The leader – manager debate in the Greek public administration: a critical review of the literature and future research agenda

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ABSTRACT

One factor that researchers regularly cite as one of the most important contributors to organizational performance is leadership. However, despite the widespread speculation that leadership is important for organizational success, there has been relatively little research regarding the impact of leadership behaviours on organizational performance in governmental entities. More specifically, there is little research examining the impact of transformational leadership behaviours on organizational performance within governmental entities. Consequently, the purpose of this paper is to examine the leader – manager debate in the field of Public Administration in Greece, in the light of the implementation of the New Public Management . It focuses on the strategic role that administrative leadership can play in the development of its economic activities through the effective management of its human capital, with the aim of creating a sustainable model of economic growth and social cohesion, for efficient, effective self-government, modern and flexible in a highly competitive and changing political, social, economic and technological environment.

Through an illustrative bibliographic review we have conducted so far, there is a lack of studies about the impact of Greek public sector leadership, the existence of a best leadership style and whether the regional government can work effectively in terms of private sector management to be effective and rewarding in the local community. We base our study on Van Wart's (2003) literature review on public sector leadership. Does public sector leadership existing in its own right, or is it merely private leadership applied to the public domain? Is there any need for leadership development programs which focus on the difference between administrative leaders in the public sector and their counterparts in the business world? What is the best leadership style to use in a time of crisis?

Therefore, the purpose is to make a bibliographic review of these issues by studying them in the case of Greece and summarizing definitions and characteristics of leadership, leadership styles, differences between management and leadership styles and to analyze the challenge of public sector leadership in a time of crisis, the impact of New Public Management in the public sector administration as well as the leader / manager debate in the Greek public administration context. The debate about Greece is being developed in the modern dimensions of the governance and administration of the quality of the institutions that is in the modern results of good management and leadership.

Keywords: Leadership, Management, Local Government, Greek Public Administration, New Public Management, Greek public sector, Public management reform.

INTRODUCTION

Since the early 1980s, there has been a reform movement of substantial changes in the structure and functions of the public sector. The main feature of these changes and reform interventions is their orientation and integration into the theoretical framework of the New Public Management and Public Administration approach. The problems of the implementation of the reform policies are connected, among other things, with the lack of strategic administration and implementation of strategic management tools. In addition, an important factor that contributes to the coordination and combination of strategic management and the implementation of strategic management tools is the strategic leadership with its multiple dimensions and the positive consequences it can bring to the field of public administration and local government agencies.

With the reform that took place in the Greek public administration, introduced principles and ideas from the private sector to the public sector. The main goal of this reform was to make the public administration familiar with concepts, but it is the economy, efficiency and effectiveness. The basic policy of this process provided for the introduction of private sector techniques and methods to the public. The changes that took place were really remarkable. The bureaucracy examined the values and principles that had been achieved, such as the compliance of administrative action with the law. The strictly limited action of the administration left no windows for finding "other" ways to meet the needs of citizens. The new model that was formed is more functional and efficient and placed more emphasis on the quality of the goods and services provided to the citizens.

This model is based on the logic of introducing financial principles and values derived from the market in the field of public administration, thus shaping a new way of governing the public sector or a new public management. In this context, leadership is a key component.

So, leadership is the power that guides both people's daily lives and life in every type of organization. Therefore, when an organization's environment emphasizes not only profit but also inspiration and guidance, more and longer-term positive results are achieved within the organization. Those organizations with ethical leadership style of behavior have a strong and clear culture values and in addition can increase their chances of achieving greater success and durability.

Trying to analyze in this paper the specific behaviors that characterize effective leadership in the workplace, we focus on two dimensions that are considered critical to the development of leadership behavior:

(a) whether the leader can define and direct the activities of his or her subordinates within a specific framework to meet the objectives of an organization; its effort to inspire mutual trust through respect, solidarity and the development of anthropocentric orientation.

Moreover, during last decade public sector leaders have to face a combination of challenges from the tough financial climate, the pandemic crisis, citizens expectations for improved services at lower cost, long-term shifts in demographics and political commitments to reform public sector management. Research about leadership, in a

time of crisis is required to be predictable, as this builds trust, to strive for situational awareness by assessing likelihood and potential consequences of a threat, to use risk management tools and call on expertise as needed, to make timely decisions. In this context, leaders have to take seriously into consideration, the impact of New Public Management in the public sector administration, witch focuses on results. Those outputs need to be monitored for the success of an organization.

METHODOLOGY

This review is motivated by the need to (a) provide researchers and practitioners interested in contemporary public leadership in Greece with a comprehensive overview of the recent literature and (b) establish the context for future theoretical and empirical work on public leadership both within Greece and cross-culturally.

In this article, we aim to portray the state of the art in public sector leadership in order to recommend directions for research and training practice in Greek public administration context. To this end, we review the literature on public sector leadership and classify them in the framework of the New Public Management in Greece. As Orazi, Turrini, and Valotti, (2013) suggest, public sector leadership is emerging as a distinctive and autonomous domain in public administration/public management studies, although the debate is still underdeveloped compared to business administration studies. Leadership skills are important for the performance of public sector organizations, so public sector leaders should behave mainly as transformational leaders, moderately leveraging transactional relationships with their followers and heavily leveraging the importance of preserving integrity and ethics in the fulfillment of tasks.

In order to review the literature on all the above topics and to assess whether or not the aforementioned questions remain unexplored, we designed a three-step procedure. The goal of the first step was to summarize the definitions, the characteristics, the leadership styles as well as the the leader – manager difference, defined by the international and Greek bibliography for leadership theory. To study the literature we searched to the most mentioned journals for public sector leadership articles. To study this literature, we have identified and collected studies of the last twenty years on the leadership of the public sector and what is valid in Greece. We did an initial search for the keywords listed above. The journals were selected was the: Journal of Management, Academy of Management Journal, Internationa Institute of Management Development, Leadership Quarterly, Boston: Harvard Business School, International Journal of Engineering Research and Applications, Public Organization Review: A Global Journal, The International Journal of Human Resource Management and International Review of Administrative Sciences.

The purpose of the second step was to study the challenge of leadership for the public sector in an age of austerity and pandemic crisis in order to identify the good leadership in a time of crisis and then to examine the impact of New Public Management in the public sector administration, by the basic assumptions and core elements of it. At this point we conducted an initial keyword search in Scopus database over the period from 2009 -2021 and classified the most important points for our study. We selected Journals as the target media and input the following word combinations in the ‗Title', ‗Abstract' and ‗Keywords' fields:

– Public sector + Leadership

– Public administration + Leadership

1. Leadership + time of crisis

2. New Public Managment +Impact in public administration

To complete the third step, we carried out the same search routine in the most cited journals -as present above- in the field of leader / manager debate in order to conclude to the Greek public administration context. At this point we first studied what applies generally by taking a systematic approach of management / leadership literature in the public sector from 2003 to the present. Then we focused on leadership-management project and its implementation in the Greek public sector. We selected articles and studies in Google Scholar database, analyzing every issue over the period from 2017-2021 in the Greek public sector. Finally, the titles and summaries of the retrieved articles and studies are displayed below depending on the relevance.

