform the public sector?

4. What are some of the specific things that you do as you seek to encourage a process of reform in your ministry?

5. Is your leadership approach different when you are leading initiatives aimed at implementing some type of reform as opposed to when you are doing other activities?

      a. How effective would you say your transformational leadership has been as you try to bring about change in your ministry?

      b. Can you provide specific examples of the effectiveness of your transformational leadership during a period of change in your ministry?

Is there any other information that you would like to share?

Thank you again for your time. I will analyze the information you have provided and will contact you within four weeks by e-mail to provide a transcript to you in an effort to ensure that I correctly represent your contribution. During this time, I will continue to interview other study participants. Once I complete the study I will provide you with a written summary of the findings and recommendations of the study.