

COMPARATIVE PERSPECTIVES OF LEADERSHIP STYLES IN PUBLIC SECTOR IN FRANCE, UNITED KINGDOM AND GERMANY

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ABSTRACT:

IN MY PAPER I WILL FOCUS ON IDENTIFYING LEADERSHIP STYLES PRACTICED IN THE PUBLIC SECTOR IN FRANCE, BRITAIN AND GERMANY. IF WE EXAMINE THE LEADERSHIP AND THE ORGANIZATION OF THESE THREE COUNTRIES, IN COMPARISON WITH THEIR DESIGNS, THERE SORTS OUT A CONSIDERABLE MANAGERIAL EUROPEAN MOSAIC, AS A REFLECTION OF EUROPEAN CULTURAL VARIETY. THUS, I WILL TRY TO EXPLORE THE RELATIONSHIP BETWEEN LEADERSHIP STYLES PRACTICED IN THOSE STATES AND THEIR SPECIFIC CULTURAL PREFERENCES. COUNTRY-SPECIFIC ANALYSIS IS ALSO NECESSARY IN ORDER TO UNDERLINE SOME RECOMMENDATIONS ABOUT IDEAL ADMINISTRATIVE PROFILES IN TERMS OF PRAGMATIC MATTERS SUCH AS LEADERSHIP DEVELOPMENT, RECRUITMENT, PROMOTION, ORGANIZATIONAL CHANGE ACTIVITIES. FROM HERE THE IMPORTANCE OF MANAGER'S APPROACH AND LEADERSHIP STYLE IN THE ANALYZED COUNTRIES. THE METHODOLOGY OF THIS SCIENTIFIC APPROACH IS BASED ON A SERIES OF INVESTIGATIVE METHODS AND PROCEDURES IN THE PUBLIC SECTOR, FROM WE USE: ANALYSIS, COMPARISON, ANALOGY AND SYNTHESIS, WHICH WILL HELP TO RESEARCH IN DETAILS THE SCOPE OF THE WORK AND DRAW CONCLUSIONS THAT ARE OF INTEREST FOR IMPROVING THE LEADERSHIP PROCESS IN THE PUBLIC SECTOR.

KEY WORDS: LEADERSHIP STYLES, PUBLIC SECTOR, ORGANIZATIONAL CHANGE

THE IMPORTANCE OF THIS SUBJECT IN THE CONTEXT OF PUBLIC SECTOR

To begin, I would like to emphasize that in our study documentary research plays a significant role, by us in information like: reports of public authorities regarding the

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management of public functions in various European states, regulations in the field of civil service, procedures, statistics etc..

Leadership challenges of the public sector are directly related to their integration into a broader system, either locally nationally or internationally. Thus, the environment of public sector is becoming ever more complex, changeable and uncertain.

Matei L. (2006) believes that² „in this type of environment, public sector can not administer its operation as in the past, to the extent that the previous conceptions and practices become impossible to be adapted, centralization of decisions and structures requires delays of responses which have a low compatibility in report with the needs by reactivity”.

Some authors speak of moral leadership, ethical leadership, leadership based on values, leadership based on principles or "stewardship" - (such a leader works for others sake, is responsible for an institution results, without interfering to tell others what to do, without leading or dealing directly with them)³.

However, there are studies that redefine leadership as management in the service of others - servant leadership. Larry Spears, in his book *Reflections on Leadership* presents 10 fundamental characteristics of the servant leader/ who serves: capacity of listening, empathy, persuasion, strength/ in terms of conciliation ability, power requirement, forecast ability, conceptualization ability, sensitivity, attachment to development of others, management skills and awareness to the need of forming a learning community for progress. In such a relationship less important word is “me” while the focus falls on “the others”⁴.

To this theory is devoted also Robert Greenleaf, who, in his book *The Servant as Leader*, is trying to define the concept of servant-leader: “Servant-leader - says Greenleaf - is first of all servant. He has by nature the desire to serve, to respond promptly to the priority needs of others, feeling which is preeminent. Recognizing this, may cause a person to aspire to leadership afterwards”⁵.

