

## **LEADERSHIP VERSUS MANAGEMENT IN PUBLIC ORGANIZATIONS**

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**Abstract:** Over time, the concept of leadership has been analysed from different perspectives. Some of it has to do with the relationships built under her, others see management as a process. This article analyses the development of the concept of leadership, the differences between management and leadership, and the challenges that may arise in the management of public institutions (i.e., public administration in Romania). This article discusses various aspects of leadership in public administration, such as: the application of this concept in decision-making processes and the changes taking place in public organizations.

**Keywords:** leadership, management; public organizations; public administration; competencies

### **1. Introduction**

“Leadership is the art of working with people. Knowing how to lead is not knowing how to dominate, but knowing how to persuade people to work toward a common goal” (Gorman, 2002: 222).

Professor Mielu Zlate (2004) defines leadership as "the process by which an individual sets goals or direction for one or a specific number of individuals and directs them to act in a competent and fully committed manner."

According to the Oxford English Dictionary, the word "leader" first appeared in the 14th century. Over time, the term leadership has taken on a variety of meanings. According to the Romanian Interpretive Dictionary, the term means "manager" or "director".

A leader is someone who determines the purpose and direction of a team, provides cohesion to the team, and then seeks to motivate the team to achieve the desired results. The components of the leadership concept can be extracted from this statement. The main element is the leader. Second and equally important is the group. We can't talk about leadership and leadership without a group of followers. A leader without a group of followers is a "crazy loner" (Zlate, 2004). Another fundamental element we can find when looking at the definition of leadership is purpose. In the process of leadership, the leader pursues goals that must be shared and achieved by the team after a certain period of time.

Leadership qualities have nothing to do with the way he presents himself, but with how he manages to harness the power of the team (Petca, 1999).

When we talk about leading a team in a company or company, leadership style is very important to ensure success. Every leader consciously or unconsciously uses a certain leadership style: authoritarian, bureaucratic, charismatic, democratic, people-centred, helpful, task-oriented, transactional, or transformational.

## **2. Types of Leaders. A Literature Review**

There is a lot of interest in the literature describing the characteristics of leaders. W. Bennis' vision of a leader is that of a "social architect", an organizational change-maker with the ability to create a global vision and make it a reality (Petca, 1999).

According to Gorman's vision (2007), we have the following types of leaders: Visionary Leaders, Consultant Leaders, Peer Leaders, Democratic Leaders, Promoter Leaders, Dominant Leaders.

Manfred F.R. Kets de Vries identified two main types of leaders, namely: those who act strategically as "chess players", and a second type, those who are able to capture people's collective imagination to attract them leader of. the right way. These leaders from the second category inspire people in their activities, and these actions lead to further efforts to achieve various goals. The authors argue that in addition to the above two types of leadership, there is a third type of leadership known as "fantasy leadership" or "leadership as a fantasy." Those who preach this "leadership is an illusion" don't care who is in power. They see leaders as puppets manipulated by other forces around them (Kets de Vries, 2003).

Although there are many types of leaders, in practice we focus on the types of formal leaders, informal leaders, democratic leaders, and authoritarian leaders.

The general consensus is that when we turn to the authoritarian and participatory nature of leadership, we find: First, authoritarian styles require authority. This type of leadership is

particularly concerned with power relationships, direct subordinate hierarchies, sets goals first, creates and maintains a climate of frugality, has confidence in subordinates' potential, is seen as mere participants in the work; they rarely delegate and consult subordinates, or mostly avoid this activity.

### **3. Leadership versus Management**

The words "leadership" and "management" are often used in the same word. Actually, the two concepts are different, although they share many common elements and activities aimed at improving the organization.

In his book *Becoming a Leader*, Warren Bennis identifies 11 differences between managers and leaders as follows:

- “Managers manage and leaders innovate.
- Managers are images, and leaders are primitives.
- Managers develop and leaders develop.
- Managers focus on systems and structures, while leaders focus on people.
- Managers depend on control, while leaders depend on trust.
- Managers focus on the short term, while leaders focus on the long term.
- Managers answer questions such as "where?" and "how?" while leaders answer "what?"
- Managers focus on immediate results, while leaders are oriented towards mid- and long-term results (impacts).
- When leaders create, managers imitate.
- Managers accept the status quo, while leaders challenge the status quo.
- Managers do "as they should"; leaders do "must do".