2018	**The New Public Management and the Impact of the Fiscal Crisis in the Greek Public Administration**	The Recent fiscal crisis has significantly affected the public administration. The NPM has affected recent legislative reform initiatives. A clear direction for change was identified to improve country's finances
2017	**New public management and reforms in the Greek Health System (2010-2016) case study: «electronic prescription»**	This specific study records the usefulness and necessity of the reforms that stem from the implementation of the programs and activities of the New Public Management in the healthcare sector,
2017	**The role of public management in the structural**	the role of Public Management in the current historical structural changes of the Public Administration, as well as the steps taken in the indicated memorandum direction to date.
	changes of the public sector in Greece: the case of the Independent Authority for Public Revenue	

2020	**The New Public Management: The work of the Ombudsman and its impact on the relationship between Public Administration and the citizens**	Applying private management methods focuses on the operation of public administration in efficiency and effectiveness, while focusing on results versus processes
2019	**The effects of the new public management on education**	The New Public Management is characterized by the philosophy of public sector reform in the direction of decentralization and operation with private economic criteria, ss wellas it has led to the emergence of new educational processes
2017	**The new management in Greek Local Government and the Kallikratis reform: the example of the Municipality of Athens**	How NPM is implemented in the Local Government Organizations in the light of the current institutional and regulatory framework
2017	**Accepting the implementation of New Public Management in the public sector in times of economic crisis**	The views of civil servants on whether it would be useful to apply the principles of the New Public Management to the Greek public sector today in order to address more effectively the economic and financial crisis in Greece
2020	**The introduction of the methods of new public management in the Greek public administration: quality and**	Presentation and analysis of measurement and evaluation indicators of efficiency, effectiveness and efficiency of public administration, in the light of NPM, in international and European level.
	efficiency	

2021	**Leadership in the Greek Public Sector**	Changing the traditional bureaucratic model in the Greek public sector and adopting the principles of New Public Management becomes more efficient, but also responds to needs of citizens. In order for all these changes to take place, however, the appropriate one is needed leadership.
2017	**Leadership and organizational change in public administration**	Factors affecting the readiness for organizational change demonstrated by the employees of the Greek public administration.
2021	**Ethical leadership and organizational commitment employees in the public sector**	The way of exercising leadership in the Public Sector is directly related to the job satisfaction experienced by employees and consequently to the organizational commitment they show for the organization.
2021	**Leadership and Efficiency: The case of the public sector during the covid-19 pandemic crisis period**	During the Covid-19 pandemic crisis, the dominant public sector leadership style is transactional, and transformational leadership has the greatest positive correlation with efficiency.
2019	**The role of leadership in Greek Public Administration**	The leader of the 21 st century has a very different profile, as he/she implements leadership in a digital world with the flow of a large volume of information, cutting-edge innovation, networking, complexity and all these affect decision making. Cooperation, persuasion, consultation, skills of partners and team working are fundamental elements for today effective leadership.

This yielded a total of 13 theoretical-qualitative contributions (reviews, research agendas, qualitative research) and also empirical-quantitative works. We analyzed these publications carefully in order to verify their relevance to our research aims. While reading the selected articles, we systematically listed the definitions of public sector leadership stated by the authors, noting whether the article could contribute to our study.

We based our article analysis and grouping on the empirical articles, after which we extended our analysis to the theoretical and normative works.

1.   Leadership theory
Definitions and characteristics

Leadership in its holistic version is the most necessary prerequisite for an Organization to succeed. The political scene in local government, particularly in recent years following a series of rapid administrative reforms, is seeking, with the need now greater than ever, people to be able to envision integrated, engaging strategies, relevant experience, but mainly experts in setting goals and management of all levels. But who can take such a holistic approach over time, and how is their success defined? A head manager is the person responsible for steering the "business vehicle". He is responsible for the values developed in his day at the Agency he manages, for the image of his partners, for the products and services promoted through the management of operational programs, structures and human resources, but mainly for financial results.

According to Bennis (1989) defined that management is doing things right, like improving operational performance, maximizing revenues, and reducing expenses while leadership is doing the right things, such as setting organizational priorities and allocating human and fiscal resources to fullfill the organization's vision. Leadership is not just something inside the person, but first of all it is an interpersonal relationship, those who want to they see if they are leaders, all they have to do is look back to see if they are following them.

Bolman and Deal (1995) argue that leadership is "a morality, the gift of a human being" (p. 102), and that the supremacy of leadership emerges and is maintained through the creative ability of the leader, which gives opportunities to those under his authority to are creative within specific boundaries. These boundaries are set in order to create more productive organizations, increase the influence of the leader, and make those under his authority feel the joy of creativity, finding that their work has meaning and dignity.

Professional organizations are a set of goals in which individuals interact as moral rather than immoral beings. This interaction within those particular environments is automatically subject to ethical rules and laws, and these cease to be associated exclusively with economic aims. Therefore, the interaction between the leader and the subordinate is differentiated, no longer merely concerned with financial transactions and temporal interaction, subject to ethical rules. The leader is no longer the one who imposes the decisions, he becomes the one who proposes the decisions. Existing ones no longer follow decisions without judging, they are active and equitable members in the decision making process (Bowie, 2000).

Strategic ethical leadership is linked to and depends on the ethical values and vision of the leader that his followers accept or disapprove of. Bass and Steidlmeier (1999) argued that transformational leadership is closely linked to contemporary ethical reflection, which in addition to moral and virtuous character includes important ideas - ideals such as trust, freedom, and justice.

In addition, human resources are the set of talents and willingness for performance of all people in a business that can contribute to the creation and completion of its mission, vision, strategy and goals (Jackson and Schuler, 1996). Therefore, we can argue and demonstrate how strategic leadership can make a significant contribution, through the beneficial development and empowerment of

human resources, to the development of local government as a driving force for the development of a geographical area and of the Greek territory in general.

Avolio (2007) suggests that a follower's decision to follow a leader may be a more active process, based on the extent to which the leader is perceived as representing the follower's values and identity (Howell and Shamir, 2005). Unfortunately, most leadership research has considered the follower a passive or nonexistent element when examining what constitutes leadership. An exception to this conclusion is the work that has been done on relational models of leadership, such as the vertical dyad linkage (Dansereau, et al, 1975) or leader–member exchange theory (Graen and Uhl-Bien, 1995). The main gist of leader–member exchange theory is that the quality of the exchange relationship between leaders and followers will determine the qualities of leadership and outcomes achieved.

The emerging patterns in leadership research provide support for what Gardner (1990) described over 15 years ago in his book ―On Leadership‖, in which he stated, Leaders cannot be thought of apart from the historic context in which they arise, the setting in which they function (e.g., elective political office), and the system over which they preside (e.g., a particular city or state). ―They are an integral part of the system, subject to the forces that affect the system‖ (p. 1). In line with Gardner's arguments, the main thrust of Avolio's (2007) article ―Promoting More Integrative Strategies for Leadership, Theory-Building‖ has been to promote a more integrative examination of leadership theory-building and research so as to lay the groundwork for a more full understanding of what constitutes the best and the worst forms of leadership and how those forms develop.

Highlighting this issue, Zaccaro and Klimoski (2001) noted, most theories of organizational leadership in the psychological literature are largely context free. For example, leadership is typically considered without adequate regard for the structural contingencies that affect and moderate its conduct. We maintain, however, that organizational leadership cannot be modeled effectively without attending to such considerations.

Winston and Patterson (2006), give an integrative definition of leadership. They say that "a leader is one or more people who selects, equips, trains, and influences one or more follower(s) who have diverse gifts, abilities, and skills and focuses the follower(s) to the organization's mission and objectives causing the follower(s) to willingly and enthusiastically expend spiritual, emotional, and physical energy in a concerted coordinated effort to achieve the organizational mission and objectives. The leader achieves this influence by humbly conveying a prophetic vision of the future in clear terms that resonates with the follower(s) beliefs and values in such a way that the follower(s) can understand and interpret the future into present- time action steps".

Van Wart's assessment of administrative leadership (2003), was nonetheless that "the needs are great and the research opportunities are manifold' . His relatively negative assessment has been widely cited and needed to be re-evaluated a decade later to see what progress had been made. No comprehensive review of field of leadership had occurred in the intervening decade that had looked at the issues related to the leadership in administrative settings of government. According to him administrative leadership is broadly defined as the people and the accompanying processes and networks that lead, manage, and guide government and non-profit

agencies. It focuses on civil service and appointed leaders rather than political leaders, and focuses primarily, but not exclusively, on implementation and the technical aspects of policy development over policy advocacy. The literature in the field has clearly evolved, but why has it evolved, how has it evolved and what are the new challenges it faces? Van Wart believes that it is important to take stock given the apparent fragmentation of the field (Van Wart. 2013).

Examining greek literature, leadership could be defined as the process of influencing the thinking, emotions, attitudes and behaviors of a small or large, formal or informal group of people by a person (leader). The process of influencing is done in such a way that individuals volunteer and willingly and with appropriate cooperation do their best to achieve effective goals stemming from the mission of the team and its ambition for progress or a better future (Burandas,2002).

