

Manifestation of Transactional and Transformational Leadership in Siauliai City Municipality

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Abstract

The article presents a research carried out in Siauliai City municipality in 2009, which was aimed at finding out the spread of features of transactional and transformational leadership in the Council of the current period of office (2007-2011) by relating the manifestations of leadership to efficiency of activity when representing the interests of the community. Activity of the members of the Council was assessed by the executive power – the executives of divisions of municipal administration.

Keywords: leadership in public sector, political leadership, bureaucratic leadership, transactional leadership, transformational leadership, efficiency of activity.

Introduction

The accelerating social changes, global markets, economic changes, increasing public demands to efficiently manage budgetary funds, to act more flexibly by assuming responsibility for the decisions made, to meet the society's needs better – all this become a challenge to a regulated and hard-to-change public sector today (Tripathi, Dixon, 2008). Drawing on experience tested in business sector and by democratic countries with greater experience in public management, institutions of public sector of the Republic of Lithuania are approaching changes the implementation of which requires smart managers and leaders.

Managers of organisations of public administration sector today must know systems, predict changes in their own area and related areas as well, motivate people of the organisation to understand and get involved not only in state-regulated reforms, but also in changes initiated by several organisations. The managers are also forced to become leaders and get actively involved in consideration of strategic documents by different responsibilities during reforms for reform planners-politicians and people who implement reforms. In discussions on efficiency and impact of the reform, representatives of politicians are often already gone, being replaced by others. The institutions that carry out that continue working in reforms, structures or processes, which have been successfully or unsuccessfully planned. Seeing what responsibility falls on when implementing decisions of the par-

liament, municipal councils and when ensuring their continuity, managers of institutions of public administration more critically evaluate the politicians who make decisions on the level of the state or a municipality. Although the results of a research carried out by a European Union organisation SIGMA have revealed favourable results of activities of public service of Lithuania (Antanaityte-Voldemariene, 2009), the expressed observations on areas to be improved (to strengthen orientation of activity to results, to increase transparency of the processes, to more actively respond to social and economic challenges, to implement political priorities of state management) (Meyer-Sahling, Nekrosis, 2009, p. 3) are related also to not always effective interaction between institutions that make decisions and institutions that implement these decisions, to lack of managerial competences in noticing the problems present in society, in initiating and implementing strategic changes, in creating social networks by including as many people as possible into management. All this requires outstanding abilities and leadership competences at all levels: policy making and its implementation.

Serving citizens (not customers), relating efficiency of own activity to serving the public interest, initiating changes and assuming responsibility for mistakes that will happen during their implementation – i.e., to act democratically and morally with clear vision of activity – these values and competences of a leader are usually associated by science to political leadership (Kouzes, Posner, 1990, Barvydienne, Skarzauskiene, 2005, Kvedaravicius, 2006, Prazauskas, Unikaite, 2007), i.e., aim of activity of leaders (shaping and implementing public policy). According to the modern theories of leadership which deal with processes and interactions, these competences are also encompassed by transformational leadership (in other words, leadership of changes) (Chmiel, 2005; Zvirdauskas, 2007; Masiulis, Sudnickas, 2009; Skarzauskiene, 2008). Talking about a person, this type of leadership and activity he conducts usually become apparent and is efficient exactly during crises, when skills to identify problems, initiate and implement changes, assess their impact, and assume risks,

are needed. Leadership of changes is often being related to innovations, unconventional decisions (Borins, 2002). That is, currently in public policy making and implementing there are conditions for leadership of changes to come out and manifest.

In a traditionally managed public administration sector organisation or a small private business organisation there are greater opportunities for a transactional leadership (in other words, leadership of agreements) to develop. This type of management is characterized by responsible management of an organisation, consistency of activities, and calculated risk. In leadership of this type, a manager-leader organizes his employees for a daily moving forward through agreements, by demonstrating own professionalism in administrating.

In the Republic of Lithuania managers-administrators of organisations or their branches who are notable for their managerial activity among workers, a few political leaders, and people who have successfully represented interest groups at social movements or organisations are usually elected to municipal councils. This lets us assume that most members of municipal councils have skills that we associate with transactional leadership. For example, in Siauliai City municipality council elected in 2007 the main position of most members was manager of an organisation or a branch of an organisation, more than 40% of the elected work at private business organisations as managers. However, during crises, as it has been mentioned, there is a special need for leaders – agents of changes (Ramsden, 1998, p.110; Ramsden, 2000), in other words, transformational leaders.

Types of transactional and transformational leadership are associated with the process of management and necessary for achievement of the aims of an organisation as complementing each other. Analyzing the work of the current municipalities, the **scientific problem** raised can be expressed by such questions: are there leaders who manage changes (i.e., are transformational) in the public management (namely in municipalities) that is undergoing crisis? What is the spread of features of transactional and transformational leadership in Siauliai City municipality council? What features of activity of the council evidence efficiency of its activities and how is leadership related to efficiency of activity of the council?

Answers to these problem-based questions were sought during research, the **subject** of which was transformational and transactional leadership in Siauliai City municipality council.

The **aim of the research** is to analyze the manifestation of transactional and transformational leadership in Siauliai City municipality council and to identify links between leadership and efficiency of activities of the council.

Theoretical framework

Leadership in public sector. Leadership is transformation, initiation and management of change, being in an ever changing process and continuous personal change, and the leader is a representative of changes (Ramsden, 1998, p. 110; Ramsden, 2000). Leaders are agents of changes, who challenge the *status quo*, because they have vision, make others act (motivation for changes), model the way to achieve the common vision (Kouzes and Posner, 1988, 1990, 2003; Gerald, Maclin, Ihrke, 1998). Leaders (political in particular) are important when creating a favourable climate, approval of changes and innovations in creation of environment (Borins, 2002, 2008).

While in management leadership that is usually associated to efficient activity (Heffernan, Flood, 2000; Korsakiene, 2006) receives a rather considerable attention (Fiedler, Gibson, Leithwood, Huber et al.), modern concepts of management are sluggishly transferred to public sector, insufficient attention is paid to efficient managing in public sector, and there are general discussions on opportunities of manifestation of leadership in activity of a public sector organisation, which is regulated by government documents (Arimaviciute, 2008; Diskiene, 2008; Diskiene, Marcinskas, 2007). Lithuanian authors who have chosen leaders in public sectors as their topic are Smailiukiene, Zvirdauskas, Saparniene, Butkeviciene and others.

Signs of transformational leadership that was particularly actively researched in the last decade of the XX century in the USA (Bass, 1990a, 1990b; Bass and Bass, 1990; Avolio and Bass, 1991; Terry, 1993, 2001; Podsakoff, MacKenzie, Moorman, Fetter, 1990) and recognized as the most valuable leadership for an organisation in the period of changes (Yukl, 2005), and that in Lithuanian science is not uncommonly termed as changes-oriented management (Stelmokiene, Endriulaitiene, 2009) can also be seen in public sector organisations. Scientific research has already proven that there is a strong relation between an innovatively working public sector institution and such types of leadership as a sustainable and transformational leadership (Baroniene, Saparniene, Sapiegiene, 2008).

