Transactional Leadership and Transformational Leadership to the Qualities of Public Goods and Services

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Abstract

Transformational leadership and transactional leadership are popular research fields today. Compared with transactional leadership, transformational leadership is considered to be a more effective management style by academia. However, no one leadership style is applicable to all fields, and the effectiveness of these two leadership styles is still affected by specific situations. Then, based on contingency theory, this paper analyzes transformational leadership and transactional leadership, and believes that different leadership styles need to be adopted for different situations. Finally, from the perspective of practice, it comes to the conclusion that government should effectively integrate and use the two leadership styles in daily management in order to achieve high-performance management.

Keywords

Transactional Leadership; Transformational Leadership; Contingency Theory.

1. Introduction

Transactional leadership and transformational leadership are popular research area in research of leadership. It has been more than 30 years since Burns (1978) published his seminal book LEADERSHIP. He introduced the two concepts of transformational leadership and transactional leadership. Bass believes that transformational leadership stimulates employees' awareness of the tasks significance they will undertake, inspires the high-level needs of their employees. Transformational leadership can not only create a working atmosphere of mutual trust, but also encourage leaders to encourage their subordinates to sacrifice themselves and devote themselves to the interests of the organization at the expense of their own interests. As a result of transformational leadership, it is possible to get a result that exceeds expectations. Transactional leadership is the leader's confirmation and clarification of the employee's job role, so that employees have a sense of direction of work. Through understanding and meeting the needs of employees to promote them hard work. The essential difference between the two types of leadership lies in the difference between the things provided by leaders to subordinates (Bass, 1978). Since then, transactional leadership and transformational leadership theory have become important directions for the study of the effectiveness of leadership behaviour. According to Avolio, transactional leadership and transformational leadership are not unrelated leadership styles. They are not completely independent. When the organization and the working system actually work, leaders promote the motivation of their members. In the same situation and same time, the leader can use transactional leadership and transformational leadership together (Avolio, 1993). In fact, different filed has different situation, so it is ambiguous to determine a specific leadership style. According to the Contingent Theory, there is no immutable management model in the world, that is, different leadership methods will be changed in time depending on the environment. Taking these into consideration, when we provide specific guidance for public goods and public services and improve the quality of public goods and public services, we need to consider different situations and whether it is in line with the actual situation.

Therefore, this essay believes that there will be a contingent view on these two leadership behaviours. Effective leadership depends on the leaders themselves but also on the leaders and situations. Transactional leadership and transformational leadership are coexisting and complementary. The effective of leadership style must also be handled flexibly and specifically with people, time, and place. Therefore, this paper analyses the positive and negative effects of different leadership methods on public products and public services, and after that uses contingent theory of leadership to analyse the different roles of transformational leadership and transactional leadership. Finally, the essay makes a conclusion that when choosing different leadership methods, it is not only necessary to comprehensively consider the actual situation, but also to constantly change and innovate according to the development of society. In addition, different leadership styles can be used in combination to achieve better leadership contribution.

2. Transactional Leadership

2.1. Introduction

Burns (1978) proposed the concept of transactional leadership in the book LEADERSHIP in 1978. Through a study of political leaders and a comparison of transactional leadership and transformational leadership behaviour. Burns demonstrates that leader's behaviour is a transaction procedure that leaders and subordinates satisfy each other. Transactional leaders set tasks and goals to guide and motivate subordinates to achieve organisational goals. This is not just to stimulate subordinate self-realization, but to reach a mutual transaction. this is not a long-term transaction result. He also believes that transactional leadership can provide followers only with transaction. For example, from the perspective of social transactions, leaders use subordinates' jobs to obtain votes. Transactional leadership believe that the relationship between leaders and members is not completely independent, and the relationship of leader-member is on the basis of social transaction contractual relations (Burns, 1978).

2.2. Structure

Transactional leadership was divided into two major aspects by Bass and Avolio (1993): contingent reward and management-by-exception.