Specific elements such as:
1) the ability of one to impose one's desires on others (power),
2) the legal right to exercise the power it possesses, or
3) one's ability to influence behavior or manner in their own way thinking of others (influence), are important parameters of a leader behavior, however, does not constitute the function of leadership at its core.

The persistent question that concerns those who are concerned about workplace issues and more generally about the organization and management of the workplace in businesses and organizations relates to what are the characteristics that make a leader in his or her workplace. It is clear that this question can be answered depending on how one views the phenomenon of leadership. If, for example, one adopts the "genetic theory" that emphasizes inherited transferable abilities, it is likely that the "leadership" genes inherited from one generation to another will be of interest to him. If, in the other case, we emphasize the attributes of leaders (attribute theory) then we will look for leaders specific attributes such as social status, gender, age, appearance, etc. which are considered to be responsible for the leadership behavior that one exhibits (Koutouzis, 1999).

In conclusion, the concept of a vision, the spread, the depth "reading" and analysis of reality, the rational prediction of future trends, creating innovative and audacious goals, mobilization of team members to achieve these objectives, Capacity building and conflict management are proven to be some of the key elements of any leadership behavior that is beneficial and effective.

2. Leadership styles

It is interesting as well to examine whether transformational leadership styles of leaders in governmental settings augment the impact of transactional leadership on public sector organizational performance. Transformational leadership behaviors have a significant impact or organizational performance. In addition, leaders who use transformational leadership as their primary or dominant leadership style have an impact on organizational performance over and beyond the impact of those leaders who mostly use transactional style (Muterera, 2012).

Leadership models of the last century have been products of top-down, bureaucratic paradigms. These models are eminently effective for an economy

premised on physical production but are not well-suited for a more knowledge oriented economy (Uhl-Bien, et al, 2007).The basic assumptions underlining much of what is taught and practiced in the name of management are hopelessly out of date. Most of our assumptions about business, technology and organization are at least 50 years old. They have outlived their time. (Drucker, 1998)

According to Hitt (1998), we are in the midst of a new economic age, in which 21st century organizations are facing a complex competitive landscape driven largely by globalization and the technological revolution. This new age is about an economy where knowledge is a core commodity and the rapid production of knowledge and innovation is critical to organizational survival (Bettis and Hitt, 1995, Boisot, 1998). Consistent with these changes, much discussion is taking place in the management literature regarding challenges facing organizations in a transitioning world (Barkema et al., 2002, Bettis and Hitt, 1995, Child and McGrath, 2001).

Yet, despite the fact that leadership is a core factor in whether organizations meet these challenges, there is a little explicit discussion of leadership models for the Knowledge Era. As noted by Davenport (2001), while it has become clear that the old model of leadership was formed to deal with a very different set of circumstances and is therefore of questionable relevance to the contemporary work environment, no clear alternative has come along to take its place.

Osborn et al, (2002: p. 798) argue that ―a radical change in perspective‖ about leadership is necessary to go beyond traditionally accepted views, because ―…the context in which leaders operate is both radically different and diverse. The world of traditional bureaucracy exists but it is only one of many contexts.

According to Uhl-Bien et al (2007), Complexity Leadership Theory provides an overarching framework that describes administrative leadership, adaptive leadership and enabling leadership; it provides for entanglement among the three leadership roles:

- -Adaptive leadership is an emergent, interactive dynamic that is the primary source by which adaptive outcomes are produced in a firm.

- -Administrative leadership is the actions of individuals and groups in formal managerial roles who plan and coordinate organizational activities (the bureaucratic function).

- -Enabling leadership serves to enable (catalyze) adaptive dynamics and help manage the entanglement between administrative and adaptive leadership (by fostering enabling conditions and managing the innovation-to-organization interface). These roles are entangled within and across people and actions.

The agenda for theory and research in the field of leadership studies has evolved over the last 100 years from focuses on the internal dispositions associated with effective leaders to broader inquiries that include emphases on the cognitions, attributes, behaviors, and contexts in which leaders and followers are dynamically embedded and interact over time. Leadership theory and research has reached a point in its development at which it needs to move to the next level of integration—considering the dynamic interplay between leaders and followers, taking into account the prior, current, and emerging context—for continued progress to be made in advancing both the science and practice of leadership (Avolio, 2007).

In the extension of the theoretical discussion of leadership and leadership behavior, the scientific community has formed a common ground on certain key standards and characteristics that govern leadership. In general, after systematic research on how the leader behaved toward the team, three key leadership standards were identified, based on how the leader made decisions. According to this approach, there are three models of leadership (Burandas, 2005):

authoritarian: the leader decides on his own without discussing with his associates the decisions he is going to make. In these cases, the leader actually takes responsibility for it while imposing his strategy without worrying about whether or not his partners agree.

democratic: is based on the common contribution of all in a way that their views are taken into account through a common decision-making process

authoritative / relaxed: the role of the leader is relatively limited, as it empowers his or her associates to self-manage the team and develop its dynamic.

3. The leader – manager difference

Leaders and managers are frequently presented as different types of people, because a leader is portrayed as someone who inspires the team members to achieve, while a manager is portrayed as someone who is more concerned with planning and controlling the team members. Although leadership and management might be different skills, they are also links in a chain, as an effective manager of projects actually needs both project leadership skills and project management skills. This might sound like a contradiction, but in practice the two skills are complementary because without project leadership you will have a directionless and unmotivated team, and without a project management system you will have planning chaos.

Burke and S Barron (2014) support that the term management is usually associated with words such as organizing, planning, monitoring and controlling and on the other hand the term leadership brings to mind ideas of motivation, influencing and working with people. This distinction indicates the essential difference between a person that might be labeled a manager and someone that would be called a leader. It suggests the dominant style of the manager as being task focused, and that of the leader as people focused. The differences between the two styles will be further investigated, as there is not a sufficient distinction. Indeed, the project manager must have a combination of skills which includes both leadership and management, together with technical skills and entrepreneurial skills.

See a table below with a list of leadership skills vs. management skills available in the literature, notably those developed by John Kotter and Warren Bennis.

Table 3.1. Project Managers vs. Project Leaders

Project Managers	Project Leaders
Project managers focus on systems	Project leaders focus on people

Project managers are appointed by their superiors	Project leaders are chosen by their team members
Project managers administer	Project leaders innovate
Project managers focus on conforming and maintaining	Project leaders focus on challenging and developing
Project managers have a short-term perspective	Project leaders have a long-term perspective
Project managers like consistency and accept the status quo	Project leaders are flexible and challenge the status quo
Project managers are risk averse	Project leaders are risk opportunists
Project managers focus on planning, budgeting and the bottom line	Project leaders create a vision of the future with an eye on the horizon
Project managers develop communication systems	Project leaders develop interpersonal lines of communication
Project managers focus on organization structures	Project leaders focus on people
Project managers focus on the problem- solving processes	Project leaders aim to inspire and motivate
Project managers focus on targets and milestones	Project leaders focus on creating change
Project managers want to control their project	Project leaders are passionate about their project
Project managers focus internally on the project	Project leaders focus externally on the client, the competition, the market and new technology

Source: Project Management Leadership: Building Creative Teams, Second Edition By Rory Burke and Steve Barron (p. 143)

Leadership and management are two separate and complementary sectors of action. The real challenge is to combine strong leadership and strong management and use one to empower and balance the other. Below we can see the important differences between management and leadership styles.

Table 3.2. : Differences between Management and Leadership

Styles Managers   **Leaders**

Managers have subordinates	Leaders have followers
By definition, managers have subordinates, which means their power and authority comes from their position in the organizational hierarchy.	Leaders cannot rely on formal authoritarian control, because following is a voluntary activity. Leaders have to appeal to people, who must want to follow enough to perhaps enter situations that they would not normally consider risking. Telling people what to do does not inspire them to follow.
Authoritarian, transactional style Management style is transactional; managers tell the subordinates what to do, and the subordinates do as they are told because they will receive some reward (e.g. salary, promotion) for doing so.	**Charismatic, transformational style** Leaders inspire people to work with them and create an environment where people can develop and grow, and this is aligned with the needs of the project and the organization. People can see how their own efforts benefit them and are motivated by the leader to participate.
Work focus Managers are paid to get things done to sufficient quality, within constraints of time and money. Thus, they pass on this work focus to their subordinates.	**People focus** Leaders build upon the needs of others. This does not mean that leaders do not pay attention to tasks; in fact they are often very achievement-focused. What they do realize, however, is the importance of enthusing others to work towards their vision.
Risk averse Managers like predictability and conformity, which makes them avoid risks and conflict where possible. In terms of people, they generally like to run a _happy ship'	**Seek risk** Leaders are not blind thrill seekers. When pursuing their vision, leaders consider it natural to encounter problems and hurdles that must be overcome along the way. They must be comfortable with risk

	and will see routes that others avoid as potential advantageous opportunities and will happily break rules in order to get things done.
Works to objectives Because managers prefer to work with certainty, they can expect work to be planned to a detailed level in order to meet objectives set by the organization or client.	**Works with vision** The vision might suggest some subordinate objectives,but it is the leader's vision that provides the direction for action.

