

Defining Situational Leadership for the Local Government Chief Administrative Officer

by

Gordon A. McIntosh
B.SC., University of Ottawa, 1979
M.A., University of Alberta, 1990

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Supervisory Committee

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Gordon A. McIntosh
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Supervisory Committee

Dr. Evert Lindquist (Department of Public Administration)
Supervisor

Dr. James McDavid (Department of Public Administration)
Committee Member

Dr. Carmen Galang (Faculty of Business)
Outside Member

Dr. Edward C. LeSage Jr. (Faculty of Extension, University of Alberta)
Additional Member

Abstract

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Committee Member

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Outside Member

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Additional Member

This study examines the situational leadership phenomena for Chief Administrative Officers (CAO) in Canadian local governments. CAO perceptions were solicited to explore how CAO strategic perspectives influence leadership preferences. A better understanding of the CAO leadership role is essential to maximize organizational effectiveness.

A 45-item strategic contingency questionnaire was developed to reveal the CAO's strategic context in terms of *organizational/community* and *current/future* dimensions providing an interpretive means to determine the *reactive/proactive* nature of strategic contexts facing CAOs. The CAO leadership approach was captured through a 48-item leadership competency questionnaire exhibiting a *people/task*-centred duality. Interviews with CAOs provide further insights to understand survey results. The survey data analyses produced reliable and robust factor structures to reduce instrument items to eight leadership clusters and four strategic contexts. Instrument testing confirms the utility of

the study's core local government functions, leadership style and strategic context matrices to organize and compare quantitative and qualitative data.

The CAO observations of *what is* receiving organizational attention were not consistent with their aspirations of *what should be* important indicating an administrative bias. This strategic context duality is significant because community or external matters often draw CAOs into the political realm whereas organizational or internal matters enable them to stay in the administrative realm. The CAO interviews indicate reluctance on the part of CAOs to spend as much time as they do in the strategic direction and policy choice spheres. These results suggest a tension between CAO strategic aspirations and the strategic imperatives of local government.

The empirical findings demonstrated that CAO strategic perspectives exhibit a patterned relationship to leadership preferences. A *Community*-oriented strategic context had a stronger association with *task*-centred leadership while a *people*-centred leadership approach was preferred for an *organizational*-oriented strategic context. A dual rating system indicated that prevailing situations cause a *control* leadership style that was at odds with their preferred *flexible* leadership competencies. The strategic context differentiates leadership requirements from leadership preferences depicting the nature of situated action dilemmas among CAOs.

CAO functions and CAO leadership style impact their leadership approach. The CAO role is shaped by *Organizational Size, Structure and Electoral Systems* which influence the strategic contingencies they face. The mediating effect of *Gender, Age* and *CAO Experience* is shaped by CAO Roles in larger organizations associated with career advancement, rather than by personal demographics.

Situational leadership is a conscious process subject to control or flexibility expectations of the CAO for the outcomes of their leadership approach. The relationship is a complex web rather than a hierarchical sequence of influences. Nevertheless, some generalizations can be made to produce a CAO situational leadership role framework to better understand the CAO situational leadership phenomena.

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Dedication

This dissertation is dedicated to my wife, Diane, whose abundant love and unconditional support kept me going throughout this work. I cannot adequately express the depth of my gratitude and awe for all that she has given me.

PART ONE - STUDY OVERVIEW

Chapter 1 Introduction

The Chief Administrative Officer (CAO) is the principal officer appointed by an elected council to oversee all local government operations in a city, town or village, county or regional government. CAOs are pivotal in society, given their impact on the effectiveness of local government and, more generally, the quality of life in larger communities. At the same time, it is well known that there is high degree of CAO attrition, often by means of termination by councils, and widespread evidence of significant stress conditions for CAOs when carrying their duties. Moreover, there is considerable debate in the academic literature about how to conceive and evaluate the role and effectiveness of CAOs.

I can attest to these observations: for 12 years I served as CAO and I have another 16 years of local government management experience. In my work as consultant I have conducted 800 sessions with local governments. During 2000, I hosted a CAO Forum as President of the Local Government Management Association of British Columbia and was struck by the prevailing dialogue about an increase in abrupt terminations of CAOs, many of whom were thought to be good professionals. This CAO tenure predicament prompted me to have casual discussions with CAO's to better understand this role. Their stories reveal the nature of a situational leadership dilemma and lead to important research questions:

- A CAO returns from vacation and is fired. Two months earlier council had given him a stellar performance appraisal. Council member interviews revealed that once the CAO was absent, senior staff shared concerns with the direction that the CAO was taking the organization. The willingness of followers to attribute

leadership to the CAO is critical to success. What are the leadership behaviours that garner support for change? How can CAOs determine how people perceive their leadership approach?