(1) Contingent Reward: When an employee completes the work assigned by the leader, the leader gives the employee appropriate incentives to enhance the employee's work enthusiasm. Contingent reward also includes two aspects, one is called contingency reward, which means leaders ensures to the subordinates that they will be rewarded refer to their performance; the other factor is the real contingency reward. This is where the leader provides rewards due to the performance of subordinates. Leaders formulate methods to members encourage them to achieve goals, members can get rewards when they complete the task. Leaders clarify expectations to members as well, to stimulate their work enthusiasm. Leaders also exchange commitments with members. Resources are provided by leaders to members. leaders and members plan mutually satisfactory agreements with each other. Negotiate resources help each other in terms of capabilities, and provide incentives for unsuccessful performance (Bass and Avolio, 1993).

(2) Management-by-exception: It mentioned that the attitudes and methods of management taken by leaders during the work of subordinates. It includes two aspects: active exception management and passive exception management. In the case of active exception management, leaders will actively observe the behaviour of members. And leaders will help members to find problems and correct problems in their work in time, to guarantee efficient completion of tasks. Passive exception management means that leaders usually do not interfere with the behaviour

of members. Punishment or other corrective action will only be used if there is a deviation (Bass and Avolio, 1993).

In addition, Podsakoff and his colleagues (1996) divided the transactional leadership into two parts: contingent reward and contingent punishment. The contingent reward is the subordinate who reaches the organization's task. The leader gives him the reward he needs. Contingent punishment are subordinates who do not complete a task or make mistakes. Leaders give them corrections or penalties. However, MacKenzie, Podsakoff, and Rich (2000) point out that contingent punishment are conceptually consistent with Bass' Management-by-exception theory.

2.3. The Positive Effect to the Qualities of Public Goods and Services

Previous research found that transactional leadership is more effective in a stable and predictable environment (Lowe et al., 1996). Under the background of the profound reform of the administrative system, the government serves the people through administrative organizations. The civil servants' leadership style and level of trust are related to the harmony between leadership and subordinates. This is related to the loyalty of subordinates and the smooth development of various tasks. Bass (2003) has mentioned that transformational leadership is more effective in a changing and dynamic organizational environment. Transactional leadership tends to avoid risks, focuses on efficiency, and values the material control process. In a simple, stable and predictable environment, transactional leadership may be more applicable than transformational leadership.

Compared with transformational leadership, transactional leadership is more efficiency, when public service is provided. From the perspective of staff: Bass (1985) believes that transactional leadership lays the foundation for the relationship between leaders and followers in specifying expectations, clarifying responsibilities, negotiating contracts, and providing recognition and rewards for achieving expected performance. The role of the mechanical framework in improving public efficiency cannot be ignored. Such as in hospital, when transaction leadership is performed, doctors will be more professional because if they don't be qualified they will be punished, on the other hand if doctors work well, they deserve more rearward. The efficiency will be improved due to the professional of doctors. It is also related to the improvement of the administrative efficiency of the government and the construction of a harmonious society. Trading leadership will bring clear boundaries, order, rules and perpetual control. In management practices, high-quality transactional leadership behaviour can effectively improve job performance and gain employee recognition. Form the property of public value: The established organizational culture will affect people's acceptance of transactional leaders and their contribution. In china, people are affected by the Confucius thought, combined with China's current organizational culture and management practices, under the background of high economic growth and fierce competition, traditional human resources management focuses on control, and government managers tend to adopt transactional leadership styles. Xu Changjiang (2005) and other scholars put forward that: Given the context of Chinese culture and the status of management, transactional leadership is more content with China's objective reality. From the perspective of service performance: Transactional leadership focuses on cultivating employees' professionalism, work ability and loyalty. Leaders encourage employees to cultivate mutual trust in their work. The mutual trust between employees is the main characteristic of transactional leadership. Status, power, and rules and regulations constitute an important component of transactional leadership. Clear role differentiation helps improve employee productivity (Bass, 2003). According to Maslow's hierarchy of needs, human needs are divided into five levels: physiological needs, security needs, the need for love and belonging, the need for respect, and the need for self-realization. Only when the low-level needs are partially satisfied, High-level needs can become important determinants of behaviour

(Maslow,1954). The civil servant is a stable and decent job. The basic needs and guarantees are met. At the moment, the transactional leader clears the task, clarifies the role, and rewards and punishes the quality of the task to the members. So, it can also improve job performance when the transactional leadership method is used by bureaucratic organizations.