According to American scientists Gabris, Maclin, Ihrke, the future in public sector organisations belongs to optimistic leaders (Gabris et al., 1998), who could be called the agents of changes (Kouzes and Posner, 1988). Despite the model of optimistic leader having been criticized as being far from reality (Terry, 1993), research of the last 10 years has shown that the competences of a leader as an agent of changes that were described at the end of the last century, on the basis of which transformational leader assessment questionnaires were developed, are still relevant. A le-

ader as an agent of changes is characterized by: challenging the process by seeking new opportunities and taking risks; ability to inspire for a common vision and involve other employees into modelling of future; empowerment of employees to act by stimulating cooperation and supporting their ideas; modelling of the course of changes by providing examples, planning interim achievements and results; emotional support to the team, encouragement by acknowledging the input of the subordinates and celebrating achievements (Kouzes, Posner, 1988).

Treating the public sector institutions as the continuously learning ones or having conditions to become such (budgetary funding ensures possibility to improve qualification), we agree with scientists who claim that in a learning organisation most important becomes not charisma of a person and his ability to envisage several further steps and implement them directly, but the created field of influence and impact, when the manager-leader does not influence others by own person, but rather creates such an environment that attracts people to join the modelling and implementation of changes. In context of a learning organisation the leader seeks maximum integration of relations (taking care of people) and the result (Simonaitiene et al., 2004). The leadership that is more appropriate for a learning organisation is the transformational leadership that is characterized by strong emotional connections and environment motivating to pursue the created vision and aims. Transactional leadership is important for carrying out the activities of an organisation, but it does not encourage improvement of the organisation much.

Transactional and transformational leadership. Transactional leadership manifests when a leader attempts to stimulate his followers through interaction, i.e., by appealing to their personal interests and offering in exchange for their efforts a valuable stimulation, for example, increased salary or promotion. Such leaders clearly define their subordinates' role, improve structure, encourage and discipline their subordinates, are attentive to them, and try to satisfy their social needs (Chimiel, 2005, p. 279–280). Transactional leadership sometimes is also called exchange leadership, because it is based on exchange of services, i.e., services of an employee are exchanged to various rewards. Such a leader clearly formulates aims, but does not establish strong relations to the employees (Zvirdauskas, 2007, p. 3).

A transactional leader takes care that in exchange for a good work the followers get what is important to them: money, recognition, career, etc., or that they be punished for a job bad done. Such a transaction and keeping of promise enable reaching the desired but average results of activity, especially when a leader likes to manage passively and the group feels

that it has it only in case of failure or task having been done not well enough (Pakalkaite, 2006, p. 68-69). According to Kasiulis and Barvydiene (2005, p. 154), an advocate of a transactional leadership sets what the subordinates must do, explains the role and requirements for the task, identifies the needs of subordinates and indicates how they will be satisfied when the task is done. It has been found that transactional leadership positively affects the participation of colleagues, their satisfaction and job performance (Smaliukiene, 2008, p. 37). Goodwin et al. (2001, p. 763) have proven that the recognition-based transactional leadership shapes great organizational responsibility of the subordinates. Such a leadership forms clear standards, strengthens trust in leader, because all the followers know what is expected from them. This leadership forms the basis to begin transformational leadership, as the latter requires mutual trust, when the followers respectfully agree on values, mission, and vision of the group.

Like charisma, transformational leadership is a popular topic in literature on leadership. Some authors use these terms as synonyms, others separate these notions (Masiulis, Sudnickas, 2007, p. 209). According to Chmiel (2005, p. 280), transformational leadership is a process during which the leaders and the followers transform each other, i.e., stimulate each other to make greater effort by appealing to higher values and morality. Such leaders are initiators: they are people who want to venture into the unknown and to risk, to make changes and to experiment thus finding the best ways to act. They are the first to approve of good ideas, they support them and are ready to modify the system for the sake of an innovation and a new process (Kouzes, Posner, 1990, p. 8–10). Transformational leaders strive so that their subordinates realize the most important tasks and priorities of the group or organization. They want to arouse enthusiasm of the subordinates, encourage them to completely plunge into activity, seek to make so that the subordinates be interested in achievements, personal growth, and satisfaction. According to Pakalkaite (2005, p. 65), inclusion of employees in problem solving is one of the essential features of transformational leadership. A leader seeks for each employee to feel being part of the organisation. Identification with the organisation is also encouraged by setting aims for personal activity and by designing the strategy of the organisation. In the opinion of Zvirdauskas (2007, p. 3), a transformational leader creates organisational culture that is favourable for changes and based on cooperation, seeks not to satisfy the expectations of employees, but to alter them, empowers and encourages improvement, persuades employees to rise above personal aims and interests, strengthens emotional ties with his followers, motivates and involves them in im-

plementation of visions and aims created by himself.

As the current context is characterized by instability of environment, globalization, and continuous changes, the old theories no longer meet the requirements set for efficient contemporary leadership and are replaced by the new ones. It can be said that to the current context of management of state institutions the theory of transformational leadership applies best, because it, in contrast to transactional leadership where leadership is understood as interaction of exchange between the leaders and the followers, is more important in environment of changes. It is obvious that managerial skills are no longer sufficient and the need for leadership competence arises, and in successful realization of processes of changes one of the most important factors is the role of leaders. In this case the leaders' competence to be able to impact the environment around and make a strong reform-encouraging influence on the values and aims of the followers is necessary.

Political leadership and public management. The topic of political leadership has not been adequately researched. There are no studies and experience analysis in political, managerial, social and other aspects, there are only a few scientific articles on this subject (Simkus, 2008). According to Prazauskas ir Unikaite (2007, p. 89), a political leader is a personality whom power is either an ultimate value, or a universal means for reaching other goals: political system change, social and economic changes, personal fame. A political leader needs such qualities as devotion to aim, insightfulness, ability to accurately assess the situation and make optimal decisions, skill in persuading other people, and organisational talent. Cincikaite (2006, p. 15) notes that for people in high public office it is very important to be able to work together with others. A political leader must be able to negotiate, induce the colleagues to express their best qualities, and make use of interpersonal relationships while effectively working with different and sometimes opposing groups of people and other leaders. Such a leader seeks benefit not only for himself, but also for people around: community, society, partners, and colleagues (Kvedaravicius, 2006, p. 354-357). He influences other people not only by his actions and ideas, but also by his value system. The clearer a leader's value orientation will be, the better results of activity will be achieved, because leaders who clearly understand their own personal values are better prepared to make principles-based decisions (Barvydiene, Skarzauskiene, 2005, p. 15). Therefore for a political leader it is particularly important to be respectable and principled, comply with moral requirements not only because it is a way to control self, but also because by own example he creates standards of

behaviour and influences the society's attitude to him (Traukumaite, 2003, p. 4). These qualities are important not only to political leaders on the state level, but also to those who came to local government to represent the community.

A true political leader must first have a straightforward aim or a clear idea. Yet probably the most important feature of a political leader is steady will in seeking one aim. Therefore aim and political will are necessary components of a political leadership. But in public management both belief and trust are also needed, because they constitute a basis for a community's choice that the elected leaders will be able to represent their interests properly.

According to Prazauskas ir Unikaite (2007, p. 93), the major functions of a political leader are close to functions of a government, but in them an element of innovation is more clearly expressed. The following functions of representative leadership are distinguished: diagnostic; attributive and strategic; organisation and mobilisation; communicative; tactical; integrative.

