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# AGENTS OF CHANGE IN THE PUBLIC SECTOR IN ROMANIA

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Abstract

By this study, we aimed to show how important is the role of a leader in the expression of the idea of change, being able to propose the way to follow and give employees a sense of collective responsibility in carrying out strategic activities and objectives. By applying the sociometric technique, as a research method, we analysed the social relations in two HR Departments within the General Directorate of Social Assistance and Child Protection, Bucharest. The results showed the differences between their work climates, the management style of each leader and the internal competition between employees. We could make some proposals that targeted changes within the two departments, from the leadership perspective, which had the effect of preventing social group "explosions" that could have had adverse consequences on the finality of activities, and therefore, on citizens, through the social services rendered. In our opinion, the findings of this research not limited only to Romania, they could be of interest for other countries in the region, too.

Keywords: management of change; public leadership; leaders; agents of change; social work relations...

## **1. INTRODUCTION**

In the context of economic crisis when organizations are undergoing a number of changes, strategic development of leaders and thus of all human resources available to them, can provide a useful conceptual framework to the senior management for better crisis management (Manole, Alpopi and Colesca, 2011). Strategic development of leaders involves a multitude of systematic, formal processes to be tailored to the needs of an organization, to its economic and financial restrictions. However, the strategic development of human resources, helps the senior management to improve its operational capabilities, specific skills and abilities that enable better management of the existing crisis and prevent future ones (Wang, Hutchins and Garavan, 2009). According to experts, the leadership, culture, structure and strategy are the four internal dimensions of organizations, which explain the contribution of strategic development of leaders and all human resources, in crisis management occurring at their level (Wang et al., 2009). Design and development of an organizational strategy involves a deep

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analysis performed by leaders of several aspects, such as assessing the human resource management system, including employee development procedures and systems, their capacity to adapt to changes. From this point of view, the leader must become an "agent of change". The idea that change can be "managed" actively by individuals or groups belongs to the rational planning perspective (Burnes, 2004; By, 2005), which identifies the role of the "agent of change" in managing and implementing change programs (Alfes, Truss and Gill, 2010, p. 111). The role of an agent of change can be defined as an individual or group "responsible for the management of change" (Balogun and Hope - Hailey, 2004, p. 49).

#### 1.1. Literature Review

The literature on strategic management of human resources claimed that HR departments should play a key role in the management of change (Caldwell, 2001; Peacock, 2008).

Relatively few studies were undertaken over time on the question whether, in practice, people are able to meet their role and if so, how? This, although the literature has focused on various articles, debating human resources functions, with an active role in changing (Kim and Mauborgne, 2003; Martindale, 2007). Existing information would support the perspective that few human resource managers play the role of "promoter of change" and when this happens, this role is generally restricted and reactive (Hope - Hailey, Gratton, McGovern, Stiles and Truss, 1997; Ogilvie and Stork, 2003). According to experts (Truss, Gratton, Hope-Hailey, Stiles and Zaleska, 2002), human resource practitioners might conclude that their roles are constrained by expectations regarding the role, nature of change processes, their capability and capacity. The idea that human resource function can contribute to competitive advantage through the effective management of change was related to the company's perspective, based on resources and on the utilitarian notion that human resources can generate added value (Dooreward and Benschop, 2002). Thus, for HR managers, assuming the strategic role of a "promoter of change" can be seen from this perspective (Alfes et al., 2010, p. 111). Francis (2003) argues that another potential role of human resources in managing change can be seen from the social constructionist perspective, focusing on discourse theory to explore the role of HR managers in influencing changes in individuals and their personal realities.

In conclusion, we can say that the literature on management of change is characterized by several aspects (Alfes et al., 2010, p. 111):

(1) First, search for tools, methodologies and techniques to facilitate successful change management gave rise to a normative literature, very influential in specialty magazines (Marks and Vansteenkiste,

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2008). This is based on the unitary managerial and functional vision on the organizational realities and on creating a unique impression on how change can be implemented (Pettigrew, Woodman and Cameron, 2001); (2) Second, academics have sought an explanation of the phenomenon of organizational change that allows them to place the management of change within a wider debate of the social sciences and to raise the change management in daily activity to a higher level, beyond the pragmatic and managerial concerns (Dooreward and Benschop, 2002; Francis, 2003); (3) Third, research concerning the change programs, conducted at organizational level, has led to increased case studies based on empirical and descriptive investigations of the change process, such as the change program design and implementation (Bamford and Daniel, 2005; Leppitt, 2006a, 2006 b).Thus, it can be said that specialists' attempts to contribute to the debates that take into account all three levels of interest, is not a simple task, given the multitude of structures (organizations) and perspectives (Stewart and Kringas, 2003).