2.4. The Side-effect to the Qualities of Public Goods and Services

In China, the essence of the implementation of higher education institutions is the "transactional" management system. In an era that is dominated by the market economy which has gradually improved and the smart economy, there is a clear tendency, due to the intensification of competition, the management of universities is business management. A large number of universities imitate the operating mechanism of enterprises and introduce a financial and manpower benefit incentive model. Various funds have been set up to reward teaching and scientific research achievements, and various regulations have been formulated to implement quantitative management and strict rewards and penalties have been implemented. In a large number of universities, interest as exchange conditions, incentives as temptation to stimulate, and transactional management in the perspective of economic interests have become the universal characteristics of university management. It is undeniable that this kind of management has played an significant stimulating role in universities' development. It has opened up and intense free competition to activate a stagnant state of step-by-step, evenly distributed, unresponsive, and inefficient under the planned economic system. The reasonable pursuit of material needs of teachers has stimulated the external motives and enthusiasm of teachers to pursue progress, study business, improve professional standards, and obtain good returns with good teaching and research results. However, this transactional leadership management model ignores the teachers' inner spiritual needs and the spiritual needs of teacher self-realization. It inhibits the internal motivation of teachers' professional development. The specificity of professional and educational experience determines that teachers' needs have different characteristics from ordinary people. That is the pursuit of achievement and self-fulfilment motives occupying a particularly prominent position in their needs. The long-term use of transactional leadership management will hinder teachers from becoming self-directed and self-motivated. The transactional management that purely uses material incentives for interest stimulation only satisfies the material needs of teachers and cannot fully satisfy teachers' spiritual needs, especially the need for self-realization.

3. Transformational Leadership

3.1. Introduction

Compared to transactional leadership, transformational leadership is considered to be a more effective management style in the academic community. Research on transformational leadership can be traced back to Downton's (1973) study, which classifies transactional, charismatic, and motivated leadership into one category. However, the first systematic concept of transformational leadership was Burns' classic, Leadership (1978) study of political leaders. Burns defines the concept of leadership according to Maslow's (1954) hierarchy of needs. He believes that transformational leadership is a process that leaders and followers mutually improve their morality and motivation to a higher level. Burns believes that transformational leadership and transactional leadership are two extremes of a continuum. Transformational leaders foster and raise awareness of followers by pursuing higher ideals and moral values such as freedom, democracy, justice, peace, and humanity. On the other hand, Burns noted that the majority of leadership models and practices were based on transactional processes that focused on exchanges between the leader and followers, such as promotions for performing excellent work or punishment for being late. Bass (1985) developed Burns's concept of transformational leadership and formally proposed the theory of transformational leadership.

Bass expanded on the transformational and transactional models by noting they were more of a continuum, rather than two separate entities. Based on Burns's opinion, Bass believes that transformational leadership will make followers feel trust, respect, and loyalty to leaders. He notices that transformational leadership is leaders guide followers to pursue higher goals beyond personal interests, by changing the values and beliefs of them. In summary, the transformational leadership not only pays attention to the personal transformation, but also pays attention to the organizational change, and at the same time stresses the interaction between leaders and followers. That is, transformational leadership is a procedure where leaders influence and motivate members to achieve transformation beyond personal interests, so as to achieve organizational change and jointly achieve the organizational goals that leaders expect.

3.2. Structure

Bass and Avolio (1993) proposed that transformational leadership has four main dimensions.

(1) Charisma or Idealized Influence: Leaders understand what is important for the future, so as to gather the attention of the members of the organization. It can also provide an attractive vision and strategies for achieving this vision and can be supported by employees. Furthermore, the vision can be effectively communicated to others through internal and external parties, formal and informal communication networks (Bass and Avolio, 1993).

(2) Inspirational Motivation: Leaders can inspire and organize the work motivation of members and tell them the important meaning of job. In order to improve the staff's job expectations, employees can believe that they can perform better than expected standards (Bass and Avolio, 1993).