² Lucica Matei, Management public (București: Ed. Economică, Ediția a II-a, 2006), 148.

³ Peter Block, Stewardship (San Francisco: Berrett Koehler Publishers, Inc, 1993), 65.

⁴ Larry C. Spears, Reflections on Leadership (New York: John Wiley et Sons, INC, 1995) , 164-165.

⁵ Robert K. Greenleaf, The Servant as Leader (New Jersey: Paulist Press,1997), 22.

In another of his working, *Leadership is An Art*, Max De Pree believes that “the first responsibility of a public leader is to define reality and the last one is to tell thanks. Between these both, the leader must become servant and indebted”⁶.

By leadership most people understand „a person's ability to mobilize and direct the abilities of an organization to achieve defined goals”⁷. This general definition implies almost automatically directing attention to terms like power, influence or authority (seen as a legitimate exercise of power); there can be raised questions about the relationship leadership – management; do we deal with subordinate, corresponding or redundant categories?

It seems like the interest for public sector leadership has experienced , however a revival in the last period. An OECD report shows that many governments from the Organisation, including Germany, United Kingdom and France have granted a special priority to this issue in the last few years.⁸

In the following Table 1 i will present a comparative perspective about leadership roles in the literature, from the point of view of three types of leadership that can be seen in public sector: hierarchical leadership, market leadership and network leadership⁹. It is a summary of the various terms from the literature used to describe the leadership roles.

⁶ Max De Pree, *Leadership is an Art* (New York: Bantam Double Day Dell Publishing Group, 1989) , 23.

⁷Hal G. Rainey, *Understanding and Managing Public Organizations* (San Francisco, CA: Jossey Bass Publishers, 1997), 9.

⁸ OECD, *Le secteur public au XXIème siècle : repenser le leadership* (Paris, 2001), 6-8.

⁹ Van Wart M., Hondeghem A., Bouckaert G., Ruebens S., “Administrative Leadership in the context of governance” (paper presented at the XVI Annual Conference of the International Research Society for Public Management -Panel on Leadership in the public sector: back to the future?, Rome, Italy, April 11- 13, 2012), 6-7.

Table 1 provides a summary of the terms used by different commentators in light of the roles described below.

Table 1: Leadership Roles Emphasized by Different Scholars

	Hierarchical leadership		Market leadership		Network leadership	
	Bureaucrat	Steward	Manager	Entrepreneur	Leader	Professional
(Steen & Van der Meer, 2009)			Manager			Professional and policy advisor
(Van Dorpe, Randour, Hondeghem, & de Visscher, 2011)	Bureaucrat		Manager		Leader	Professional, Policy advisor
(Uhl-Bien, Marion, & McKelvey, 2007)	Administrative leadership			Adaptive leadership	Enabling leadership	
(Fernandez, Cho, & Perrz, 2010)		Diversity-oriented leadership	Task-oriented leadership	Change-oriented leadership	Relations-oriented leadership	Integrity-oriented leadership
(Frederikson & Matkin, 2007)				Change agent	Gardener	
(Debis, Langley, & Rouleau, 2007)		Stewardship		Entrepreneurial (transformational)		

Adapted after Van Wart, Hondeghem , Bouckaert and Ruebens ,
 “Administrative Leadership in the context of governance”, 7.

People oriented behaviors are critical for leaders, such as consulting, team-building, and conflict resolution. Leaders understand that the work of the organization is done by subordinates who are a critical resource for the success of the agency and must be nurtured

as much as possible. Externally, the role of leader is about good relations with outside groups and cooperative partnerships¹⁰. This leads to a collaborative style.

ASPECTS REGARDING ADAPTING PUBLIC SECTOR LEADERSHIP IN FRANCE, UNITED KINGDOM AND GERMANY

Public sector leadership in France

In 2003, France has passed to making a reform process absolutely necessary¹¹. France with the help of the Interministerial Committee for reform of the state, through revision of its Constitution in 2003, managed to realize a clarification, an identification of the purpose of public services by simplifying procedures and making them more transparent, by decentralizing state responsibilities and modernizing leadership in the public sector.