### 2. PUBLIC LEADERSHIP

### 2.1. The New Public Management - Public Leadership

The New Public Management (N.P.M.) that was highlighted in the recent decades, is not so new and current anymore (Dunleavy, Margetts, Bastow and Tinkler, 2006). This was influenced mainly by the private sector practices, by applying competitive strategies, treating citizens as consumers, identifying links between objectives, results and efficiency. The idea that "the torch" to change the leadership passed through the new public management and it should be redirected and handed to the supporters of public (collective) leadership is extremely current. According to Barker (1994), "the fundamental difference between leadership and management is in their functions, within organizations and society. The function of leadership is to create change, while the function of management is to create stability" (p. 50). Moreover, in the context of the current crises, manifested more or less worldwide, it is absolutely necessary to move from N.M.P. to the collective leadership, in order to achieve results that are derived, on the one hand, from the collaboration between different organizations and on the other hand, from the fair distribution of responsibilities and encouraging teamwork. A team can be a way of developing leadership without additional expenses, which may be composed of several people from different organizational structures, selected based on the leadership potential they exhibit. In addition, more teams can be formed to analyse different aspects of the same problem, using a competitive approach. The main objective is to learn leadership through the demanding experiences of team members and

provision of solutions to the existing problems (Blunt, 2003). According to George (2000), "leadership is considered one of the most researched topics in organizational science literature, indicating that feelings play an important role in the management process, rather than being a secondary element" (Stănescu and Cicei, 2012, p.108).

The term of collective leadership is based on two fundamental concepts: collaboration and collegiality (Brookes, 2007). From the perspective of the principle of cooperation, emphasis should be placed on the common elements of a certain vision, which requires teamwork at different levels. From the perspective of the principle of collegiality, emphasis should be placed on delegating and empowering several teams (specialist structures) within a framework of accountability that keeps the overview (common) and the strategic objectives set.

#### 2.2. How do we define public leadership?

Among experts, an idea that there are three key reasons to consider the collective leadership is maintained, as follows (Brookes, 2007, p. 213):

(1) Collective leadership is needed in making collaborative and collegiate working a reality; yet leadership means different things to different people at different times and there is no real understanding as to what leadership is or what elements of leadership lead to successful implementation of a vision; (2) Collective leadership applies at all levels, from central government through to individual teams. Central government - given their governance role in defining priorities and targets for public sector authorities - have a defining role. Having set the priorities, leaders then need to have confidence that the intended outcomes will be achieved. Within a partnership or strategic alliance context the first step is to communicate the shared aims and objectives in a way that secures "buy-in". This is important if leaders are to turn strategy into action; (3) It is fair to say that leadership is often the most lacking ingredient in making partnership working and strategic alliances a reality and, more worryingly, that there is a reluctance to accept this amongst leaders.

We can say that the three reasons stated imply the need to understand exactly what is collective leadership, how leadership skills can develop, and how can we appreciate the leadership as effective. In this context, we can ask the following question: "What is the main purpose and role of a team of leaders?" The answer is simple; specifically, the teams and their roles will be different, which will require different leadership styles. We can say that each activity carried out at organizational level requires a different level of leadership skills. For example, medium team leaders may aim to develop policies and processes, to solve problems, to promote certain projects of activity and not least, to ensure service

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delivery to beneficiaries. Failure to achieve these things generates the so-called problem of "implementation".

Concluding this part of the study, we can say that a good leader will be able to recognize and appreciate the leadership skills of others and, at the same time, may delegate leadership to those with special skills. Based on solid knowledge management, a team leader can develop its own leadership team and skills of its members. Therefore this is the key, experts say (Brookes, 2007), for achieving the public leadership goals, which can be defined as a "form of collective leadership in which public bodies and agencies collaborate in achieving a shared vision based on shared aims and shared values which seek to promote, influence and deliver improved and sustained social and economic well-being within a complex and changing social context" (p. 222). But let's not forget that "leadership is at the same time, a political process, especially when it comes to public leadership. This is why success of administrative reform depends on leadership effectiveness, and in case of the public administration reform, on the political leadership" (Mora and Ticlău, 2012, p. 198).