As to leadership on the level of local self-government where council members express political representative leadership in local governance, it must be mentioned that here it splits into two directions: externally political leaders participate in the process of creation of public vision, which involves local residents, and internally they take part in discussions with top civil servants by setting vision, strategic aims, needed resources and the main issues with the process of implementation. Political leadership increasingly commits to evaluation of strategy with an aim to complement the programs run by managers. Working together they are more than leaders in formulation of aim and decisions. They are elected by citizens representing various opinions and interests regarding tasks and matters that are under municipality competence. Listening to different opinions and interests, ability to make them find agreement and compromise in public debates and in decision-making is very important. Therefore the elected municipality members must be able to understand the subject matter, find compromise among different interests and decide how to properly act in a certain situation. The essence of local self-government is that local governance and local council (elected members of the council) are the only government institute responsible for the common and public interests of municipality. Therefore seeking a sustainable long-term activity of a local municipality it is necessary to strengthen representative leadership. Development of local municipality structure and institutionalization of the new managerial role of the council members is a new challenge. Hansen (2001, p. 115–116) emphasizes that management and delega-

tion would give the elected politicians more time and possibilities to do what they can do best and what they have been elected for: policy making.

Links between leadership and efficiency of activities in public management. The problem of public sector efficiency and productivity is hard to define, despite that a considerable number of studies have been carried out on this subject (Lane, 2001, p. 350). Analyzing the researches on public sector activities of the last decade of the XX century we meet abundance of paradigms, theories, models offering different concepts of efficient activity of the public sector, various paradigms of modernization of institutions (Raipa, Puskorius, 2002 p. 9).

Objectives of public sector institutions are much harder to define than those of industrial or business organisations, because such objectives as satisfaction of needs of society are much more abstract. Mission and functions of public institutions are legally set. In comparison to activity of private structures, their activity is much more open to public control and evaluation, rules and procedures of activity are more detailed, and the activity itself is regulated and restricted by financial possibilities of the state. Activity assessment criteria differ rather substantially as well (Raipa, 2004, p. 5).

There are many interpretations of efficiency used for assessment of public sector activity. "Efficiency is the ratio between a product (goods, services) and resources used to produce it" (Implementation Guidelines..., 2001, p. 27), it is "a capability or capacity to achieve success or be successful in seeking the aim; sufficient power, effectiveness" (Oxford Dictionary). According to Simon (2003, p. 283), the concepts of efficiency and effectiveness were considered synonyms almost until the end of the XIX century. Over the recent years efficiency acquired the second meaning: it is more often regarded as ratio between input and output (Wholey, 1983), as a relation between aim and effect (Pollitt and Bouckaert, 2007). Meanwhile Lane is of opinion that there are "two major types of efficiency: internal efficiency and external efficiency". He writes: "Efficiency actually is an effective criterion system for assessment of forms of management or activities of institutions. It is necessary to take into consideration different types of efficiency when there is a difference between, on the one hand, public distribution of resources (internal efficiency) and, on the other hand, public regulation (external efficiency)". In the field of public regulation major attention is paid to results, which means that external efficiency is the most important measure here (Lane, 2001, p. 374-375).

Ambiguous concept of efficiency is also investigated by Rosen (2007, p. 59-60) who says that con-

fusion over ambiguity of the concept can be avoided if it is realized that there is a difference between efficiency of policy or program (influences a situation, a problem) and efficiency of process of implementation (a choice of means, a course, etc.). According to Raipa and Puskorius (2002, p. 10), discussing efficiency as process of implementation major attention is given not to costs, but to results obtained and their quality. For efficiency particularly important are organisational changes, efficiency-increasing technical innovations and methods, motivations of various structures and groups of citizens as well as their organisational behaviour.

Efficient management of public sector is characterized by inclusion of citizens, transparency and accountability (Domarkas, 2008, p. 11). Additionally, municipal institutions in their activities must follow the principles of self-government, with reference to which it would be possible to identify the essential features of efficient activity when evaluating activity of a municipal Council. In view of the fact that a municipal Council is a representative institution, its activity efficiency criteria can be formulated by taking into account the implementation of the function of representation:

- Seeks dialogue with local community;
- When making decisions considers proposals and interests of the community;
- Increases role of local communities by including those who are part of the problem;
- Gives priority to community wellbeing instead of own wellbeing;
- Encourages initiatives of local residents; has positive attitude towards innovations;
- Understands the effects of the decisions being made and makes decisions responsibly;
- Ensures honest accountability to community;
- Activity of council is presented clearly and understandably;
- Council has a clear vision of development of a city.

These criteria are related to signs of leadership, therefore essential prerequisite for success of activity of public management system is election of proper leaders to represent the interests of the residents, which directly influences public institutions activity efficiency, quality and citizens' attitudes and trust in public management system (Raipa, Velicka, 2003, p. 77). Public management needs leaders who are able to lead and implement vision of development, and implementation of any idea is related to initiative the basis of which essentially consists of competence of leaders of public management.

It should be noted that in public management leadership is understood as communication, not as monologue. Relationship among residents and public management has essential strategic influence in government reform (OECD, 1999, p. 1), therefore leaders are necessary in government and they must be developed. Only a small number of public sector representatives realize that leadership skills are a must in public management, therefore in many municipalities the citizens are disappointed with rhetorical democracy and free market conditions. Many of them have lost trust in politicians and public servants, because these institutions move increasingly farther away from the needs of ordinary citizens (Curry, 1995, p. 20-25). According to Masiulis, the divide between citizens and municipal councils ruled by local politicians is huge in Lithuania. Municipal councils operate like the lower element of central government, they reflect the direct interests of residents very little. The parties that will divert their policy towards concrete needs of citizens the fastest and in the most efficient way will become leaders in municipalities (Masiulis, 2006, p. 305, 309). And in future more and more public management leaders will be needed and the current generation of leaders is responsible not only for implementation of the leadership concept, but also for attraction and development of new leaders (Bord, Kramer, 2003, 2-3).

To sum up it can be said that efficient leaders of public management are a catalyst of reorganisation of management of public sector, therefore when building an essentially democratic and ethical society it is necessary to teach public sector leadership that manifests by broad responsibility, representation of various groups of society, and fostering of democratic values. Leadership is also important in implementation of reforms of public sector, as it encompasses two essential aspects of the reform: changes and people.

Methodological approaches and organisation of the research

Importance of leadership for efficiency of activities of Siauliai City municipality is disclosed and substantiated on the basis of strategy of coordination of quantitative and qualitative research:

1. Municipality Council document analysis (Council journals, activity reports) was carried out in order to select as experts the municipal administration employees by their active participation in municipality sittings (speeches, constructive proposals).
2. Questionnaire survey of experts was performed in order to disclose the spread of features of transactional and transformational leadership in the current Council, to determi-

ne the signs of efficient activity of the Council, and to find out the experts' opinion on efficiency and productivity of the Council.

3. Statistical data analysis was made by applying methods of descriptive statistics, by calculating arithmetic mean, percentage expression of respondents' opinions, standard deviation of results as well as by doing a cluster analysis. The data were processed by using MS Excel and SPSS 11 (Statistical Package for Social Sciences) software.

