The Challenge of Developing Transformational Leadership in the Public Sector

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Evolution, Revolution and Renewal in Public Management

	Progressive Public Administration	New Public Management	Public Value Management
Source of ideas	Public Administration	Government Failure Stream in Economics Generic Managerialism	New Governance Stream in PA Transformational Leadership
Institutional goal	Sustainable policy partnerships between politicians and administrators	Policy-provider split Agency accountability	Greater integration of public services through network development
Personal goal of senior public servant	Sustainable influence Job and income security and	Managerial reward Visible achievement	Recognition of leadership potential Credible self image

Evolution, Revolution and Renewal in Public Management

	Progressive Public Administration	New Public Management	Public Value Management
Responsibility	Procedural probity Discretion	Specific outputs Efficiency	Publicly valued outcomes Feasibility and sustainability
Core Competency	Sage/expert	Deliverer	Capacity builder Boundary-spanner
Contradictions	Partnership vs capture	Managerial discretion vs managerial accountability	Initiative vs coherence

Hirschmanian Pattern of Reform Rhetoric

Increase Emotional Dissonance From Supporting Radical Reforms	Increase Emotional Dissonance From Opposing Radical Reforms
Jeopardy Thesis	Desperate Predicament Thesis
Perversity Thesis	Imminent Danger Thesis
Futility Thesis	Futility of Resistance Thesis

Rhetoric of Public Service Renewal and Leadership Development

Main Sources	Emergent Possibilities	Political Purpose
New Governance Stream in PA	Capacity-building potential of networks.	Empower guardians of public service values
Transformational Leadership literature	Leadership potential of managers with agent discretion	Disempower economists by naturalizing normative concepts that are unintelligible to them

Implicit Presumption of PVM

Public managers can be induced to change their behavior so that it reflects the image of a transformational leader who takes responsibility for mobilizing networks of in pursuit of initiatives that create public value.

Characteristics of Public Value-Creating Initiatives

- Substantively Valuable

- Organizationally and Administratively Feasible

- Legitimate and Politically Sustainable

Public Value-Seeking Leadership

Dimension of Leadership	Public Value-Seeking Leadership
Deliberative	Exploratory
Motivational	Inspirational
Demonstrative	Responsibility-seeking

Implicit Motivational Assumption of Leadership Development Programs

- Public managers will identify themselves with an image of the type of leader they want to become and struggle to bring their behavior into line with this image when they are made aware of an image gap.
- To change their leadership behavior, they must be challenged to
- o Reformulate their leader image
- o Reflect on feedback about the impression left by their actual behavior
- o Interact with actors who provide them with the emotional support to sustain hope in the worth and possibility of behavioral change in the face of potential disappointments

LEA Diagnostic

Leadership Function 1: Creating a Vision	Leadership Function 2: Developing Followers
Traditional: Studying problems in the light of past practices. **Innovative:** Being willing to take risks and to consider new and untested approaches. **Technical:** Acquiring and maintaining in-depth knowledge in the field of expertise. **Self:** Emphasizing the importance of making decisions independently. **Strategic:** Taking a long-range, broad approach to problem solving	**Persuasive:** Building commitment by convincing others. **Outgoing:** Acting in an extroverted, friendly and informal manner. **Excitement:** Operating with energy, intensity, and emotional expression. **Restraint:** Working to control emotions and maintain an understated personal demeanor

LEA Diagnostic

Leadership Function 3: Implementing the Vision	Leadership Function 4: Following Through
Structuring: Adopting systematic and organized approaches. **Tactical:** Focusing on short-range, hands-on, practical strategies. **Communication:** Clarifying what is expected and maintaining the flow of information. **Delegation:** Enlisting the talents of others and allowing them to exercise their judgment.	**Control:** Monitoring progress to ensure tasks are completed on schedule. **Feedback:** Letting others know how they have performed and met expectations.

LEA Diagnostic

Leadership Function 5: Achieving Results	Leadership Function 6: Team Playing
Management Focus: Seeking to exert influence by being in positions of authority.	**Co-operation:** Accommodating the needs and interests of others.
Dominant: Pushing vigorously to achieve results by being assertive and competitive.	**Consensual:** Valuing the ideas and opinions of others.
Production: Adopting a strong orientation toward achievement and setting standards.	**Authority:** Showing organizational loyalty and respecting superiors.
	Empathy: Demonstrating an active concern for people and their needs.

Transformational Leadership Gap

Low Frequency Behaviors	High Frequency Behaviors
Innovative (1)	Traditional (1)
Strategic (1)	Technical (1)
Persuasive (2)	Self (1)
Outgoing (2)	Restraint (2)
Excitement (2)	Structuring (3)
Communication (3)	Tactical (3)
Delegation (3)	Control (4)
Feedback (4)	Co-operation (6)
Management Focus (5)	Authority (6)
Dominant (5)	
Production (5)	
Consensual (6)	
Empathy (6)	

Transformational Leadership Gap in Irish Public Sector
(Aggregate LEA data: 2001-5)

Risk –Taking Behavior	Median Frequency	Risk Averse Behavior	Median Frequency
Innovative	**40% (L)**	**Traditional**	**75% (H)**
Strategic	50% (M)	Technical	50% (M)
Persuasive	**40% (L)**	Self	50% (M)
Outgoing	55 % (M)	Restraint	55% (M)
Excitement	**40% (L)**	**Structuring**	**65% (H)**
Communication	50% (M)	Tactical	55% (M)
Delegation	50% (M)	Control	55% (M)
Feedback	55% (M)	**Co-operation**	**70% (H)**
Management Focus	**40% (L)**	**Authority**	**70% (H)**
Dominant	**40% (L)**		
Production	**40% (L)**		
Consensual	**40% (L)**		
Empathy	55% (M)		

Implications of Self-Report of Risk Averse Leadership Behavior

- Many public managers do not identify with the image of the transformational leader.
- Hood (1996) developed a typology of public service bargains that differentiate 'explicit or implicit agreements between public servants . . . . and those they serve" that "identify what the various players gain and what they give up relative to one another" with regard to rewards, competencies and responsibilities'
- Where reform does not change the basic agency structure of PSBs but changes the incidence of serial loyalist or delegated agency forms, public managers may still not identify with the transformational image since

i. They continue to operate under a serial loyalist bargain under which they hope to achieve a reputation of being a 'safe pair of hands' who can be trusted with access to the counsels of successive political leaders.

ii. The credibility of political commitment to allow them to develop a transformational reputation under a delegated agency bargain is weakened by expectations of 'principal cheating'.

Preliminary Interview Evidence

- Interviewed public managers who credibly identified themselves as transformational leaders.

- Found that

i. they were either 'policy entrepreneurs' under serial loyalist PSBs or 'organizational change agents' under delegated agency PSBs;

ii. they valued public recognition less than support from a network that included political champions, organizational 'followers', aspirant leaders in the broad public services and key customers and suppliers in the priavte and non-profit sector.