### 3. RESEARCH METHODOLOGY

### 3.1. Method

Romanian public sector development, at present, " involves the adoption and implementation of a new model, which requires the removal of old paradigms and acceptance of innovative approaches, where citizens are not only beneficiaries of community development, but co-participants in the decision on the future developmental milestones. At the same time, is needed the rethinking of structures, meaning their flexibility, at both central and local level, and limitation of government decision by involving citizens and groups, representative for the community in the decision-making process" (Popescu, 2011, p. 148).

Thus, a question arises: Are leaders true agents of change in the Romanian public sector? The answer is based on results obtained from the analysis of social relations in terms of collective leadership, which we performed in the Human Resources Departments within the General Directorate for Social Assistance and Child Protection (D.G.A.S.P.C) District 4 and District 6, Bucharest. We conducted our research on them because the activity has a great impact on population, in terms of providing and implementing social security policies and strategies in the fields of child, family, single persons, elderly protection, and of any people in need. The role of HR Departments in the above-mentioned institutions, is major in terms of their duties, and actions of their leaders become extremely important for both their own management teams and other employees, because, according to the social relations they develop

(collaboration, collegiality) and assessments they make about all others, employees will achieve job satisfaction and be motivated to provide efficient services to citizens.

To investigate the social relations existing in the departments analysed, we opted for a sociometric technique (as a research method), which is "a set of mathematical and graphical techniques and procedures (test and sociometric table, target sociogram) " that allows the establishment of the group structure, formal and informal leaders' position, and the constellation of relationships between group members, as it appears at a time (Caramete, 2002, p. 106).

The sociometric test was designed from the perspective of surprising the affective climate, considering for achievement of the sociogram, obtaining individual scores signifying the group structure and status types of its members. Being a test aimed to capture the role of work climate, its orientation was done from the beginning, to activities involved in the specific field to which the groups analysed belong. For example, each group member had to express his/her preferences and refusals, in choosing and rejecting other group members who would accompany him/her or not, in a professional activity (Manole et al, 2011).

The sociometric test requested nomination of the first three members with positive scores (+ 3; +2; +1) that the specific employee would like to have them as collaborators, and the first three members, with negative scores (-3, -2; -1), with whom he/she would not like to work in professional tasks. The test also requested each group member to present his/her views on people who believe that selected him/her and on those who rejected him/her for the same type of activity. Responses to questions were plotted in the sociogram, providing a representative picture of the affective group structure. It showed us who is the group "star", the leader to whom positive choices are converging towards, who are those "isolated" (group members who receive a score of "0"), "rejected" (those who get negative scores) and who are the "mutual" options (Manole et al., 2011).

#### 3.2. Application of the research method. Collection and interpretation of data

We must clearly indicate that our research method was applied to 20 civil servants belonging to the Human Resources Department, within D.G.A.S.P.C. District 4 and 15 civil servants belonging to the same department, but D.G.A.S.P.C. District 6. In the first department, the following model of sociometric test was applied:

Question 1: If, in the coming days, you must prepare the documentation and make the purchase of workbooks for newly employed foster parents, with which of your colleagues would you like to perform these activities? Name the first three of them (+3, +2, +1).

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Question 2: In the same activities, with whom you would not collaborate? Name three of your colleagues (-3, -2, -1;).

Question 3: In terms of carrying out activities, which of the colleagues do you think have chosen you to be their collaborator? Name three of them.

Question 4: What colleagues do you think do not want to work with you in the performance of activities? Name three of them.

The test results are in the sociometric table extract (Table1), being plotted using the sociogram (Figure1):

Seq. no.	Investigated team members	Investigated team members									
		FC (a)	CV (b)	NE (c)	MI (d)	IR (e)		CS (f)	GA (g)		
1	FC (a)		3	2	-3	1					
2	CV (b)	3		2				-1	-2		
3	NE (c)	3	1			2		-3	-2		
4	MI (d)	1	2			-1			-3		
5	IR (e)			1				-2	-1		
19	CS (f)	3	1	-2	1						
20	GA (g)	3	1	-2	2						
	SCORE "+"/"-"	35/-10	24/-15	30/-12	30/-24	15/-14		3/-6	1/- 15		
	TOTAL SCORE	25	9	18	6	1		-3	-14		

TABLE 1 - HUMAN RESOURCES DEPARTMENT, D.G.A.S.P.C. DISTRICT 4 – SOCIOMETRIC TABLE EXTRACT

Source: by the authors (adapted from Roman, 2000, p. 69)

In Table 1, "FC" (a), "CV" (b), "NE" (c), etc. are the name and surname initials of the investigated team members. The extract reads: "FC" (a) preferred "CV" (b), "NE" (c) and "IR" (e) and rejected "MI" (d); "CV" (b) preferred "FC" (a) and "NE" (c) and rejected "GA" (g) and "CS" (f), etc.