(3) Intellectual Stimulation: Leaders can propose new plans and ideas, motivate employees to think about ways to complete work, and encourage employees to solve problems in different ways. In addition, Bennis & Nanus (1985) also pointed out that effective leaders learn lessons from success or failure experiences. Leaders encourage members to formulate long-term plans for learning and development and seeing mistakes as opportunities for learning and development (Bass and Avolio, 1993).

(4) Individualized Consideration: Leaders care about the needs of the organization members, discover the potential capability of members, and guide members to finish tasks. Leaders also consider the special personality of emembers and provide different support and sustainability skills development (Bass and Avolio, 1993).

3.3. The Positive Effect to the Qualities of Public Goods and Service

In the past 30 years, transformational leadership has become one of the most important theories of organizational behaviour. Transformational leadership, promoting autonomy and challenging, is becoming more and more important to followers' job satisfaction. Stable pay, safe benefits, and lifelong employment don't stimulate employees to work actively because they can easily be implemented as a basic guarantee. Transactional leadership themselves cannot provide job satisfaction (Bass, 1999). Transformational leaders can activate leverage to increase the effectiveness of the task (Wright, Moynihan and Pandey, 2012). Taking into account the public service orientation of public organization tasks and the attractiveness of these objectives to many public-sector employees, public sector transformational leaders may be more conducive to activating higher-level needs of employees and encouraging them to surpass their own self-discipline, to organize and its customers' interests. (Wright, Moynihan and Pandey, 2012). The transformational leadership emphasizes that leaders need to actively design mechanisms. In order to continuously explain the target of the organization, and constantly conveys the organization's mission. Additionally, leaders also need to emphase how the organization should do to achieve their goal and explain the achievement will bring to the

community and service. Taken that transformational leaders recognize that successful leaders use words and behaviours to guide and motivate employees into consideration, creating and articulating a clear and compelling vision of the organization's mission also requires that transformational leaders behaviours to reinforce them. This vision also helps employees build confidence and pride in organizational goals and activities (Bass and Riggio 2006). Therefore, the model also helps determine the specific levers that public organizations and managers can use to increase the productivity of the public sector.

In education system, higher education institutions are organizations that play an important role in improving the quality of human resources. In order to be able to fully play this role, every member of the organization (including lecturers, officials and students) must participate to the maximum extent possible. Among the three members of higher education organizations, lecturers are the main factor in improving the quality of human resources. This is because lecturers are the leaders of the higher education system (Krishnaveni & Anitha, 2007). Wiratmadja, et. al. (2008) discusses the impact of transformational leadership style upon the level of job satisfaction of Bali National University of Indonesia. The result show that the transformational leadership style plays a significant role on university instructors' job satisfaction. One factor that affects lecturer performance is job satisfaction (Wibowo, 2003). In the field of higher education, Chen, Yang, Shiau and Wang (2006) pointed out that the job satisfaction of lecturers is an important factor that must be considered because it may affect the performance of lecturers in teaching and conduct research and public activities. Based on this, the lecturer's job satisfaction is considered to be an important factor that influences the instructor's performance. It not only plays a role in enhancing the initiative and enthusiasm of the work, but also plays a role in helping the organization to achieve its goals effectively and efficiently. Therefore, the instructor's job satisfaction is considered to be an important factor affecting the instructor's performance. Another important factor that influences the work satisfaction of lecturers is transformational leadership (Oshagbemi, 2000). He states that transformational leadership is a potential condition that influences instructors to perform their primary duties (Oshagbemi,2006). When Shieh, Mills, and Waltz (2001) examined the impact of leadership style on teachers' speeches in Taiwan, they exmined that transformational leadership has an important and positive influence upon teachers' commitment, job satisfaction, and performance. In addition, it indirectly has a positive influence upon the performance of the entire organization. From various lectures, the transformational leadership is an important factor that is supposed to be taken into account when improving the job satisfaction and performance of a particular higher education institution. According to Wiratmadja, et. al. (2008), Transformational leadership plays a positive and important role on the job satisfaction of the instructor. This indicator shows that if organizational leaders perform well and correctly in adopting a transformational leadership style, the job satisfaction of lecturers is higher.