The choice of **expert survey method** is due to that the selected employees of Siauliai City municipal administration (2 criteria: are heads of a branch of a municipal administration and speak at Council meetings) best see the activity of the Council members and can provide the most accurate information on this subject, because municipal administration implements the decisions made by the Council. The method of questionnaire survey has been selected after consideration of experts business and their time availability, therefore to save time of the experts a semi-structured questionnaire survey has been chosen. In order to disclose the importance of leadership to efficiency of activity of Council of Siauliai City municipality, the questionnaire has been arranged in three major blocks:

1. Demographic block that the expert filled in providing information about himself. By making use of interval scale this block shows how long the expert has been working at the municipality. The scale indicates quantitative differences of values of variables, expressed in units of measurement. The interval scale is arranged by the respondents' length of service at municipality. This means that opinion of the respondents may differ depending on how long they have been working at the municipality.
2. Diagnostic block 1 presents statements that reveal the features of transformational and transactional leadership at the Council that represents the community of the city. The statements have been formulated with reference to the material presented in the theoretical part.
3. Diagnostic block 2 provides statements about activity of the Council, which have been formulated with reference to the principles of local self-government and other aspects of activity of the Council. The respondents were asked to evaluate the statements on a 5-point Likert scale that helps to determine how much a respondent agrees or disagrees with positive or negative evalua-

tions of an object or phenomenon that are presented on the scale. Options on Likert scale ranged from “characteristic” to “not characteristic”.

In order to find out the experts’ opinion on efficiency and productivity of activity of the Council, impact of leadership on these indicators, and possibilities to improve the activity of the Council, the questionnaire also included open-type projected questions.

Ten experts from fifteen selected (according to the criteria mentioned earlier) employees-managers of Siauliai municipal administration agreed to fill in the questionnaires.

To analyze the research variables a **cluster analysis method** was used. Cluster analysis is a statistical analysis method that determines the similarity of objects and organizes them into groups of similar ob-

jects, which are called clusters. The objects are organized so that differences within clusters are as small as possible, and as big as possible among clusters. This research employs Euclidean square metric and Ward’s methods to calculate distances in clusters.

Research results

Distribution of respondents by length of service at the municipality revealed that the largest part is comprised of administration employees who have been working at the municipality for more than 10 years, which makes 50% of all respondents. A smaller part is comprised of respondents who have been working at the municipality for 2-5 years (30%), and the smallest part of the sample is made up by respondents who have been working there for 6-10 years (20%) (see Fig. 1).

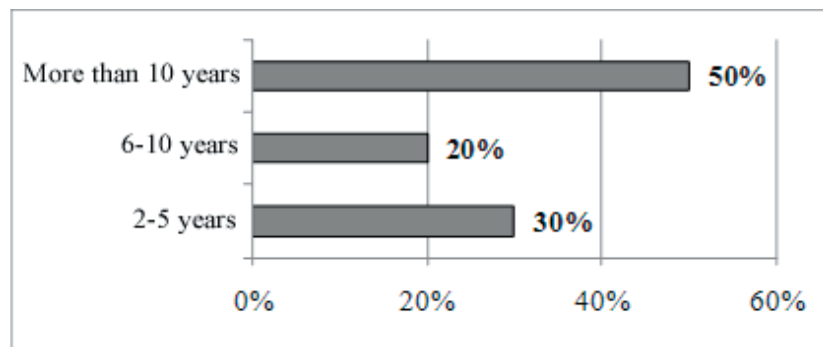


Fig. 1. Distribution of respondents by length of service at the municipality (N=10)

This shows that the sample is dominated by administration employees who have been working for more than 10 years. Therefore it can be stated that most of the respondents who participated in this research have gained a significant work experience and have a possibility to compare features and peculiarities of activity of municipality Councils of various times.

Results of research on spread of features of leadership. Spread of features of leadership at Siauliai City municipality council determines not only cer-

tain behaviour of members of the Council, but also nature of its work. By looking at the most abundant features of members of the Council one may identify the peculiarities of their activity. The questionnaire asked to evaluate what percentage of the members of the Council have certain features of transactional and transformational leadership, and what percentage of the members have all the features of one or another leadership.

When analyzing the data in this part of the research the following indicators have been applied (see Table 1):

Table 1

Indicators used in this part of the research

Indicator	Description
M	Means of percentage evaluations of evaluations presented by respondents are calculated.
M_{\min}	Shows the smallest mean of percentage evaluations
M_{\max}	Shows the largest mean of percentage evaluations
SD (standard deviation)	Standard deviation (SD) is a measure of spread of the attribute being gauged, which shows how much individual values of an attribute oscillate around the mean. The lower the value of the SD, the more unified the opinion of respondents on the topic in question. And vice versa: the higher the SD, the less unified the opinion of respondents on the topic in question.

In the tables provided below (see Table 2 and Table 3) one can see how the responses of the respondents distributed when evaluating the features of

transformational and transactional leadership in Siauliai City municipality council.

Table 2

Spread of features of transformational leadership

Transformational leadership features	Average evaluation (%)	Standard deviation (%)
Has a clear vision of activity	36	19.6
Inspires to seek the common aim	22.1	14.2
Spare no efforts and time to achieve the aim	23	14.8
Seeks the aims in unconventional ways	20.5	12.6
Initiates changes	30.5	18.9
Takes personal risk	23.5	29.2
Is able to put the team members together for efficient solution of problems	31.1	19.9
Strives to involve others in search for the best solution	43.1	33.3
Encourages others to do more	51	40.0
Sets high standards of activity	53.5	38.4
Shows attention to needs of community	42	26.1
Comes up during crises	25.5	32.6
Part of council members who have all features of transformational leadership	25.6	18.0

Table 3

Spread of features of transactional leadership

Transactional leadership features	Average evaluation (%)	Standard deviation (%)
Is able to clearly formulate aims	31	17.8
Is able to plan time	42	23.7
Risks responsibly	26	12.9
Builds leading the activity on rational understanding of objectives and situations	31.5	16.0
Explains the meaning of activity to people	38	20.0
Explains task requirements and role of others in activity	38.5	21.6
Clearly distributes responsibility	40.5	28.2
Kindly helps those who make efforts	35	20.5
Follows approach of "why repair what is broken"	36.5	13.3
Is able to be happy with others' and own achievements	36.5	26.9
In exchange for job well done gives the deserved reward	24.5	12.6
Analyzes mistakes and corrects noticeable shortcomings	22.5	15.0
Part of council members who have all features of transactional leadership	27.5	17.2

The results obtained show a spread of leadership features which is rather favourable for efficient activity at Siauliai City municipality council: 27.5% of the members have all features of a transactional leader, and 25.6% of the members have all features of a **transformational** leader. Comparing both tables given above, we can see that the lowest average evaluation ($M_{\min}=20.5\%$) of transactional leadership is possessed by the feature related to seeking the aims in unconventional ways, and the highest average evaluation ($M_{\max}=53.5\%$) belongs to setting high standards of activity. Meanwhile transactional leadership is dominated ($M_{\max}=42\%$) by time planning and the weakest ($M_{\min}=22.5\%$) is mistake analysis and correction of noticeable shortcomings. Therefore it is seen that the Council is dominated by members who cle-

arly distribute responsibility ($M=40.5\%$), are able to plan time ($M=42\%$), set high standards of activity ($M=53.5\%$), seek to involve others in search for the best solution ($M=43.1\%$), and show attention to needs of community ($M=42\%$). At present the least spread are these features: seeking aims in unconventional ways ($M=20.5$) and inspiring to seek the common aim ($M=22.1$). A conclusion can be drawn that most leaders at Siauliai City municipality council are transactional ($M=27.5$), which possibly means that members of the Council are leaders who are seen by municipal administration employees as leaders who ensure activity continuity and focus.