As shown in Table 1, the informal (unofficial) leader of the collective analysed is "FC" (a) because most group members elections were headed towards him, thus obtaining the highest positive score (25 points), in the context in which the formal leader of the team investigated, according to the official structure is "NE" (c) who received a lower total score (18 points) than the informal leader, preferred by most group members. Rejected group consists of "CS" (f) and "GA" (g), because they obtained total negative scores (-3, -14).

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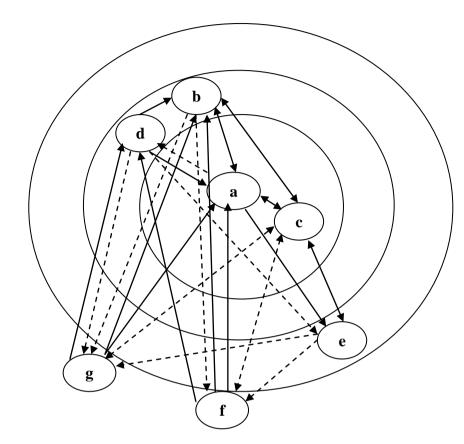


FIGURE 1 - SOCIOGRAM - GRAPHICAL REPRESENTATION OF THE SCORES OBTAINED BY INVESTIGATED TEAM MEMBERS (ADAPTED FROM ROMAN, 2000, P. 67)

As shown in Figure 1, the graphical representation of the scores obtained by investigated team members shall read:



mutual attraction;

← - - - - ► mutual rejection.

According to experts, the tele-element (social electron) is "the simplest unit of feeling transmitted from one person to another" (Roman, 2000, p.67).

Within the second department analysed, the following model of sociometric test was applied:

Question 1: If, in the next period, you must perform in the work books, all changes relating to employment, employment contract extension, wage increases, termination of activity for personal

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assistants, carers of disabled and elderly at home, with whom of your colleagues would you like to perform this activity? Name the first three of them (+3, +2, +1);

Question 2: For the same activity, with which of the colleagues you would not collaborate? Name three of them (-3, -2, -1.);

Question 3: Given the realization of the activity, which of colleagues do you think have chosen you to be their collaborator? Name three of them;

Question 4: Which colleagues do you think do not want to work with you to perform this activity? Name three of them.

The test results are in the extract of sociometric table (Table 2) and their graphic representation in the sociogram (Figure 2), which can be read in a similar way to Figure 1:

	Investigated	Investigated team members							
Seq. no.	team members	CF (a)	IA (b)	IV (c)	JE (d)		LE (e)	BI (f)	
1	CF (a)		3	1	-1			2	
2	IA (b)	3		2	-2		1	-1	
3	IV (c)		3		1		-1	2	
4	JE (d)	1	3	-1			2	-2	
· .	•	•	•	•	•	•	•	•	
14	LE (e)	3	2		1				
15	BI (f)	-1	3		2		-2		
	SCORE "+"/"-"	20/-10	24/-3	3/-1	12/-6		3/-3	4/-3	
	TOTAL SCORE	10	21	2	6		0	1	

TABLE 2 - HUMAN RESOURCES DEPARTMENT, D.G.A.S.P.C. DISTRICT 6 - SOCIOMETRIC TABLE EXTRACT

Source: by the authors (adapted from Roman, 2000, p. 69)

As shown in Table 2, "IA" (b) is the formal leader of the department analysed and also informal leader, achieving the highest positive score (21 points). Insulations of the group have achieved a zero score. The sociometric table extract shall read: "CF" (a) preferred "IA" (b), "BI" (f) and "IV" (c) and rejected "JE" (d); "IA" (b) preferred "CF" (a), "IV" (c), "LE" (e) and rejected "JE" (d) and "BI" (f), etc.