3.4. The Side-effect to the Qualities of Public Goods and Services

There are two conclusions about the impact of transformational leadership on organizational innovation. One view is that transformational leadership can positively influence organizational innovation. Another view is that there is a U-shaped relationship between transformational leadership and research and development (R&D) team innovation. Most scholars support the first view. They believe that transformational leadership encourages organizations to create creative ideas. Individualized consideration is a reward mechanism for subordinates, which stimulates the promotion of exploratory thinking. Inspirational motivation provide encouragement in the generation of ideas (Avolio, 1998). Transformational leaders motivate subordinates through their vision, making them more willing to achieve performance beyond expectations and adopting innovative methods in their work. The resulting high level of motivation and self-esteem will increase organizational innovation (Strange et. ,2002). Only

two scholars: Eisenbeiss and Boerner hold the second view. Their research shows that there is a U-shaped relationship between transformational leadership and R&D team innovation. Because the R&D team needs a high degree of autonomy. When the level of transformational leadership is low, leaders do not interfere too much with the R&D team members in thinking, and thus can promote R&D team innovation. When the level of transformational leadership is high, employees will respect and even adore such leaders. Therefore, the vision of transformational leadership can inspire a high degree of team identity and commitment. At this time, transformational leadership can also promote innovation in R&D teams. When the level of transformational leadership is moderate, the leader's guidance in thinking will interfere with the R&D team's thinking and freedom in the completion of tasks. At this time, the R&D team has the lowest level of innovation (Eisenbeiss and Boerner,2010).

The effectiveness of transformational leadership is also influenced by the distance of power. The power distance reflects the individual's acceptance of unequal distribution of power in the organization (Hofstede, 1980). Employees in high-power distance situations value the differences in identity and hierarchy between themselves and their managers, and they prefer managers to directly allocate work tasks and give clear work instructions. The typical feature of transformational leadership is the intellectual stimulation of subordinates, which encourages subordinates to think and solve problems independently. Therefore, this method of leadership conflicts with subordinates in terms of values (Eylon & Au, 1999; Robert, Probst, Martocchio, Drasgow, & Lawler, 2000). In this case, the positive role of transformational leadership will be weakened (Kirkman, Chen, Farh, Chen, & Lowe, 2009).

4. Analysis of the Two Leaderships under Contingency Theory

In the early 1960s, people gradually came to realize that to find a job and task that is suitable for any organization was unrealistic. There is no fixed leadership style that suits all situations. And leaders gradually understood that organizational management should adapt to the internal and external conditions of the organization. Contingent Theory of leadership is the leadership theory developed after the study of leadership behaviour. The effectiveness of transactional leadership and transformational leadership is also influenced by contextual factors and the leader's factors . From the perspective of contingency analysis, three differences between transactional leadership and transformational leadership are mentioned. Contingent Theory of leadership is a very important part of contemporary western leadership theory. It combines leadership behaviours and situational factors to examine leadership styles and advocates the idea of determining the best leadership style based on specific conditions.

4.1. The Influence of Employees on Leadership Effectiveness

From the perspective of individual employees, when subordinates lack independence, leaders encourage employees to think more positively and actively about their work. This can enable employees to work harder and get better job performance. However, when subordinates are more independent, over-involvement from leaders often backfires and reduces the performance of employees. Therefore, when faced with employees with strong independence, leaders set goals and concrete realisation methods. At the same time, the employees are given corresponding support and encouragement by leasers, and performance evaluation is also essential. This all can help achieve the set goals. As a result, transformational leadership is more effective when faced with employees who lack independence, and transactional leaders are undoubtedly more effective when faced with employees who are more independent.

From a collective perspective, when the collective cohesion is much higher, Subordinates are in desperate need of leaders' support and team members' encouragement. Simultaneously, it is very important for leaders to make clear what they expect from their employees. According to Pawar and Eastman (1997), in this context, the transactional leadership can clearly clarify the

work objectives for the group and then set a solid foundation for the employees' high-performance performance. When the collective cohesion is not so high, leaders need to use personal charisma to convince employees to complete their work. And they should establish work enthusiasm and work confidence for employees. Then encourage employees to independently develop and complete unexpected tasks.Leaders should not interfere too much with the work of employees and should encourage them to complete tasks that are more difficult for them. Additionally, leaders should establish a collective consciousness for each employee to improve the team's cohesion. The transformational leadership style is more suitable for this stage.