Source: Project Management Leadership: Building Creative Teams, Second Edition By Rory Burke and Steve Barron (p. 145)

Many support that leadership and management are mutually exclusive or at least contradictory areas of study. Turcotte (1983) says that that a military managerial mind is emerging, which is harmful to the image of the heroic leader and successful warrior, because on the one hand inappropriate applications of human relations management theories have resulted in overdemocratization of the military and secondly, quantitative measures are blamed for dysfunctionally influencing judgment, ranging from combat action to obtaining recruit quotas.

In addition, some regard leadership as a charismatic capability to motivate followers toward desired goals, utilizing practices suitable to particular situations. Others say that management is the application of suspicious quantitative techniques involving systems analysts putting forth unwise planning and employment alternatives. So a heated debate emerges demanding that more leadership and less management is the obvious remedy. Of course, what we really need is more of both, because they are integrally related. Some might say that leadership is the energizing of human resources to move willingly and coherently toward organizational goals, despite the potential hardship of those goals. Management, on the other hand, might reasonably be regarded as the effective and efficient allocation of resources—human and material—toward desired goals. This definition can be enriched further to include

the selection of those goals and the exercise of controls to measure progress toward achievement.

According to Turcotte at his article "Leadership vs. Management" to "The Washington Quarterly" (p. 48) "The concept of executive leadership is associated with power strategies and management control theory, as management control comes close to defining the point at which executive leadership and management practices become inexorably intertwined".

The notions of leadership and management are often used interchangeably. Indeed, the two concepts differ significantly, as they share many common features such as interwoven dependencies with institutional structures and systems, and both are oriented towards better performance of the organization (OECD, 2001-B). However, there is a difference in emphasis between these terms. According to

Brosnahan (1999), leadership is fundamentally about the development of attributes that focus on integrity, ability to create vision, ability to inspire and motivate others, awareness of self, courage to innovate and faculty of judgement. Leadership is about informal influence – how to mobilise people through values and visions. More particularly, public sector leaders must demonstrate high ethical standards of transparency and accountability in order to be the promoters of high standards of public service in general and most important to underpin public trust. Conversely, management puts more emphasis on formal systems, processes and incentives.

There in no doubt that changing an organization is really about changing people's behaviour and culture. Leadership plays an important role in the implementation of public sector reforms because it involves two of the most important aspects of reforms: change and people. Based on this type of reasoning, the OECD (2001-B) has also stated: ‗‗Public organizations that are undergoing reform need leadership''. In any case well performing organizations need both managers and leaders and, preferably, those who hold the formal power should adhere to some portion of both properties (Klausen, 2000).

4. The challenge of leadership for the public sector in an age of austerity and pandemic crisis: Good leadership in a time of crisis

Public sector leaders are facing a combination of challenges from the tough financial climate, the pandemic crisis, citizens expectations for improved services at lower cost, long-term shifts in demographics and political commitments to reform public sector management.

Across Europe, budget deficits hit record highs during economic crisis flat

Greece, Portugal, Spain and Ireland may have been the most prominent in the headlines, but in all major economies excessive deficits occurred - not just as a result economic cycle, but also as a failure to achieve a balanced growth and productivity in the private and public sectors. Regardless of the shortcomings of political leadership, the reality of significant change is clear – the question is whether there is the public sector leadership to make it happen. Public sector leaders and management teams will have to develop new skills and exercise judgment to cope with rising citizen expectations in an age of austerity. This age of austerity has been brought on by the financial crisis that has left governments running enormous budget deficits, but facing electorates still expecting increased standards in public services, especially as the tax burden rises. (Leslie and Canwell, 2010).

The current COVID-19 pandemic is testing political leaders and healthcare systems worldwide, exposing deficits in crisis communication, leadership, preparedness and flexibility. The pandemic threatens not just our health but also our economy, liberty, and privacy. It challenges the speed at which we work, the quality of our research, and the effectiveness of communication within the scientific community. Nevertheless, the pandemic also provides an opportunity for healthcare organizations, leaders, and researchers to learn from their mistakes and to place their countries and institutions in a better position to face future challenges.

During the first COVID-19 wave, most Western European countries and the US

went into lockdown. These lockdowns partially shut down economies and led to increased national debt, unemployment, and exacerbation of existing socioeconomic disparities. However, only a few countries chose a different strategy for example, Sweden, which did not go into lockdown but paid a high price for the failure to protect elderly people from the virus (Habib, 2020).But which model is better or to predict which will be the ‚right' approach to take and also why would politicians support such tough measures putting their political careers at risk? The core of good crisis leadership is decision-making. Leaders must make the right decisions at the right time and be able to convince their workforce or constituents that they have done

so, even if the decision is unpopular and associated with major restrictions. The goals set must be supported by optimal communication and followed through with progress in the planned direction. Timely decisions made in a state of uncertainty are risky but potentially offer the only chance at a window of opportunity (Beilstein, Lehmann, Braun et al., 2020)

The COVID-19 pandemic reveals that the public sector is not only facing simple and complex problem, but also turbulent problems characterized by the surprising emergence of inconsistent, unpredictable, and uncertain events. Turbulent problems call for robust governance solutions that are sufficiently adaptable, agile and pragmatic to upheld a particular goal or function in the face of continuous disruptions. The public sector is being tested to its limits by the COVID-19 pandemic, which has swept away the standard repertoire of foresight, protection, and resilience strategies and brought society and the economy to a near halt. While there is abundant research on how public governance can cope with complex problems, there has been scant focus on the pressing issue of turbulence and the impact of turbulent problems on public governance. The COVID-19 crisis has demonstrated the need to perceive of challenges to the public sector in a new way and is revealing the necessity, willingness, and capacity for changing the modus operandi of the public sector in the pursuit of robust solutions to turbulent problems (Ansell et al., 2021). Control-fixated administrative steering systems must give way to trust-based systems that allow more room for decentralized flexibility, innovation, and adaptation, thereby preparing public organizations to deal with turbulence (Fraher and Grint, 2018, Bentzen, 2019).

One of the biggest lessons is that state capacity to manage a crisis of this proportion is dependent on the cumulative investments that a state has made on its ability to govern, do and manage. While the crisis is serious for all, it is especially a challenge for countries that have ignored those needed investments in what we can call the ‚dynamic capabilities of the public sector' (Kattel and Mazzucato, 2018). In order to (re-)build public-sector capacities for the post-COVID-19 world, we argue that we need to theorize public sector from a new perspective: government as actively shaping markets rather than simply fixing failures. Such fundamental frameworks matter as they constitute the policy reality within which politicians and civil servants act. Current theoretical frameworks for public-sector capacity are derived from neo-classical economic theory, in particular microeconomic theory and welfare economics, emphasizing how individuals find optimal solutions via markets.

Governments have a role to play if, and only if, markets are proven not to deliver optimal results and need ‚fixing'.

A problem must be recognized and correctly assessed, in order to make the right decision. This may involve using risk management tools such as a likelihood/severity

of consequences matrix. It is important to incorporate the best available evidence into your decision-making. Humans have a natural tendency to delay decisions and downplay the magnitude of a problem In addition, dysfunctional group dynamics and organizational or economic pressure are often underestimated and threaten the ability of a leader to achieve situational awareness (Kerrissey and Edmondson, 2020). In this context, according to Ramalingam, Nabarro, Oqubuy , et al. (2020) leadership must be adaptive and there are four principles that define it:

―Anticipation of likely future needs, trends and options; Articulation of these needs to build collective understanding and support for action; Adaptation so that there is continuous learning and adjustment of responses as necessary and Accountability, including maximum transparency in decision-making processes and openness to changes and feedback‖.