French managers from the public sector, consider as essential, even crucial, the skills of organizing and control. The public organization is approached as a hierarchical network, where the power to organize and control comes from the hierarchical position of manager. The specific of french managers, from a social point of view, is similar to that of British managers. Young people, especially from upper social strata, graduates of "Grandes Ecoles" form an intellectual elite from which most part of the senior managers are recruited.

The difference regarding qualities and knowledges of managers, associated with different structural and functional parameters that characterize public organizations, have a strong cultural determination which is reflected in the leadership styles used.

Public sector leadership in United Kingdom

In Britain, the Public Administration undertakes a major reform as of 1999. The Government started a process of defining leadership qualities necessary for the 21 Century, aiming to draw up programs able to ensure that once obtained they are maintained at a high level. For this purpose, two projects were set up which aim defining the leadership: identification of a range of basic skills and the project on leadership within the "Senior Civil Service" (Higher Public Administration).

¹⁰. Hondégheem, Bouckaert, Rubeens., "Administrative Leadership in the context of governance", 8.

¹¹ Ioan Alexandru, Drept administrativ european (București: Ed. Universul Juridic, Ediția a II-a, 2010), 80-90.

To debate different views and to establish the parameters of these projects seminars and workshops were organized on the topic of leadership, with the major participation of senior civil servants. Senior civil servants of the 21st century should acquire new qualities; he / she must have the perspicacity and the ability to communicate a broader vision, must be receptive and understanding with the staff and must be open to change and learning.

The strategy for increasing the capacity of leadership described in the Report on Public Administration Reform includes three elements¹²: defining the type of present and future leadership - the appointment of leaders on this basis; development programs better targeted and more effective, the creation of a more open and diverse public administration. Once assessing the effectiveness of activities, leadership development has obviously become a major problem: to what extent they were clearly attempting to get through such interventions and what kind of leaders were they seeking.¹³

Public sector leadership in Germany

The efficient state, citizen oriented and "active" constitutes the vision of public sector modernization in Germany. The instruments envisaged are modern training of staff, the use of economic methods and a comprehensive analysis of tasks.

With the purposes of supplying a more effective, citizen oriented public administrations, almost all ministries and departments from the German Federal Administration have formulated their own strategies of leadership development and improvement. The control of this leadership development is maintained through dialogues over their performance, organized at least once a year, through a set up of criteria for evaluation before appointment or promotion and through a new technique recently introduced: performance assessment by its own staff.

This technique was recommended by a working group founded by the federal government to manage the development and implementation of the programs related to leadership of the future¹⁴: Training for leadership at *Federal* level. The need for a systematic training for leadership was the main reason for founding the Federal Academy of Public Administration. Training for leadership at the *Bundeslander* level. A special interest was shown for the long-term training models of future leaders. It must be

¹² Source OECD, *Le secteur public au XXIème siècle*, 27-29

¹³ Source OECD, *Le secteur public au XXIème siècle*, 27-29

¹⁴ Source OECD, *Le secteur public au XXIème siècle*, 47-52

mentioned that these long-term training programs for leadership are developed and implemented in most of the Länder¹⁵.

COMPARATIVE PERSPECTIVES OF LEADERSHIP STYLES IN FRANCE, UNITED KINGDOM AND GERMANY

One of the managerial elements much debated in recent years is leadership, considered by many specialists in the field as having a decisive impact on managers' effectiveness and efficiency.¹⁶ Suzanne Keller¹⁷ insists upon a ruling political class, which should impose leadership adaptation to the current requirements of public organizations. From this perspective, I considered necessary on this study, to compare and contrast the state of leadership in Germany, France and Great Britain.

J. Moll, in his book *Mind Your Manner*, presents some interesting conclusions¹⁸ in this regard. From the analysis his study, it appears that French managers have a pronounced characteristic of individualistic leadership. German managers are also characterized by a pronounced individual dimension, but at considerable lower level than in France. Leadership manifestation is running on the background of pronounced systematic organization. On this plan, Germany recorded the maximum intensity. Meanwhile the characteristics of the British managers, from this two points of view, are slightly different. In terms of the leadership, it has an obviously group dimension, without however recording a great intensity. In terms of organization there is a balancing between organic and systematic aspects, as in France.