To find out the homogeneity of respondents' opinions in case of spread of features of leadership, a cluster analysis has been done. In the classification

tree – dendrogram (see Fig. 2) it can be seen that respondents' opinions are the same. The results obtained show hierarchy among clusters. There can be seen two groups distributed by similarity of respondents' answers. The first cluster consists of respondents 4, 5, 3, 8 and 1, and the second cluster comprises respondents 2, 10, 6, 9 and 7. Therefore, with reference to the results, it can be said that respondents' opinions in terms of spread of features of leadership are homo-

geneous, no clearly different opinions have been noticed. Since the first group of respondents is made up by people with longer length of service and speaking at sittings more often, their answers also enable concluding that municipality administration employees with longer length of service at municipality and speaking at sittings more often, having leader's qualities themselves, better notice leader's qualities in other people and are able to evaluate them more critically.

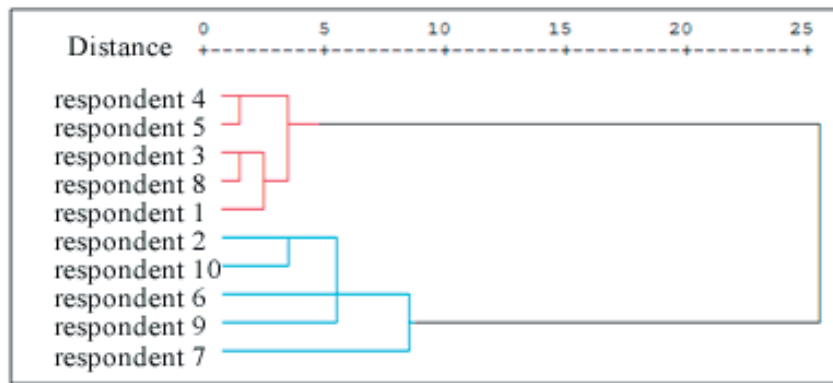


Fig. 2. Homogeneity of respondents' opinions in assessment of spread of features of leadership in municipality Council

Furthermore, while analyzing the results of standard deviation it is seen on which statements there has been more agreement among respondents. When analyzing distribution of features of change management leadership, the respondents' opinions were the most uniform in evaluation of the following features: "seeks the aims in unconventional ways", "spares no efforts and time to achieve the aim", "inspires to seek the common aim". Yet the most different they were on "encourages others to do more" and "sets high

standards of activity". The respondents' opinions on spread of features of transactional leadership were the most uniform in evaluation of the following features: "risks responsibly", "in exchange for job well done gives the deserved reward", "follows approach of "why repair what is broken", and the opinions were the most different on "ability to be happy with others' and own achievements" and "clear distribution of responsibility".

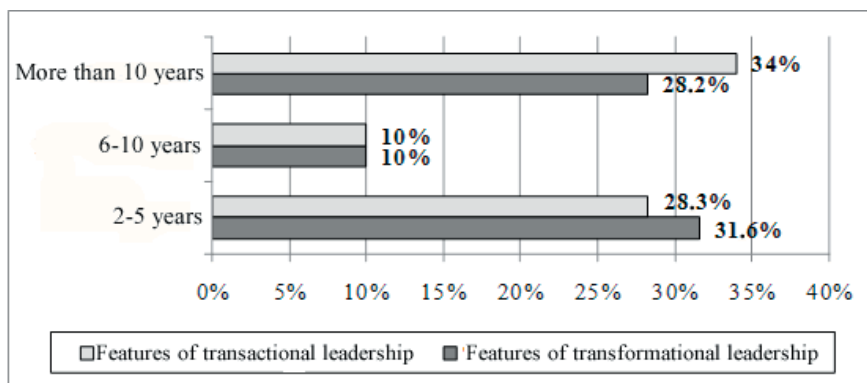


Fig. 3. Average evaluation of features of leadership with regard to respondents' length of service at municipality (N=10)

Figure 3 shows the spread of evaluations of features of leadership in the municipality Council. As to the length of service of employees of administration in the municipality one can see that respondents

who have been working at the municipality for more than 10 years are of opinion that in the Council a combination of features of transactional leadership dominates, while respondents with the shortest length of

service think that in the Council features of transformational leadership dominate. Those who have been working for 6 to 10 years pointed out that there is an equal distribution of features of both types. This difference may be influenced by that respondents who have been working longer are better familiar with the municipality activities than those who have been working shorter.

Dendogram shows (see Figure 4) that there emerge two groups that can be considered the components of transformational leadership and that can conditionally be named as a *group of efficient seeking of aim*, which includes initiation of changes, assuming

of personal risk, ability to put the team members together for efficient solution of problems, inspiration to seek a common aim, sparing no efforts and time to achieve the aim, seeking the aims in unconventional ways, having a clear vision, showing attention to needs of community, and coming up during crises; and a *group of motivation*, which consists of setting high standards of activity, encouragement to do more, and striving to include others in search for the best solution. Therefore to sum up it can be said that according to respondents' evaluations there emerge two groups that can be considered the components of transformational leadership.

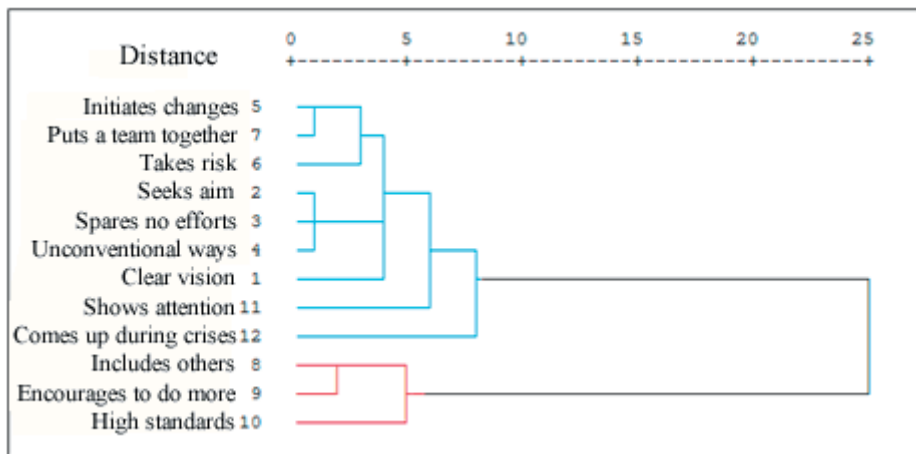


Fig. 4. Similarity of features of transformational leadership according to respondents' evaluations

With the same aim but with a view to find out the similarity of features of transformational leadership according to respondents' evaluations a dendogram of features of transactional leadership was drawn (see Figure 5).

ram of features of transactional leadership was drawn (see Figure 5).

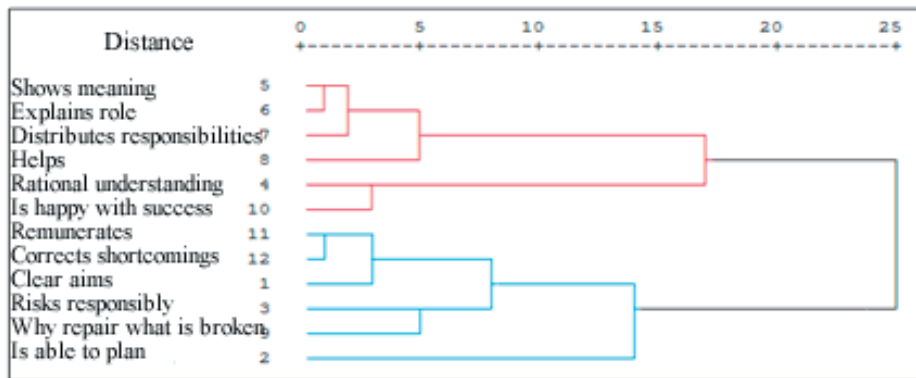


Fig. 5. Similarity of features of transactional leadership according to respondents' evaluations

It is seen that two large groups of features of transactional leadership get formed. Features of the first group consist of: explanation of meaning of activity, explanation of task and role, clear distribution of responsibility, help to those who make efforts, management based on rational understanding of objectives and situation, ability to be happy with others' and own achievements. The second group encompasses

the following features: deserved reward is given, mistakes are analyzed and shortcomings are corrected, clearly formulated aims, responsible risk, approach of "why repair what is broken", and time planning skill. These groups can conditionally be named as *presentation of clear aims* and *seeking of focused aims*.