Further more, caring for your employees during a crisis is much more important, as they become more fearful for the unclear future and the increasingly unstable situation. People feel enormous pressure and their daily lives are significantly disrupted. In addition, in the period of crisis seems to exacerbate inequalities, with wealthy people coping better with the imposed restrictions than the poor (Dorn, Cooney & Sabin, 2020).

According to the Beilstein, Lehmann, Braun et al., (2020) research about leadership, in a time of crisis is required to be predictable, as this builds trust, to strive for situational awareness by assessing likelihood and potential consequences of a threat, to use risk management tools and call on expertise as needed, to make timely decisions, to consider options that are risky but appear in a brief window of opportunity; to realize that errors are inevitable and approach them as opportunities rather than a reason to blame, to communicate decisions transparently and constantly reassess them thereafter, to support your employees by providing open and respectful feedback and a positive learning culture. On the other hand, management must start preparing before the crisis, ought to have measures ready to minimize a potential loss in workforce by adapting the staff rosters and have to be aware that supply chains are vulnerable and critical goods might be out of stock quickly.

5. The impact of New Public Management in the public sector administration

New public management theory focuses on results. Those outputs need to be monitored for the success of an organization. This organization needs to perform in order to achieve great results and to prove to be efficient. An organization need to come up with a public policy, efficient for the problem that was brought in the agenda. This policy needs to be evaluated in order to see the impact that has on the environment to which it refers. It maters not only the problem that needs to have a resolution but also the strategy that leads to the accomplishment of the objectives. Although in complex systems we cannot have optimal approaches for every situation, we can still use that optimal solution for the required choice. The justification stands on intermediate evaluation that shows the evolution of the social-economical context and the possibility of making the policy within the established frame.

If the objectives established within the policy of local development were

implemented   then we must talk about the effectiveness of how the process took place. This is another characteristic of the new public management, which requires an economical evaluation of the costs related to the results. Effectiveness represents evaluation criteria and refers to the social impact that occurred when using an amount of resources. Cost reduction and smart resourcing are two concepts that are embraced by the new public management and leads to the idea that efficiency and effectiveness can represent performance criteria for the local development politics (Matei, Antonie, 2014).

The local development is a growth process in a region or a geographical area that delivers a better quality of life. Those processes have as objective the decentralization of the public policies towards regional and local administration, cooperation between the different levels of the administration (local, regional, national) and between public agents and private ones. Altogether they represent agents in a complex system. In order to develop an area you need first to see the points that need to be investigated in order to have a better approach on the situation. This is items are included in public agenda. This will be the base for a public policy as soon as the internal agents decide to respond to this stimulus. The environment is considered to have a major impact on small structures, and in the end the small

structures will need to change themselves, to adapt. New public management is a doctrine that will improve the complex adaptive system, the public administration, but also the whole ecosystem represented by all systems involved in the public service delivery process.

Diefenbach (2009) says that for many years the proponents of New Public Management (NPM) have promised to improve public services by making public sector organizations much more ‗business-like‘. There have been many investigations and empirical studies about the nature of NPM as well as its impact on organizations. However, he also says that most of these studies concentrate only on some elements of NPM and provide interesting evidence and insights, but also there is a lack of a systematic identification and understanding of the nature of NPM and its overall relevance.

NPM is a set of assumptions and value statements about how public sector organizations should be designed, organized, managed and how, in a quasi-business manner, they should function. The basic idea of NPM is to make public sector organizations – and the people working in them! – much more ‗business-like‘ and

‗market-oriented‘, that is, performance-, cost-, efficiency- and audit-oriented. In all, five major areas were identified and NPM‘s core elements organized and analysed accordingly as follows:

Table 5.1. : Basic assumptions and core elements of New Public Management

1. Business environment and strategic objectives	− assumption of strong external pressure, of a much more challenging and changing business environment − conclusion that there is a need for a new strategy and that there is no alternative for the organization but to change according to larger trends and forces − market-orientation: commodification of services under the slogan of ‗value for money' − stakeholder-orientation: meeting the objectives and policies of strong and influential external stakeholders − customer-orientation: service delivery from a customer'sperspective − increased organizational efficiency,
	effectiveness, and productivity defined and measured in technological terms – cost-reduction, downsizing, competitive tendering, outsourcing, privatization of services
2. Organizational structures and processes	− decentralization and re-organization of organizational units, more flexible structures, less hierarchy concentration on processes, that is, intensification of internal crossboundary collaboration, faster decision-making processes and putting things into action − standardization and formalization of strategic andoperational management through widely accepted management concepts

3. Performance management and measurement systems	– systematic, regular and comprehensive capturing, measurement, monitoring and assessment of crucial aspects of organizational and individual performance through explicit targets, standards, performance indicators, measurement and control systems – positive consequences for the people workingwith and under such systems such as increased efficiency, productivity and quality, higher performance and motivation
4. Management and managers	– establishment of a ‗management culture‘: management is defined as a separate and distinct organizational function, creation of (new types of) managerial posts and positions, emphasizing the primacy of management compared to all other activities and competencies – ‗managers‘ are defined as the only group and individuals who carry out managerial functions
5. Employees and corporate culture	– empowerment and subsidiarity, staff are expected to develop ‗businesslike‘, if not entrepreneurial, attitudes – idea of leadership and a new corporate culture

Source: New Public Management in Public Sector Orgnanizations: The dark sides of managerialistic ‒Enlightenment‖. Public Administration Vol. 87, No. 4, 2009, p.894

On the other hand, there are negative consequences of NPM-strategies for public sector organizations as well as the people working in them. According to Diefenbach (2009), ―NPM is not just an inconsistent and poorly defined theoretical concept. It has very real implications and consequences for public sector organizations and the people working there:

A limited understanding of organizational orientations (such as a ‗business-like‘ market-, stakeholder- and customer-orientation), narrow concepts of efficiency and productivity, effectiveness and cost reduction have superseded traditional values.

Attempts to improve organizational structures and processes often lead to further increases in bureaucratization, formalization and centralization.

Performance measurement and management systems have serious methodological and strategic problems. They concentrate on quantifiable, narrow, often inadequate

indicators and contribute to a further ignorance, devaluation, or even destruction of many intangible assets and traditional values. In practical terms, they often simply add to an increase in workload and psychological pressures.

Management is established as a strong ideology dominating any other professional orientation. Managers are the major beneficiaries of the introduction of NPM and simply see it as a fantastic opportunity to further increase their power and control, influence and personal advantages.

The great majority of employees suffer because of greater workload and stress, declining motivation and work satisfaction, tighter regimes of management, advice, measurement, control, and supervision. In many organizations NPM has lead to a deterioration of the corporate culture, traditional work ethos and non-functional values. (Diefenbach, 2009).

Many of the concepts of NPM may well have been introduced for good reasons. However, as demonstrated above, there are even more reasons to criticize   the concept of NPM because of its many inconsistencies. For example, on the one

hand it aims to institutionalize the idea of change as an organizational capability ("change for the sake of change'). On the other hand, it also strives for standardization and formalization of strategic and operational management.

6. The leader / manager debate in the Greek public administration context
6.1 A systematic approach of management / leadership literature in the public sector generally

The debate about administrative leadership in the public sector has been of huge interest among both researchers and practitioners. Orazi et al.(2013) suggests that public sector leadership is appearing as a distinctive domain in public administration, although the debate is still underdeveloped compared to business administration studies. Leadership skills truly do matter in improving the performance of public sector organizations, and it is highly likely that the optimum leadership style is an integrated one as public sector leaders should behave mainly as transformational leaders, moderately leveraging transactional relationships with their followers and heavily leveraging the importance of preserving integrity and ethics in the fulfillment of tasks.