We believe that although these two concepts are well-defined, this description sometimes seems to be exaggerated because, in practice, we encounter managers who have a medium-term vision for their organization (as in strategic management, managers set goals ). At the same time, the description of subordination to these two concepts is instructive: managers belong to formal organizations, while leaders belong to informal organizations.

There is a lot of debate about the difference between an executive and a manager. They are usually based on the individual actions of managers and leaders, but also on how they manage to communicate their ideas to the people they work with.

“There is no reciprocity between leaders and managers. Ideally, all managers are good leaders, but this is not mandatory. In practice, the manager exerts influence on the teams he leads and directs them to Acting in some way to achieve these goals. Especially in the business world, success depends to a large extent on the ability of managers to communicate vision and enthusiasm. Leadership quality is believed to be essential to successful management, but it is not enough” (Păuș, 2008: 17).

#### **4. Management and Leadership in Public Administration**

Public and private organizations are complex entities whose structures cannot be understood outside the context of the analysis of the context in which they operate. These effects appear to be stronger due to the characteristics of public organizations. Government leadership is characterized by a deliberate process of influencing, motivating, and guiding a group of people toward a common goal. The process of influence is carried out consciously and consciously by the leader. From this perspective, influence can be seen as "the ability of a person to influence the behavior of others. The successful use of influence can lead to changes in opinions, attitudes and beliefs, and of course behavior" (Cornescu, 2000: 94).

Strategic management is seen as part of the public management activity that is to "think ahead" for the entities he leads to extend action. It consists of two aspects: the definition of the objectives, strategy, structure and working principles of the unit; and the measurement of the impact of important decisions in space, time and context (John, 2000). Every manager/leader has to ensure the day-to-day activities of the teams they lead, which translates into a short-term perspective called operations management. Managers also act in a way that broadens their horizons in order to create mid- to long-term horizons for joint action; this area is designed in strategic management. From this it is concluded that strategic management involves middle and senior managers in responsible positions (Nita, 2014). According to this leadership model, the head of a government agency is not allowed to engage in stereotypical activities because his activities are directly related to the level at which strategic decisions are made.

In order to improve efficiency, public administration must take into account: general factors (social, economic, political), specific factors of each organization, individual factors (manager's beliefs and personality). Leadership describes a new model of public office, seen as a real change agent, helping to introduce a new mindset in Romanian public administration (Nita, 2014).

Public managers are seen as new types of managers who manage government. This function involves characteristics rarely found in ordinary civil servants, and its sense of responsibility is higher than that of civil servants. Also in this context, the position of public administrator is very important to the government and its future. Therefore, in accordance with Article 10 of the Implementing Regulations of Government Emergency Decree No. 92/2008, regarding the status of officials designated as public administrators, the law stipulates the powers required by public administrators as follows:

(1) The purpose of the selection process is to identify and select those who demonstrate the skills and competencies relevant to public administration and the minimum general level of knowledge required to attain the status of public administrator.

- a) Eligibility requirements set out in Article 6. (2) Regulations;
- b) the ability to use information and data interpretation to draw conclusions and justifications for administrative decisions;
- c) the ability to set and formulate goals and determine a logical sequence of actions to achieve a particular purpose;
- d) the ability to make decisions and assess their impact;
- e) Analytical and comprehensive capabilities;
- f) communication skills;
- g) the level of motivation of specific public officials;
- h) have skills other than b) to f) to the extent appropriate for public administrators;
- i) understand the principles, rules, organization and operation of public administration;
- j) knowledge of the principles, rules, organization and functioning of EU institutions, in particular Community policy;
- k) Foreign languages.

## **5. Challenges to Current and Future Leadership in Public Administration**

This feature shows the types of problems that are attributable to managers or executives as a result of the horizontal management specialization process, which is the result of the vertical management process, and indicates the manager's entitlement to use available resources within a

certain range. The characteristics of government can be classified according to several criteria, namely:

- Material standards as an activity require a study of the legal, human, financial and available tasks to perform the task;
- The organic standard determines the description of the type of specialized agency; this means listing the administrative structure, for example the structure of the central public administration. The most reasonable criteria are the criteria of finality, that is, the technical and specific purpose pursued by each task. These goals can be categorized geographically according to the area achieved. The tasks of central government departments are universal and are carried out in the same way across the country. Other local assignments are limited to counties or cities and are designed to meet specific social needs.