Summing up the results of spread of features of leadership it is seen that Siauliai City municipality Council is clearly characterised by features of transformational and transactional leadership, its strength in seeing and seeking the aims. This is shown by two groups of features of a leader: objective aims seeking and encouragement in transformational leadership, and presentation of clear aims and focused seeking of aims in transactional leadership.

Results of research on features of efficient activity of the Council. Activity of the municipal Council is based on principles of local self-government, which are followed during activities. The respondents were asked to evaluate whether features of efficient activity of the Council are characteristic to Siauliai City municipality Council.

Dendrogram (see Figure 6) drawn according to the Council activity evaluation carried out by the respondents shows that in the Council three groups of features of activity can be seen, these groups can be conditionally named as follows: *cooperation* (seeking dialogue with local community and decision making by taking into account the community's proposals and interests), *responsibility and openness* (responsible decision-making, comprehensibility and clarity of the Council activities, positive attitude to innovations and having a clear vision of city development), *encouragement and honesty* (encouragement of initiative of local people, honest accountability to community, increasing of roles of local communities, prioritization of community wellbeing). Therefore when evaluating activity of the Council it is expedient to approach it in these aspects.

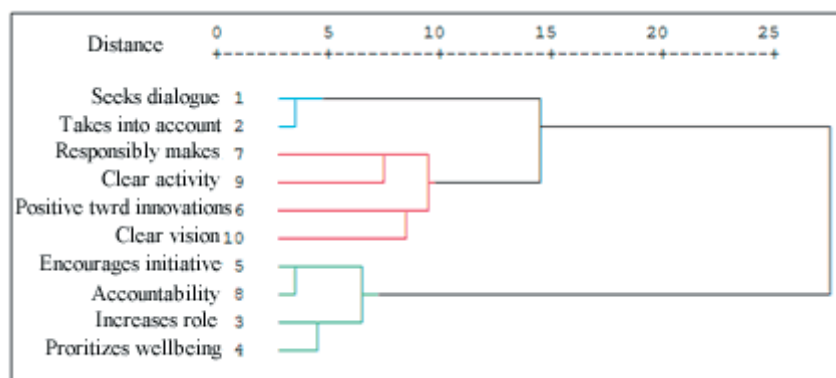


Fig. 6. Similarity of features of efficient activity of the Council according to respondents' evaluations

According to the *Law on Local Self-Government of the Republic of Lithuania* one of the principles of local self-government is **participation of residents in handling of public matters of the municipality**. Municipality institutions create conditions for the residents to directly participate in making draft decisions, organizing surveys, meetings, assemblies, public consideration of petitions, and encouraging other forms of civil initiative. When evaluating the application of this principle in the work of the Council the opinions of the respondents separated: as much as 70% of them pointed out that it is likely characteristic for the Council to seek dialogue, 20% indicated that it is characteristic, and 10% replied that it is not characteristic to seek dialogue with the local community. The results obtained let us draw a conclusion that dialogue of the members of the Council with community is insufficient, because only 20% say that dialogue is characteristic, therefore the Council members should improve their relations with community and seek higher quality of dialogue with it. After all, communication between Council members and local community stimulates improvement of both parties.

Analyzing whether the Council members when making decisions take into consideration the suggestions and interests of the community, more than half of respondents (70%) said that before making decisions members of the Council take into consideration the suggestions and interests of the community. Based on the results obtained, it can be concluded that the Council members consider and consult the local community, and the decisions made reflect interests and suggestions of the community.

When evaluating whether the Council members increase role of local communities by including those who are part of the problem, the responses distributed rather unevenly: 30% pointed out that they "likely include" and 30% that they "likely do not include" the persons who are related to the problem, 30% had no opinion on this subject. 10% of respondents think that the Council members do not increase the role of local communities. These indicators show what needs to be improved in the work of the Council: people related to the problem need to be included in problem solving.

As to what the Council members prioritize – community’s or their personal wellbeing, the respondents were critical: only 10% think that the Council members likely give priority to community’s wellbeing; 20% are of opinion that the Council members give priority to their personal wellbeing; 30% think that the Council members likely do not give priority to community. Even 40% of respondents have no opinion on this subject. Taking into account the obtained results of the research, it can be said that most of the respondents think that despite being elected to represent the community’s interests, the Council members firstly give priority to their personal wellbeing instead of that of community.

Being asked to evaluate whether the Council members encourage initiatives of local people, 20% of respondents pointed out that the Council members likely encourage initiatives, and there was the same quantity of people who thought that they do not. 20% of respondents had no opinion, and nearly half of respondents (40%) pointed out the Council members likely do not encourage initiatives of local people.

To properly represent local community and in consideration of its interests, the municipal Council should appreciate changes. The respondents assessed whether this feature is characteristic to the Council

members. 40% of respondents had no opinion on this subject, 30% thought that the Council members appreciate innovations, 10% indicated that the Council members see innovations somewhat positively and negatively, and the same part thought the Council members have negative attitude towards innovations. With reference to these results one can claim that leaders of changes who work at the Council should more involve the colleagues in processes of changes.

When evaluating whether the Council realizes the consequences of the decisions being made and make them responsibly, half of respondents (50%) said that the Council likely realizes the consequences, 30% thought that the Council likely does not realize them, 10% indicated that the Council members do not realize the consequences of their decisions at all and the same number had no opinion on this question.

Another principle of local self-government is **accountability to electors**. The respondents were asked to evaluate if the Council ensures honest accountability to the community. As it is seen from Figure 7, the respondents’ opinions on the Council were quite different and nearly a half of the respondents (40%) said that the Council likely does not ensure honest accountability to the community.

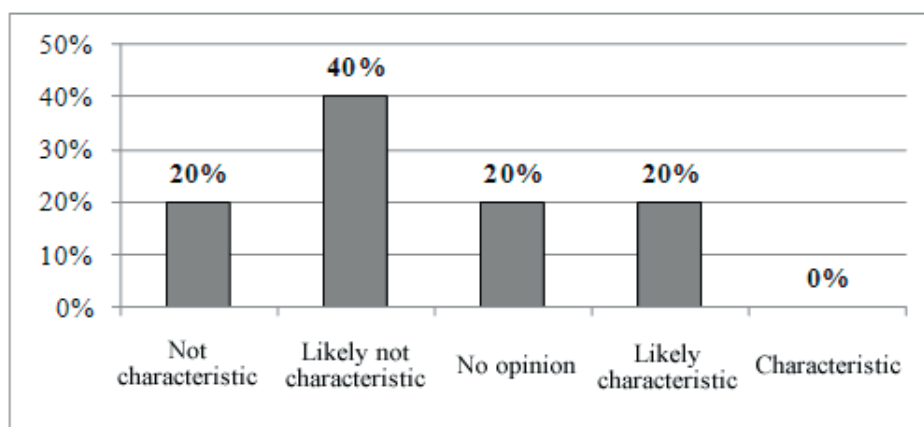


Fig. 7. Evaluation of the Council activity efficiency criterion “Ensures honest accountability to the community” (N=10)

According to the principles of local self-government, local self-government institutions **must act transparently**. Activity of municipality institutions and other subjects of municipal public administration must be clear and understandable to residents, conditions must be made for them to receive explana-

tions what is being done and why. When evaluating understandability and clarity of Council activity, the biggest part of answers (30%) of respondents were comprised of opinions that activity is likely understandable and clear (see Figure 8).