Firstly, I want to present the opinions of a specialist in comparative management in Europa coming from INSEAD - Fointableau, Paris, Andre Laurent¹⁹: German managers have as strong points skills of competence and coordination in the field. More than the managers in some other countries, they believe, that creativity is essential for achieving managerial success. The typical approach of German managers is characterized by

¹⁵ Source OECD, *Le secteur public au XXIème siècle*, 50

¹⁶ Christopher Pollitt and Geert Bouckaert, *Public Management Reform: A Comparative Analysis – New Public Management, Governance, and the Neo-Weberian State* (Oxford: Oxford University Press, Third Edition, 2011), 43-45.

¹⁷ Suzanne Keller, *Beyond the Ruling Class: Strategic Elites in Modern Society* (New York: Random House, 1963), 64-65.

¹⁸ John Mollé, *Mind your Manner: managing business cultures in Europe* (London: Nicolas Brearley Publishing, Third Edition, 2003), 33-41.

¹⁹ Andre Laurent, *Managing Across Cultures and National Boundaries*, (1994) apud Ovidiu Nicolescu, *Management comparat* (București : Ed. Economică, 1998), 166-167.

rationality. The organization is treated as an coordinated network of people, who based on their owned competence and knowledge, adopts and implements rational decisions.²⁰ In terms of origin, german managers, unlike their french and british counterparts, come from all social strata.

The British managers are significantly different. Their specificity focuses on the interpersonal skills, on the ability to influence others and to negotiate effectively and on the ability to create a favorable image noticeable for others and essential to a successful managerial career. The British managers, most of them, especially those in the upper echelons, origin in the upper classes. Through an elitist school system, young people are trained to become managers.²¹ Moreover, as Lane²² stresses, the British managers compared to those from the old continent, appear as unready for their office, substituting professionalism in their activity with the pragmatism.

Finally, French managers consider as essential, even crucial, the organizational and control skills. For the success of the managerial activity they think that an essential ability is that of effectively managing power relations and working within a system.²³ The social origin of French managers is similar to that of the British ones. Young people, especially in upper social strata who graduated "Grandes Ecoles", form an intellectual elite from which most part of the higher level managers are selected. Referring to the French managers, researches reveal that at the level of large public organization there is a widespread, predominant paternalistic, reflection of the high degree of decision-making centralization, an elitist vision with an emphasis given to hierarchy and control. The dominant characteristic of management style in British organizations is diversity.²⁴ It seems that relatively more frequently it is encountered a participatory, democratic style, characterized by participative decision.

In regard to the managerial style practiced in German public organizations it is increasingly stated, that there is no longer a predominantly authoritarian style as believed until recently. It appears that there are several managerial styles. In addition to the authoritarian style lately a task oriented and participatory style tends to develop.²⁵ In

²⁰ Laurent, *Managing Across Cultures and National Boundaries*, 166-167

²¹ Laurent, *Managing Across Cultures and National Boundaries*, 166-167

²² Lane , *Management and Labour in Europa*, (1989) apud Ovidiu Nicolescu, *Management comparat (București : Ed. Economică, 1998)*, 167.

²³ Andre Laurent, *Managing Across Cultures and National Boundaries*, (1994) apud Ovidiu Nicolescu, *Management comparat (București : Ed. Economică, 1998)*, 167-168.

²⁴ Laurent, *Managing Across Cultures and National Boundaries*, 166-167

²⁵ Nicolescu, *Management comparat*, 168.

Germany there are no formal procedures of selecting of a group of future leaders in an initial phase. Thus the selection process, can be stretch over the course of several years of career development for prospective managers.²⁶

Finally it can be concluded, as seen in Table 2, that although there is a tendency of convergence, managers, as well the leadership styles practiced by them, differ in quite a few respects.