As we have already mentioned, in 2003 Montgomery Van Wart published an article in Public Administration Review assessing the importance of leadership in the public sector. According to him, interest in the topic resurged in parallel with the transactional/transformational leadership debate in the 1980s and then culminated in the 1990s, when public management studies began to focus on the differences between leadership in public administration and leadership in business: Specific traits of public sector organizations (such as complex planning processes, higher complexity and the idiosyncratic values of public sector leaders) prompted scholars to wonder whether a ‗new' type of leadership was emerging.

Van Wart (2003) defines public sector leadership as the process of: (1) providing the results required by authorized processes in an efficient, effective and legal manner, (2) developing and supporting followers who provide those results, and

(3) aligning the organization with its environment. Public sector leadership has been linked to a mix of skills and competencies supporting behaviours such as making a personal impact, giving purpose and direction, focusing on delivery, thinking strategically, getting the best out of people, learning and improving oneself, as well. It

appears necessary to recruit, select and train on the basis of leadership potential, and to provide a vehicle for the development of leadership competence among those already employed in public service (Ortmeier, 2003).

The public administration/public management literature has largely abandoned the dyadic differentiation between transactional and transformational leadership and now suggests a variety of new and different leadership styles (Trottier et al., 2008b). Transformational leadership has assumed the form of relationship-oriented styles which includes certain behaviors exhibited by transformational leaders, such as: a) articulating an appealing vision, providing meaning and a sense of purpose in what needs to be done, aligning employees' values and organizational ideology, or inspirational motivation b) creating emotional challenges and enhancing followers' pride and loyalty, or idealized influence, c)viewing the world from a new perspective and creating work structures that encourage employee participation, or intellectual stimulation, d)modeling pro-social behaviors (Albrecht, 2005, Leslie and Canwell, 2010, Paarlberg and Lavigna, 2010, Trottier et al., 2008a, 2008b).

Managerial behavior does have an important influence on government performance. Some leadership traits and styles have a positive impact. In particular,

(1) efforts to scan the organization's external environment have a consistently positive effect on performance across all levels of task difficulty, with its impact increasing as tasks become progressively more difficult, (2) the amount of time spent managing the organization's internal activities has little influence on performance, except when tasks are highly difficult, (3) a leader's experience has a positive effect on performance at higher levels of task difficulty; (4) a transformational leadership style that gives greater discretion to subordinates is negatively correlated with performance given low task difficulty, but exerts a positive influence on performance when tasks become very difficult; and (5) a change-oriented style may have a negative influence on performance, particularly in the short term (Fernandez, 2005).

As discussions about sustainability management in local government evolve, public managers lack clear frameworks prescribing how sustainability should be integrated into the practice of management. Studies in public administration tend to emphasize the policy tools managers use for sustainable outcomes, rather than the management processes that can enhance sustainability through organizational change. Local government managers should focus on integrating sustainability into strategic planning processes in order to advance sustainability as a reform in local government. Public management scholars and local government professionals are urged to develop partnerships to support evidence-based decision-making in local government in order to investigate propositions about sustainability management (Zeemering, 2018)

Sustainability in a local context involves not only environmental practices such as energy conservation, but also policy efforts to involve communities, develop organizational capacity, and encourage widespread adoption. Sustainability leadership is the promotion of an array of practices, over time, by a broad array of actors including council members, citizens, state legislators, and others—that is, the

type of social change leadership. However, the key role of public administrators in local sustainability has largely been ignored in the literature. Administrators can have a substantial function in sustainability leadership by engaging citizens, enhancing technical expertise, mobilizing financial resources, and developing managerial execution capacity for sustainability. Effective administrators help overcome dispersed public perspectives, organizational constraints, and technical challenges in local sustainability, which can result in better organizational performance of sustainability policies (Wang et al, 2014).

To fill the need for leaders and change agents throughout all levels of federal agencies, public sector human resource managers are now called on to develop innovative leadership development programs. Developing leaders for the 21st century requires attention to workforce trends as well as flexibility and creativity. Government leadership development programs need to address special leadership concerns of public agency managers, including creative thinking, collaboration, cross-organizational team building, and leading for results. People are a major government resource—one that must be carefully developed and sustained. Downsizing efforts and the aging of the workforce are significant threats to the government workforce that are looming near. Counteractive measures must be developed to fill a large leadership gap coming in the very near future. If they have not done so already, organizations must begin to think about succession planning by grooming leaders who can continue the organization's mission—especially in times of uncertainty. The new and unpredictable tasks facing public sector organizations in the 21st century require leaders who can plan effectively, think creatively, and act quickly (Ingraham and Taylor-Taylor, 2004).

A systematic approach to the observed reform interventions and modernization strategies of state and public administration in the spirit of the New Public Management approach internationally (Pollit and Bouckaert,2004, Schendler and Proeller, 2003) with a special approach in Austria (Promberger et al., 2004), Germany (Blanke et al., 2005b, Jann et al., 2004) and Switzerland (Lienhard et al., 2005, Schendler and Siegel 2005) leads to the detailed distinction of three levels, where in the first the new state-administration relationship is delimited, in the second modern frameworks are formed that refer to the coordination mechanisms and management of organizations and in the third are introduced elements of internal modernization. From all the modern procedures and good practices are mentioned the following (Schendler and Proeller, 2003):

Benchmarking and Quality Management

Performance control and measurement systems

Strategic Management & Balanced Scorecard

Modern management systems and management culture

The application of these practices to administrative reform practice in Austria, Germany and Switzerland has led to a strong involvement in the related sciences of Public Administration (Blanke et al. 2005, Schendler and Siegel 2005), and in the recognition of practicality and appropriateness of them.

6.2. Leadership-management project and its implementation in the Greek

public sector

Leadership-management debate is a difficult path to implement in the Greek public sector (Philippidou et al, 2004). In order for the Greek Government to be able to implement any transformation program or regulatory reform, it is important to understand how leaders and managers act within the public sector and also to differentiate the role of politics and administration. Without strong public management well equipped to tackle the problem government faces, governments in many nations have been unable to play their required roles. In less developed countries the public sector's inefficiency constitutes an important and crucial problem for their economic and social development. First, managers in these organizations are less educated and trained than their counterparts in developed countries. Second, the context of the public organization is more constrained by activity and influence, since the interference of political parties and their clientelistic practices are more widely spread. Despite the strong need, research concerning leadership phenomena in these countries is very limited.

Progress of administration and regulatory reforms in Greece has been more difficult than in many OECD countries and this is because the structural reforms run counter to long traditions of state intervention, political clientelism, and economic protection that lead reforms to be slow and entail considerable political costs (OECD, 2001).The debate about Greece is being developed in the modern dimensions of the governance and administration of the quality of the institutions, that is in the modern results of good management and leadership. The keywords used for this purpose are Greek public sector, Institutional reforms, Greek public managment, Leaderaship in Greek public sector. Public management reform, efficiency of public administration.

Studying the literature in the last decade in Greece, we find that two distinct reform paths led to institutional and managerial types of reform. These two reforms, when both institutional and economic reforms were attempted, did not attract the same degree of attention. Institutional reforms were more successful than attempts at managerial reforms, On the other hand reform implementation varies. Economic and managerial reforms can be observed with regard to economic competition, the opening up of the market, and reducing the size of public sector, all areas where pressure from the EU has been stronger. Decentralization reforms were more important politically than administratively. Citizens' rights and service delivery were drawn as reforms of democratization and modernization rather than as managerial reforms. Change was incremental, and reforms were minimally guided by the New Public Management paradigm, because of little emphasis on changes imbued by managerial and economic values. (Spanou and Sotiropoulos, 2011)

According to Ladi (2013) Greek public administration has traditionally been hierarchical and centralised as far as its institutions and control mechanisms are concerned. Its administrative system is dominated by the party in government, which means that continuity in governance is more often the exception than the rule (Spanou, 2008). The weaknesses of public administration in Greece are lack of effectiveness and widespread corruption (Sotiropoulos, 2007). Patronage, which is caused by the dominance of the party in office, is claimed to be the most important reason for the failure of Greek public administration. It undermines the technical and personnel capacity of public administration by violating the principle of meritocracy in the selection, assignment, and development of personnel.