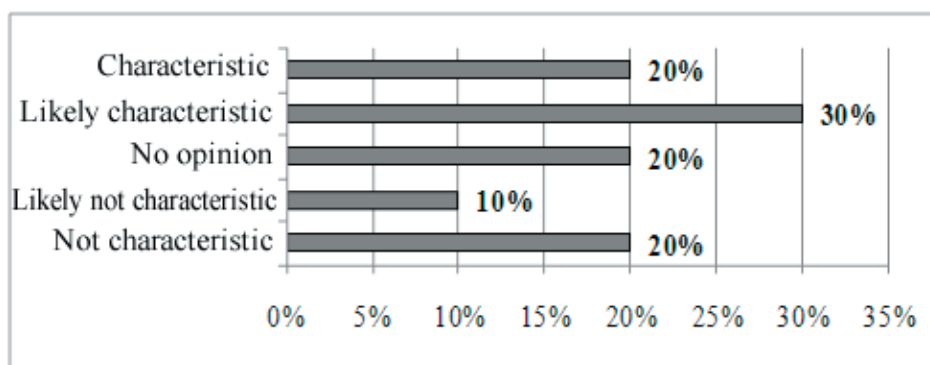


Fig. 8. Evaluation of the Council activity efficiency criterion
“Council activity is clear and understandable” (N=10)

Being asked to evaluate whether the Council has a clear vision of city development, the replies of the respondents distributed very variously: 30% pointed out that it likely has, another 30% indicated that it likely does not have, 20% said that it does not have, and 10% thought that it has such a vision, and the same part of respondents had no opinion on this subject. It is seen that the Council has not only to formulate a city vision and plans for future, but also to talk about this with the community more often.

Summing up the results of the research is seen that Siauliai City municipality Council should pay more attention to the interests of residents, to encourage them to contribute to local governance, introduce its activity understandably and clearly, and present

city vision more widely, refer to it when making decisions and initiating changes. As to individual members and leaders of the council, they firstly must not forget their main function – to represent the interests of the community.

Results of assessment of efficiency and productivity of activity of the Council. To ascertain the opinion of the survey respondents on how the activity of the Council could be improved, they were asked to write how the members of Siauliai City municipality Council could increase efficiency and productivity of their activity. While analyzing the data (see Table 4) it came out that even 60% of respondents think that there should be less opposition among the members of the Council and more agreement when seeking common aims.

Table 4

Ways to improve activity of the Council, according to the respondents

Ways to improve activity	Frequency of mentions (%)
Trust the specialists of administration more	10%
Less toady to residents	10%
Create less opposition and more agreement when seeking common aims	60%
Politicize issues less	10%
Do not follow emotions	10%
Listen to residents' opinion	40%
Feel being responsible	30%
Improve knowledge and know the laws	10%
Deeper analyze the problems that emerge and decisions being made	50%
Participate in public life of the city more actively	10%
Allocate more time to work in the Council	10%

A very important stress is laid by respondents – municipal administration employees on Council members' cooperation among of themselves, with residents, with specialists of municipality administration, partnership of the interested participants of the process is expected. According to Lappe (1994, p. 20), when public management and local community support partnership relations, there also appears a possibility for local community leaders who collabo-

rate with public management leaders thus improving interaction between the Council and the community.

The results of the research allows proposing that importance of leaders to efficiency of activity of the Council is very high, because on their personal qualities that determine peculiarities of leaders' activity the entire council's activity as well as its indicators depend.

Conclusions and discussion

In the activity of the municipality a tandem of political leaders (representative power) and municipal administration (executive power) is seen. People who live in the territory of the municipality often call them the same name: a municipality, therefore requirement for efficiency of activity of both of them increases. Today science associates efficiency of public management not only to bureaucratic procedures, accountability, but also to leadership, because intensive time of changes and constantly being improved public management require outstanding abilities.

The research on spread of features of leadership in Siauliai City municipality Council and efficiency of its activities which had been carried out at Siauliai City municipality has demonstrated that in the council of the current term of office features of both types of leadership (transactional and transformational) being associated to managerial process are seen. In the respondents' opinion, more pronounced is transactional leadership that is characteristic to good administrators and that better ensures continuity of activity, when time of intensive changes is more associated to transformational leadership. The respondents – municipality administration employees who constantly participate in preparation and implementation of decisions – relate efficient activity of the Council to ability to cooperate, responsibility and openness, stimulation and honesty. In their opinion, these features of activity are characteristic to the Council members-leaders and are mandatory when seeking to ensure the continuity of activities and the representation of community.

As to efficiency of activities of the Council of this term of office according to the respondents' opinions, directions of activity improvement are seen:

- To activate the community's involvement in handling of the matters of self-government, the Council should pay more attention to involvement of municipality residents who are in problem fields in discussions, to creation of favourable relations to the entire community, and to collaboration within the Council and with the municipality administration.
- Being strong in aim formulation and seeking, it should more actively reflect in the community the vision of the city and convey it in an understandable way.
- Toleration, development, and improvement of leadership of changes.

Rather obvious spread of features of transactional and transformational leadership and rather even distribution of these features in the Council of Siauliai municipality and rather stable activity of the Council

of the current term of office in 2007-2010 raise a question for discussion: is it so that only such a tandem of leaders – managing changes on the one hand and able to ensure focus and continuity of activity on the other – can be the most efficient in the representative government in times of changes?

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Transakcinės ir transformacinės lyderystės raiška Šiaulių miesto savivaldybėje

Santrauka

Siekiant išsiaiškinti transakcinės (susitarimų arba mainų) ir transformacinės (pokyčių) lyderystės bruožų sklaidą Šiaulių miesto savivaldybės taryboje, išanalizuoti savivaldybės tarybos veiklos efektyvumo apraiškas ir nustatyti sąsajas tarp lyderystės ir tarybos veiklos efektyvumo, buvo atliktas kompleksinis tyrimas. Panaudojus dokumentų analizę (tarybos posėdžių protokolai, veiklos ataskaitos) iš savivaldybės administracijos buvo atrinkti potencialūs respondentai (kriterijai: aktyvus dalyvavimas tarybos posėdžiuose priimant sprendimus, pasisakymai; administracinio darbo savivaldybėje patirtis) ekspertiniam tarybos narių vertinimui lyderystės bruožų bei veiklos efektyvumo aspektu. Remiantis ekspertų apklausos metodu surinkta statistinė medžiaga analizuota taikant aprašomuosius statistikos metodus, klasterinę analizę. Duomenys apdoroti naudojant *MS Excel* ir *SPSS 11* (anngl. *Satistical Package for Social Sciences*) programinį paketą. Ekspertų apklausos metodo pasirinkimas grindžiamas tuo, kad atrinkti Šiaulių miesto savivaldybės administracijos darbuotojai geriausiai geba įvertinti tarybos narių veiklą ir gali pateikti tiksliausią informaciją šiuo klausimu, nes savivaldybės administracija vykdo tarybos priimtus sprendimus. Anketinės apklausos metodas pasirinktas atsižvelgiant į ekspertų užimtumą ir ribotas laiko galimybes, todėl, taupant ekspertų laiką, buvo pasirinktas pusiau struktūrizuotas anketinis tyrimas. Siekiant atskleisti lyderystės reikšmę Šiaulių miesto savivaldybės tarybos veiklos efektyvumui, anketa buvo suskirstyta į tris pagrindinius blokus: demografinį (darbo stažui savivaldybėje nustatyti taikyta intervalinė skalė); 1 diagnostinį (pateikti transformacinės ir transakcinės lyderystės bruožus atskleidžiantys teiginiai), 2 diagnostinį (atsižvelgiant į savivaldos principus suformuluoti teiginiai vertinami pagal penkių balų Likerio skalę). Atviro tipo projekciniai klausimai buvo pateikti siekiant išsiaiškinti ekspertų nuomonę apie šios kadencijos Šiaulių miesto savivaldybės tarybos veiklos efektyvumą ir produktyvumą.