Based on the criterion of purpose, we can say that leadership is aimed at public institutions, with the purpose of improving the efficiency of activities, decision-making processes and the resolution of public needs, improving management efficiency, using labor wisely, and reducing its minimum number of administrators.

Administrative decision-making is the complex process of selecting an option from multiple possible decisions to achieve government goals and to influence the activities of at least one person in the system to affect the entire administrative system or society as a whole. Any administrative decision must meet the following requirements: be scientific; have a realistic character; intervene in a timely manner; be integrated into previously made general management decisions; be appropriate.

We define two categories of actors involved in founding and administrative decision-making based on the following criteria: Participation in decision-making

- Directly involved officials, indirectly involved officials and citizens and/or directly or indirectly involved professionals; by administrative level we define positions in the organizational structure, with central and local government officials (John, 2000).

These features can be distinguished from political approach to decision-making: consideration of political goals, the existence of political alliances, and the existence of problem packages.

The most relevant challenges appear to be related to managers' status, positions and positions they hold, showing the following trends: Performance evaluation of employees through selection and evaluation activities, but also sometimes grievances and disciplinary cases. In all other cases, the focus is not on individuals, but on positions, organizational structures, processes or groups of people. Assessing an individual's entrepreneurial performance requires certain leadership qualities, which place a great deal of responsibility on managers involved in civil service training. The performance of the administrative state public service mainly determines the quality of the staff.

A public administration system with adequate financial and material resources but ill-prepared professional and managerial staff cannot achieve the desired results (Androniceanu, 2008).

Every organization needs information to survive or operate successfully. Organizational change includes the content of the change that takes place within them. In addition to these two dimensions, the context of organizational change is as important as "the context in which the strategy is formulated must control the context in which the process takes place and the process itself" (Vlăsceanu 1993:93).

The success of organizational change depends on the quality of the solutions found and the effectiveness of its implementation, which can have three consequences: (1) effective implementation, where the use of innovation or change improves organizational performance; (2) effective implementation, but organizational performance was not impaired in any way; (3) the execution was unsuccessful. Changes can have negative effects if the solution doesn't fit the context, which doesn't help again illustrate the lack of interdependence between the content and the change process.

The development of public administrators follows the same principles as any other manager. Each group is responsible for achieving the goals of the organization to which it belongs; each has a set of qualities that are used to achieve those goals. However, the head of public administration is accountable not only to the group to which he belongs, but also to everyone affected by decisions within the group. The entire population of a territory may benefit or suffer as a result of the decision of the head of that administrative unit.

This leadership is designed to meet the needs of the public, and its goals should be focused in this direction. Leaders resort to charisma and persuasion or other talents to achieve desired results.

Good leaders in public administration have a good sense of responsibility, are aware that their decisions affect citizens in some way, and are willing to take responsibility for their actions and decisions.

A good leader knows when to make decisions, when to act, and when to expect outcomes.

He must be of good character and devotion to his duties in order to bring prosperity to the regions for which his leaders are responsible.

## **6. Conclusion**

Romanian public administration is being reformed, moving towards a post-bureaucratic system, that is, a system that develops leaders with vision and decision-making power.



New leaders should realize the importance of human resources. Any effort to implement this idea in administrative reform will bring us closer to an administrative system based on modern administration, responsive to citizens' needs, loyal, and for which public administration should serve. Now is the time for public administration to develop a source of true leaders. Agree or not, we should adopt concepts common to the private sector to develop successful leaders.

Regardless of the type of leader, we found that in this recruiting behavior, people varied in their abilities and placed different emphasis on the goal-result-reward/sanction triple. The most effective types of leaders are those with high professional and managerial skills, who possess solid knowledge and managerial qualities and skills that enable them to develop and maintain appropriate relationships with subordinates.

Public management means not providing any fixed recipe for success that can only be done incrementally; but it can fundamentally change people's perception of administrative phenomena and behavior. Solving the problems of public administration in Romania essentially depends on it and cannot be conceived in isolation from their activities.

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