The Greek public administration, for many years, is characterized by a crisis of institutions and mentality, while it is deficient in the quality of its services. Since 2009, Greece has experienced a regime of fiscal crisis, external management oversight and financial dependence as the general adverse economic situation combined with the weaknesses and pathogenesis of public construction created a suffocating fiscal environment. The need for a comprehensive and modern administrative reform was more urgent than ever. The recent fiscal crisis has had a significant impact on public administration. New Public Management (NPM) has influenced recent legislative reform initiatives. A clear direction was found for changes in order to improve the country's budgets, to push for stricter management, mainly financial, as well as to reduce costs and expenses, in combination with explicit standards and performance measures (Karastathis, 2018). Despite any reform initiatives, to the extent that they were carried out, with the characteristics they possessed and in a time of financial crisis, the negative view of the general functioning of the public administration by the civil servants prevailed.

Among other changes taking place in both social and economic level, there is also the greatest, perhaps, restructuring of the Greek public sector. Changing the bureaucratic Public Administration in Public Management is now a given, as it has started being implemented. Public or business management has valuable tools and proven practices in order to maximize the efficiency of the public sector in our country. These structural changes concern the whole public sector and their objective is to contribute to restoring the inefficiency of public administration, which basically is caused by the lack of scientific approach, since its handlings are based on experience, without previous planning and are characterized by mismanagement and corruption (Vasilaki, 2017). Greek Public Administration is trying, under the shadow of memorandum requirements, to be aligned with international standards in order to escape the bureaucracy, thus reducing its financial costs and simplifying its rigid legal structures.

Today more than ever in a period of health crisis the usefulness and necessity of reforms from the implementation of the programs and actions of the New Public Management is recorded in the field of health. The public health organizations implementing NPM are focused on efficiency and cost-effectiveness of administrative actions. The economy as one of the fundamental principles of the NPM, is supported through the calculation of the financial costs in relation to the benefit and appears mainly in the public pension budgets. In general, NPM is the new form of decision making, which they have focus on the wishes of citizens, whether they are members of a local community or of a nation state e of a multi-ethnic community (Dimou, 2017). Examining the leadership in the Greek public sector during the period of pandemic crisis Covid-19 is revealed that the dominant leadership style in the public sector is transactional and the transformational leadership has a more positive correlation with efficiency. The transactional style also seems to have a positive correlation of less power, while passive leadership is negatively correlated with efficiency. There is a positive effect of transformational leadership on efficiency while passive leadership affects negatively (Despoteris, 2021).

The public sector is now called upon to change following the principles of New

Public Management, highlighting those leaders who can apply these principles. Although the issue of public sector leadership is particularly important, there are not many studies on this subject. But because the Greek public sector is in a phase of change and reform, it is necessary to investigate the leadership style that prevails in the public sector today. Common timeless goal of all Greek governments was the best organization and efficient operation of the public sector by providing quality services to citizens. The financial crisis of the latter decade and the country's financial control shaped the need for change and reforms in the field of public administration. Target, is to change the traditional bureaucratic model in the public sector and adopt the principles of New Public Management and thus become more efficient, but also respond to needs of citizens. In order to take place all these changes, however, the appropriate leadership is needed, which will be able to deal with the problems that arise. Research has shown that transformational leadership style is what most people want of public sector employees. It's the right leadership style, which will inspire, will influence public sector workers to respond to change and challenges of the time (Koustelios, Mpelias, Zournatzy,2021). Organizing leadership development programs for executives of public administration is considered necessary to achieve its quality upgrade of public administration in Greece. The development of executives with appropriate leadership skills will help the public sector to provide high quality services to citizens and play a key role in the country's economic recovery.

In the context of the reforms of the New Public Management, the relationship of the citizen with the public administration is redefined. The position of the citizen shifts from that of the passive recipient to that of the equal interlocutor and the final judge of public policy. A key feature of his relationship with the Greek public administration was the confrontation of the phenomena of maladministration, which in his consciousness were an integral part of it. The Independent Authority of the Ombudsman was established and operates with the aim of highlighting maladministration phenomena and managing them by finding mutually acceptable solutions, formulating proposals of "good practice", improving the communication and the relationship of the citizen with the public administration, application of the principles of good administration and leniency (Ntaflou, 2020).

New Public Management is characterized by the philosophy of public sector reform in the direction of decentralization and operation with private-economic criteria. In the field of Greek education, NPM is perceived as an orientation effort of educators systems and organizations to the market, with ways that emphasize new requirements from teachers and, in particular, in the standard measurement of their performance. In Greece, as part of the evolving educational reform, observed in recent decades, both in terms of reasons and at the level of practices, the desire to develop a new Management model of Greek Education in the direction of decentralization, transparency and of accountability. In Greek concentric-bureaucratic education system have become efforts to make it easier to enter the political debate of the reasons that related to the principles of New Public Management as defined by the bibliography. However, the Greek educational administration, with its main features on the one hand, the liquidity of legislation on the other hand the defensive trade union mentality - and all this in the midst of an intense economic and a refugee crisis that continue- maintains the traditional reflexes giving different and quirky meanings in the above principles (Stavrou, 2019).

The local government undoubtedly presents a wide range of problems that

hinder its efficient operation and create problems for the citizen-client. Modern management is called upon to play a crucial role in the efficiency and effectiveness of local governments. The principles and values of modern management are the main tool for improving the services provided by local government organizations in Greece. It is also noted that there is a need to improve the structures of local governments, in order to improve services to citizens and local communities. It is disappointing that local government does not encourage employees to implement new ideas and experiments in management and does not make a decisive contribution to both regional and national economic development (Kappas, 2017).

Civil servants believe that the principles of the New Public Management should be applied in their majority in the Greek public sector and what is interesting is that these views remain the same irrespective of the state of the economic crisis that is experiencing today in the country. They are strongly in favor of cutting and eliminating unnecessary costs as a consolidation decision of the public sector and at the same time to operate within the budget and not to exceed it as is usually the case. At the same time they should work more strategic and less accidental or firefighting. They are significantly interested in increasing productivity for their declassification as unproductive and bureaucratic organizations. At the same time they accept the evaluation based on performance as a measure that will help increase their productivity of the civil servants and to use measurement indicators (Vizirakis,2017).

The Public Sector is an idiosyncratic sector, which in Greece presents significant pathogens and problems. Due to the peculiarity of the Public Sector where the exercise of leadership is characterized by a strong degree of centralism, the Public Service Administration does not have a high degree of flexibility and initiative. As a result of this situation, it is recommended that significant problems arise in the operation and efficiency of the organizations, in which it is not possible to apply change and reshape the set goals. Although there is great stability among employees in public services, research has shown that it is not related to the degree of job satisfaction they experience, while employees are considered necessary for the development and efficiency of organizations. Job satisfaction and the way of exercising power in the Public Sector, need to become fields of research, in order to further investigate the degree of organizational commitment shown by civil servants. Organizational commitment, which is a key factor for the efficiency of employees and then organizations, has been shown by research to be directly related to job satisfaction and leadership exercised in organizations. The way of exercising leadership in the Greek Public Sector is directly related to the job satisfaction experienced by employees and consequently to the organizational commitment they show for the organization (Kardamanidou, 2021).

The successful adoption of the principles of New Public Management is not a simple process, but requires key factors to be met, relating to a set of components such as human resources, reform processes in the context of new public administration, perception about the effects of the reforms set by the New Public Management to human factors. New Public Management is based on concepts such as effectiveness, efficiency, productivity and quality of service to the citizen, stressing the issues of total quality management. Still, it contributes to the optimization of decision-making through cost-benefit process. However, success is not always easy, as there are often obstacles to its implementation, like at the case of Greek Public

Sector, due to the hierarchies in the administrative environments, to the difficulties in implementing information and communication technologies and e-Government practices, as well as due to the absent training of personnel and the absence of organizational flexibility. In order to fulfill its mission under its principles, Public Administration is staffed by manpower, which is distinguished in personnel of the State, personnel of the local authorities, personnel of the public entities, State legal persons under private law and staff of public companies, depending on the public legal person in which staff is employed. Public sector needs human resources that ensure that the social value will be placed on. For public staff, this meansless employment competition than in the private sector, in a labor market exposed to regional divergent demographic trends, intense global competition and job profiles change (Tsakali, 2019). Public sector needs a fair system of staffing,that will have the ability to comply with policy-making to the globalization forces, as well as to respond to the demands of the public for greater voice and accountability.