Apklausus 10 iš 15 savivaldybės administracijoje dirbančių ir tyrimo respondentų atrankos kriterijus tenkinusių administracijos vadovų, matyti, kad dauguma jų (70 proc.) turi didesnę nei 6 metų darbo savivaldybėje patirtį. Vadinasi, jie gali lyginti ankstesnės ir 2007–2011 m. kadencijos tarybos veiklą, matyti skirtumą tarp tarybos narių.

Tyrimo rezultatai rodo gana palankią efektyviai veiklai lyderystės bruožų sklaidą 2007–2011 m. Šiaulių miesto savivaldybės taryboje: 27, 5 proc. narių pasižymi visomis transakcinio, 25,6 proc. – transformacinio lyderio savybėmis. Pokyčių valdymo lyderystėje retesnis bruožas, susijęs su tikslų siekimu netradiciniais būdais, o dažniausia pasitaikantis bruožas – aukštų veiklos standartų nustatymas. Tuo tarpu transakcinėje (sandorių) lyderystėje dominuoja laiko planavimo, o mažiausiai išreikštas klaidų analizavimo ir matomų trūkumų taisymo bruožai. Galime teigti, kad 2007–2011 m. Šiaulių savivaldybės taryboje dominuoja aiškiai paskirstantys atsakomybę, mokantys planuoti laiką, nustatantys aukštus veiklos standartus, siekiantys įtraukti kitus, ieškant geriausio sprendimo, ir rodantys dėmesį bendruomenės poreikiams tarybos nariai. Silpniausia šių bruožų sklaida matyti per tikslų siekį netradiciniais būdais, įkvėpiant siekti bendrų tikslų. Nežymiai daugiau transakcinių lyderių teoriškai labiau užtikrina veiklos tęstinumą ir kryptingumą.

Per tyrimą nustatyta, kad transformacinės lyderystės bruožų raiška ir sklaida taryboje leidžia pamatyti dvi bruožų grupes, kurias galima laikyti transformacinės lyderystės sudėtinėmis dalimis ir sąlyginai įvardyti kaip: 1) efektyvaus tikslų siekimo bruožų grupę, kuri apima pokyčių inicijavimą, asmeninės rizikos prisiėmimą, gebėjimą suburti komandos narius efektyviam problemų sprendimui, įkvėpimą siekti bendro tikslo, negailėjimą pastangų ir laiko dėl tikslo, tikslų siekimą netradiciniais būdais, aiškios vizijos turėjimą, dėmesio rodymą bendruomenės poreikiams ir pasireiškimą krizių metu ir 2) skatinimo bruožų grupę, kurią sudaro aukštų veiklos standartų nustatymas, skatinimas daryti daugiau ir siekis įtraukti kitus ieškant geriausio sprendimo.

Sandorių lyderystės bruožų dendrograma atskleidė dvi dideles transakcinės lyderystės bruožų grupes Šiaulių savivaldybės taryboje: aiškių tikslų pateikimo (veiklos prasmės išaiškinimas, užduoties ir vaidmens paaiškinimas, aiškus atsakomybės paskirstymas, pagalba tiems, kurie stengiasi, vadovavimas, kuris grindžiamas racionalių uždavinių ir situacijos supratimu, mokėjimas džiaugtis savo ir kitų laimėjimais) ir kryptingo tikslų siekimo (skiriamas pelnytas atlygis, analizuojamos klaidos ir taisomi trūkumai,

aiškiai formuluojami tikslai, atsakinga rizika, požiūris „kam taisyti tai, kas sugedo“ ir mokėjimas planuoti laiką).

Siekiant įvertinti, ar 2007–2011 m. kadencijos Šiaulių savivaldybės tarybos veikloje matyti efektyvios veiklos požymių, buvo pasirinktos trys požymių grupės: 1) bendradarbiavimo (dialogo siekis su vietos bendruomene ir sprendimų priėmimas, atsižvelgiant į bendruomenės siūlymus ir interesus); 2) atsakomybės ir atvirumo (atsakingas sprendimų priėmimas, tarybos veiklos suprantamumas ir aiškumas, teigiamas požiūris į naujoves bei aiškios miesto vystymo vizijos turėjimas); 3) skatinimo ir sąžiningumo (vietos gyventojų iniciatyvos skatinimas, sąžiningas atskaitingumas bendruomenei, vietos bendruomenių vaidmens didinimas ir prioriteto teikimas bendruomenės gerovei). Respondentai, išvelgę gana aktyvią tarybos poziciją priimant sprendimus atsižvelgti į bendruomenės interesus, siekiant dialogo, ir gana aukštą savo atsakomybės už priimamus sprendimus suvokimą, buvo kritiškai vertindami tarybą dėl nepakankamo bendruomenės įtraukimo į sprendimų projektų rengimą, bendruomenės interesų atstovavimo, dėl

atskaitomybės bendruomenei nebuvimo, dėl miesto vystymo vizijos neturėjimo.

Savivaldybės administracijos darbuotojai, vertindami tarybos veiklą, mato ir galimybes tobulinti veiklą: dirbti vieningai, aktyviau bendradarbiauti tarybos nariams tarpusavyje, su bendruomene, ypač patenkančia į problemų laukus. Jie tikėtusi ir aktyvesnio bendradarbiavimo su savivaldybės administracija.

Tyrimas parodė, kad 2007–2011 m. Šiaulių savivaldybės taryboje dirbantys lyderiai gali veikti ir efektyviau, nes matyti veiklos kryptingumas ir gebėjimas susitelkti siekiant tikslų, kurie yra svarbūs veiksniai, lėmę gana stabilią šios tarybos veiklą. Abiejų tipų lyderystės bruožų gana ryškiai sklaido Šiaulių savivaldybės taryboje ir stabiliai jos veikla sunkiai Lietuvai laikotarpiu suponuoja klausimą diskusijai: ar pokyčių kontekste veiklos efektyvumą gali užtikrinti kartu veikiantys pokyčių ir sandorių lyderiai?

Pagrindiniai žodžiai: lyderystė viešajame sektoriuje, politinė lyderystė, biurokratinė lyderystė, transakcinė lyderystė, transformacinė lyderystė, veiklos efektyvumas.

The article has been reviewed.

Received in March, 2011; accepted in April, 2011.