Table 2: Comparative perspectives concerning leadership styles practiced in public organizations in France, United Kingdom and Germany

Leadership styles in		
France	United Kingdom	Germany
<p><u>General characteristics</u></p> <ul style="list-style-type: none"> ➤ Individualistic leadership which characterizes most of the French managers. ➤ This individualism is manifested on the background medium organization in terms of his organic systematic character 	<p><u>General characteristics</u></p> <ul style="list-style-type: none"> ➤ Leadership with a clear of group dimension, but without registering a special intensity. ➤ As a way to approach the organization we see a balance of organic aspects with systematic ones, as in France. 	<p><u>General characteristics</u></p> <ul style="list-style-type: none"> ➤ Leadership with a pronounced individual dimension, but at a noticeably lower scale than in France. ➤ The manifestation of leadership is realized, however on the background of pronounced systematic organization. On this point, Germany recorded the maximum
<p><u>Origins and essential abilities</u></p> <ul style="list-style-type: none"> ➤ French managers come from higher social classes; ➤ It is considered as essential, even crucial, the organizational skills and control skills. 	<p><u>Origins and essential abilities</u></p> <ul style="list-style-type: none"> ➤ The British managers come from higher social classes; ➤ Their specificity is the emphasis on interpersonal skills, on the ability to influence others and effectively negotiate. 	<p><u>Origins and essential abilities</u></p> <ul style="list-style-type: none"> ➤ German managers come from all social classes; ➤ A focus on individual skills, competence in the field, coordination abilities as well as creativity.
<p><u>Leadership styles</u></p> <ul style="list-style-type: none"> ➤ A predominant paternalist style; ➤ A reflection of the high centralization degree, of the elitist view and of the high emphasis on hierarchy and control. 	<p><u>Leadership styles</u></p> <ul style="list-style-type: none"> ➤ It seems that, more frequently, participatory democracy style is encountered; ➤ Participative decision making process, wide spread delegation, consulting of workers' councils. 	<p><u>Leadership styles</u></p> <ul style="list-style-type: none"> ➤ A predominant authoritarian style; ➤ In addition to an authoritarian style task solving oriented and participative style tends to get emphasized lately.

²⁶ Source OECD, Le secteur public au XXIème siècle, 45.

FINAL CONSIDERATIONS

Leadership in the public sector consist, essentially, on the effective capacity of the public administration leaders to influence, mainly through interpersonal relationships, subordinates and collaborators in order to accomplish and achieve certain objectives. Therefore, leadership efficiency in the 21st century will depend heavily on the ability of managers to resolve the current general crisis, to think unconventionally, encourage learning and innovation, by distribution of power among organization members, fostering them in acquiring and transmitting knowledge, building relations of trust and regaining lost credibility.

My paper on leadership styles and roles within the public administration in France, Great Britain and Germany, through the importance given to modernizing administrative structures, presents a concise overview to the ample process of public sector reform, as well as the ever higher requirements imposed by globalization to the European Union. If we examine the leadership and organizations of the three countries compared with their designs, there is a appreciable managerial European mosaic, a reflection of the European cultural variety. I wish to emphasize that all the managerial characteristics presented in the study, reflect and depend on the potential and on the modalities of decision and action of the managers involved. From here derives the great importance of managers approach and their leadership style in the analyzed countries.

As a sum up, leadership depends fundamentally from the interaction between those who follow the leader of the organization in achieving his objectives, his interventions, the recognition this intervention' results and effective changes.

Based on this paper's conclusions, we observe that public sector leaders play a main role in solving problems and challenges that arise in the organizational environment of each institution. What the public administration is looking for are individuals able to promote institutional change in the publics' interest. Leadership plays an integrant role in the resource management of an institution, along with recruitment and selection, training and development, managerial performance, ethics in public services and alia.

In the end of this paper I stress that because of the diverse values and basic beliefs of different societies, leadership and public sector are inevitably culturally rooted. This calls for better forms of interaction and stronger links, in order to achieve homogeneity and correlation in the modernization of the public sector.

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