The leader of the 21 st century has a very different profile, as he/she implements leadership in a digital world with the flow of a large volume of information, cutting-edge innovation, networking, complexity and all these affect decision making. Cooperation, persuasion, consultation, skills of partners and team working are fundamental elements for today effective leadership. A good leader is not the one who wants and decides everything. A good leader is the one who manages to combine many elements, like discernment, collective spirit, flexibility, availability for continuous self-improvement, empathy, vision, humility, integrity. Under crisis time and globalization trends, there are different ways in which different cultures tackle the issue of decision-making and power. These different ways show to managers who operate internationally how important it is to be sufficiently informed and flexible (Tsakali, 2019). With reference to public sector, economic and pandemic crisis can provide key opportunities for the reform of institutional structures and long-term policies.

In the Greek administrative practice and culture there are elements of administrative pathogenesis that lead to a pessimistic assessment for the formation of a favorable administrative environment as a prerequisite for the development and implementation of innovative methods, techniques and tools of New Public Management. However, it is unavoidable to recognize the need for innovative reform interventions in modern forms of government, public management structures and the introduction of a modern culture commander in Greece.

Conclusion and Discussion (policy implications and future research agenda)

Nowadays, hundreds of thousands of private and public companies and organizations, in both developed and developing countries, use management consulting services. The main objective of public enterprises in Greece is to maximize the function of social welfare. The efficient operation of public enterprises and organizations is a high priority objective for this government policy. In the Greek public administration, where there are no financial incentives and instead of ethical remuneration, the issue of encouraging employees is high on the hierarchy of its agenda. Employee motivation is crucial to employee utilization so the manager must be well-equipped with the theoretical knowledge culture and with sufficient practical experience to create the right conditions for enthusiasm. In this context, the manager

is called upon to motivate and inspire the human resources to achieve the stated objectives of the Public Agencies and to provide more quality services to the citizen, thereby consolidating in the consciousness the image of the proper functioning of the State.

Greek society is in the middle of major changes. Therefore, it is interesting to attempt and prognose the changes in Greek management and to discuss the main change forces. So, the environmental determinism and the comparative management schools of thought, are the management theories which can explain the likely evolution of Greek public management.

On the other hand, the current role of local government focuses on the need for organizations to participate in the political, social and economic development and development of their jurisdictions, by creating and shaping the political and social background respectively. The second degree of local government, operating under normal political and economic conditions, comes to seal and confirm the importance of local government. The evaluation of the achievements of the sub-units should not be made purely on financial and operational criteria, since they are not undertakings, but the concept of profitability must be weighted on social supply criteria, since the profitability of public interest organizations, it must be measured by social values and by the relation of social cost and social benefit (cost-benefit). Secondary local government also acts as a deterrent to the out-of-the-way central power:

– By displaying the actual data on which central government decisions are based,

– By contrasting, when the decision of central powers leads to solutions that do not serve the public interest and the interests of the jurisdictional areas of the organizations (Kontis, 2001).

Local government plays an important role in coordinating the activities of the primary local government, even though it does not supervise the latter, but only in sequence and in solidarity. The expansion of competition principles and the consequent widening of citizens' expectations automatically make the services of the Public Sector subject to constant comparison and evaluation, thereby making it imperative to adapt the role and systems of organization and operation of services and agencies both in the narrow and the wider public sector. Nowadays, Public Administration is understood as a service provider, which means that even services that fall under the exclusive competence of the State must provide the citizen with the highest quality and quantity at the lowest possible cost.

So I end up with the basic dimensions of the new public management: 1) Each administrative unit must have a manager and ensure the unity of command (unity of command). 2) Each unit should define its objectives, its goals and have predetermined the indicators for measuring the achievement of its objectives. 3) Emphasis should be given to the product, the result. Effectiveness is measured by results and not by procedures. 4) The state is abandoned and set aside. Organizations are created with their own budget. Organizations that belonged to the mechanism of the state become independent and acquire their own entity. 5) Conditions of competition are created, because in addition to the state and the organizations that belong to it, there are also individuals who offer goods and services to citizens - consumers. 6) There is a need to reduce costs, to do more with less resources 7) The logic of the organization changes:

The hierarchy is not strict and authoritarian. Instead, it becomes more participatory and the organization's response to environmental stimuli is immediate and flexible.

Public management is basically a human activity but at the same time it is a profession with very high technical characteristics. The leadership dimension and through this motivation of the staff for their involvement in achieving the goals of the Management, both as a concept and as a process, emerge as prime factors. Therefore, the term management implies the ever-changing nature of the subject matter, while reflecting the need for organizations to adapt to the constantly changing environment and social, economic and technological pressures exerted on management as part of their efforts to exploit them. media, such as material, financial, people, information, markets and so on. It is thus a system of administration aimed at serving the purposes of the state in specific areas of competence, by adapting the rules and procedures of modern scientific management to the organization and operation of public sector services (Fanariotis, 1999).

Leadership is a central element of management, but this does not necessarily mean that it is co-existent with management because there are substantial differences between these two concepts, such as:

management is a scientifically defined set of rules that ensure the planned activation of material and human resources for effective day-to-day operation, while leadership is linked to the personality of certain individuals who make them capable of leading human beings,

management requires the systematic development of activities that cover the full range of the functions of organizations, while leadership is an art of time and identifies with the personality and behavior of individuals who take leadership roles within organizations,

principles and processes of management are taught and transferred, while leadership is an art of personal and non-transferable.

In most fields of study there are core concepts that are both centrally important to the field and subject to continuing debate and controversy.

In public administration, the topic of leadership is such a concept, with discussions of the importance of and challenges associated with leadership in public service repeatedly surfacing throughout the development of the field (Getha-Taylor et al. 2011, VanWart 2013a). Regarding the how of studying leadership, the findings suggest that scholars are increasingly answering the call for greater empirical testing of the impact of leadership and leadership as an outcome in and of itself. Regarding the where of studying leadership, this analysis reveals that the application of specific analytical and data collection methods coincides with distinct jurisdictional frames. Regarding the what of studying leadership, the greatest opportunity for future research is reflected in the operationalization of public leadership theories. Empirical studies of public leadership have become more common over time. This is cause for great optimism about the attention being paid to this critical public administration concept. However, there is a need to consider the methods and measurement of public leadership across the knowledge base, marshalling the empirical evidence produced so far about what is known and moving forward with carefully designed studies that can further illuminate public leadership (Chapman et al, 2016).

The specific factors, which emerge through the overall planning of the

organization's strategy and operation, influence leadership and contribute to the positive motivation of the staff and are as follows:

1. Employees' attitudes towards work constitute an essential element in the field of motivation.

2. The in-service climate shaped by the behaviors, policies, procedures, and regulations of the organization.

3. The context of labor relations shaped by pay, promotion and staff development systems.

To offer a complete assessment of what progress has been made and what elements might be included in a current agenda for strengthening local government leadership, however, it is necessary to first fill some of the gaps in the original discussion and recommendations:

– Does public sector leadership exist in its own right, or is it merely private leadership applied to the public domain?

– What is the impact of public sector leadership?

– What is the best leadership style to use in a time of crisis?

– Are there leadership development programs which focus on the difference between administrative leaders in the public sector and their counterparts in the business world?

The questions that arise and can be a basis for further investigation are if we have thought as citizens and as politicians, but also as executives of the public administration how much such a model of public administration could really offer to the Greek public administration, the resources that will had it saved from its implementation and the progress it has made through its implementation?

Have we ever measured as citizens the quality of the services provided by them based on the existing model of administration and whether in the end all this model of public administration ultimately brings the required results to all of us?

There is no doubt that leadership is one of the most important factors in organizational performance. However, despite widespread speculation that leadership is important to organizational success, there is relatively little research on the impact of leadership behaviors on organizational performance in government entities. More specifically, there is limited research examining the impact of leadership behaviors on the organizational performance of Greek local government. The above matters can be the subject of empirical further research in the field of Greek local government in order to enrich the existing knowledge of modern public management with measurable results.

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