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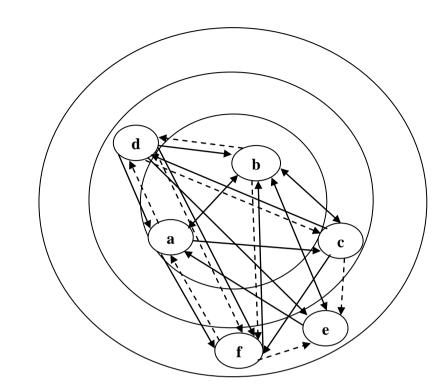


FIGURE 2 - SOCIOGRAM - GRAPHICAL REPRESENTATION OF THE SCORES OBTAINED BY INVESTIGATED TEAM MEMBERS (ADAPTED FROM ROMAN, 2000, P. 67)

#### 3.3 Results

From application of the sociometric method, we observed that differences in work climate in the two analysed departments have shown the management style of each leader and internal competition between members. If in the second department analysed could speak of a "warm" work climate based on collaboration and collegiality, resulted in solidarity of members around the official leader of the group, which has acquired the status of informal leader (obtaining the highest positive score), as a result of choices made, for the first department analysed the situation was totally different. There was another person acting as the informal leader versus the formal one, because most elections of the group members were directed to this person, achieving the highest positive score. We explained this by the fact the official leader of the group came from the old team, holding a leading position due to his relations with the political environment. This leader had no managerial competence required for open communication with his subordinates, not understanding the need to stimulate them towards making major changes and achieving superior performances in the occupied positions. He manifested an authoritarian, old management style, being a person belonging to the paradigms of the past, approaching the end of his career, preventing thus normal operation of business, at his staff level. It is known that a leader who practices this style of leadership is convinced that he knows best what to do

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and how to do it. He considers only those persons subordinated to him, who have not strayed from what he "ordered". On the other hand, "democratic style is characterized by the involvement of subordinates in decision-making. If the manager practices this style, we can say that it not only accepts advice and opinions of subordinates, but also stimulates the subordinates in this way" (Mora, 2008, p. 30).

Regarding our analysis, we can say that scores of the formal leader and his servants have indicated the establishment of sub-groups within the collective, which showed us the rupture between generations and different perception of professional mission. The dynamic subgroup of the team analysed consisted of young employees (-30 years) with recent specialized training and capacity for change verified in the light of present. Attempt of this group to go around the rules imposed by the old style of the formal leader, has generated a series of problems within the team, in the context of a climate of non-collaboration (cold) in terms of human relationships. In this context, we proposed replacing the formal leader with a leader from the higher hierarchy of the institution, open to new, or with the informal leader of the group has demonstrated that it has not the necessary capacity to create a "warm" climate of cooperation among group members, is not able to promote teamwork (major feature of collective leadership) and to give employees a sense of collective responsibility, concerning the tasks set. This leader has demonstrated that he can never be a true agent of change at institutional level.

### 4. CONCLUSIONS

Research carried out in the two Human Resources Departments within the General Directorates of Social Assistance and Child Protection revealed that the work climate in a professional group is essential for its effective functioning. In our opinion, it depends, first, on the official leader's management style, a leader who must be able to develop his/her own management team and be a true agent of change, and secondly, on the strategy developed at institutional level. Leader's action is essential, both to revitalize his/her management team and to develop a professional environment based on collaboration and collegiality with all other employees coordinated. The model proposed by us in the current research can be extended and applied to all parts of the public sector in Romania. This could allow the removal of the old leaders who lead today different structures of public institutions, and who remained constrained in the paradigms of the past, while promoting new leaders of the younger generation having the skills necessary to implement the collective leadership in the public sector in Romania. This is all the more since, at institutional level, a set of new structures and policies were oriented to the administrative system modernization, such as Introducing the Young Professionals

Scheme "Development of a Body of Professional Public Managers" in order to prepare a core of leaders in the civil service, from the new generation, politically neutral, and professionally trained in the modern principles and values of the European Union public sector management, since 2003 (Mora and Ţiclău, 2008, p. 94). These changes are even more necessary because, at present, Romania has experienced a strong institutional decline, in many ways, including the quality of leaders. Now, more than ever, we need strong leaders, to change the current configuration of the public sector in Romania from the ground, in order to improve the services rendered to citizens. In the context of the regional geopolitical crisis in which Romania is found today (which could determine, in its turn, an extremely dangerous geo-economic crisis in the region), effective action of leaders is the basis of change in the Romanian public sector, in order to develop and streamline the social services provided to citizens. We can say that effectiveness of a leader's action is the "key" to achieve the objectives of public leadership as a form of collective leadership, which should be developed in the coming period, in the public sector in Romania.

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