4.2.　The Influence of Leader-member Relations on Leadership Effectiveness

According to Yuki (2009), different leadership is also influenced by the relation of leader-member. When leaders and members are in a more intense relationship, leaders often adopt transactional leadership style. When leaders and members are more harmonious, leaders often adopt a transformational leadership style (Amin, 2012). Essentially speaking, the tense relationship between leader-member is result of the economic exchange relationship between the two parts. Based on this relationship, leaders make requests to members, and subordinates respond passively. Employees need to meet the needs of the leader for work, and in order to obtain the appropriate salary and benefits. This objectively reflects the transactional leadership style. In contrast, if the relationship of leader-employee is very harmonious, they respect each other and trust each other. Under such a leadership-subordinate relationship environment, both sides can obtain more benefits by making more contributions. Certainly, under such win-win conditions, leaders will give subordinates more support, trust and care. The characteristics of transformational leadership are consistent with this situation. Because encouraging employees to pursue higher-level goals is the essential requirement of transformational leadership. (Graen and Uhl-bie,1995).

4.3.　The Influence of Organizational Culture on Leadership Effectiveness.

When talking about the organizational level, the different contexts make employees accept different levels of transformational leadership and transactional leadership. The organizational culture of some organizations is more suitable for transactional leaders, while the organizational culture of others is more suitable for transformational leaders (Kavanagh and Ashkanasy,2006). For example, for organization that has just been established, employees are often more susceptible to a transformational leadership style due to corporate culture. However, compared with adaptive-oriented organizations, efficiency-oriented organications are more likely to accept transactional leadership.

Compared to transactional leadership styles, the use of transformational leadership styles is more effective in times of crisis (Odumeru and Ifeanyi, 2013).

In this situation, leaders need to be keen on catching fleeting opportunities and working with their subordinates to overcome challenges. In addition, transformational leadership needs accurate strategic positioning and strategic planning for future development. By contrast, a stable working environment is not conducive to the development of the expertise of transformational leadership. Therefore, organizational culture has a great influence on leadership style. Organizational culture is closely related to leaders. Similarly, transformational leadership and transactional leadership also have an adverse influence on organizational culture. (Kargas and Varoutas, 2015).

5.　Conclusion

Overall, transformational leadership and transactional leadership are popular research areas today. Compared to transactional leadership, transformational leadership is considered by the

academic community to be a more effective management style. In general, the transformational leadership style is more popular because in contrast to the transactional leadership style, the transformational leader can create a more relaxed and harmonious atmosphere in a relatively stressful working environment. From the perspective of the above-mentioned scholars, we can understand that transformational leadership is no longer confined to the use of leadership and management as a process of control and coordination. It focuses on the promotion of leadership philosophy and the innovation of leadership concepts. Transformational leaders help raise the consciousness of subordinates by raising higher ideals and values, such as freedom, justice, fairness, and humanism, and help them to meet the higher levels of internal needs, so that subordinates can transfer from "everyday selves" to "better selves". Transactional leaders place great emphasis on performance, rules, and exchanges. They value the "one-for-one," and use tangible and intangible conditions to obtain leadership with subordinates. They cannot give employees meaningful work and thus cannot motivate their enthusiasm and development and employees' creativity. However, we need also realize that transactional leadership will bring clear boundaries, orderly and adherence rules, and persistent controls. In management practices, high-quality transactional leadership behaviours can effectively improve job performance and gain employees' recognition.

However, there is no leadership style that is applicable to all fields, different leadership styles contribute to different public good and services, the effectiveness of these two leadership styles is still affected by the specific situation. According to the Contingent theory of leadership, there is no immutable management model in the world, that is, different leadership methods are changed in time depending on the environment. Only by clarifying the needs and impacts of different situations on different leadership styles, can we provide specific guidance for public goods and services, and then achieve high-performance management.

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