- A councillor, concerned about a CAO, talks to another councillor. Soon there was a council majority to terminate the CAO without ever meeting to discuss the CAO's apparent inability to deal with bylaw enforcement performance concerns. Meanwhile, the CAO was undertaking progressive employee coaching in accordance with the municipality's policy. Discussions with councillors revealed this matter was a merely the latest in an ongoing list of concerns. Council confidence is essential to CAO tenure. How can council and the CAO ensure that CAO leadership expectations are aligned? Moreover, what tools would help councils to provide timely feedback to the CAO?
- The director of public works becomes CAO and is terminated six months later. The Mayor of the community indicated that council thought the director was very competent in his department. Council soon realized that he did not have the ability to deal with the strategic issues facing the community versus operational matters. CAO's must have the leadership capacity to deal with big picture versus just operational matters. What leadership competencies are needed for different strategic contingencies? Further, how does an aspiring CAO know what skills and behaviours to develop?

Many councils lack effective appraisal criteria and tools to provide the CAO with feedback on his or her leadership approach. Equally disturbing to CAO terminations without cause are situations where CAOs stay that are not effective to the detriment of

organizational effectiveness and community interests. How can CAO leadership expectations be clarified to maximize CAO effectiveness and council/CAO relations?

Over the years I have had many conversations with successful CAOs too. These people enjoy going to work and feel they are making difference. They work with elected officials who value their leadership approach. Over time I observed that some of these satisfied CAOs go on to different venues only to fail, while those who were terminated go elsewhere and succeed. Why is it that a CAO can be successful in one situation and fail in another?

These anecdotes point to the notion that leadership is defined from its consequences; the right leadership approach for the prevailing situation in council's view. Such stories are interesting, and even if easy to multiply them, offer little to guide CAOs and councils to achieve leadership role co-alignment. Moreover, as I review in more detail below, there is considerable controversy about the role and effectiveness of CAOs in the academic literature. In addition to the central role played by CAOs, there is clearly a need to examine the CAO situational leadership dilemma in a rigorous fashion to identify key factors that enable the CAO to be successful.

Background to the Problem

There has been and continues to be a pervasive controversy about the role of the CAO (Protasel, 1995:23). Unparalleled positional pressures necessitate closer attention to what external influences, organizational conditions and personal attributes contribute to CAO leadership success. The most relevant factors must be coherently assembled to understand the CAO role in organizational and community effectiveness.

CAO Impact

The traditional political/administrative dichotomy that separates council and CAO roles (Goodnow, 1900) does not reflect contemporary realities (Browne, 1985:620; and Svara, 1995:47). The CAO is at the political and administrative cross-roads interacting with council, staff and public. Council and CAO roles are not separate with resulting role ambiguity causing council/CAO relationship issues (Nalbandian, 1995:3).

The CAO position is at the centre of the tension between efficient services and effective governance (Darke & Walker, 1977:11). It is symbolic of historical efforts to separate service delivery from politics (Stillman, 1977:15). Local services have become complex requiring integration of diverse functions (Stedman, 1975:4). Service efficiency alone warrants attention to the CAO role since every local tax payer is affected.

In one community, businesses were unhappy with local tax rates paid for a service review. The resulting third party audit involved examining the CAO's performance since service accountability rests with this position. The CAO is ultimately responsible for service delivery, but does this leadership role involve more than being a business manager of a local service production system?

By virtue of knowledge and position; the CAO is involved in civic policy (Svara, 1995:36). The assembly of information and policy recommendations are inevitably influenced by his or her personal and professional values. Consequently the CAO has a power base to personally influence how community interests are interpreted.

George Cuff, a local government consultant and writer says that a common complaint among elected officials relates to staff advice.¹ Political concerns are often associated with a belief that administration ignores items it does not support or that its

recommendations are biased. The CAO position oversees staff reports establishing its significance in the policy process and interface with council in the political realm.

The modern public administration view advocates that the CAO has a duty to actively reflect community needs (Banovetz, 1971: 84). CAOs are appointed by council, not elected. So who do they serve – council or the community? The CAO position plays an important role in the local democratic process because council calls on the CAO to help with complex issues. If council dismisses CAO advice, it may miss critical decision making information. If it gives the CAO too much power to deal with civic matters, then its oversight responsibility on behalf of the public interest is at risk. The CAO impact depends on whether and how council allows CAO to operate in the policy sphere.

Frequently at election time, CAOs indicate there are candidates calling for the need to reclaim city hall based on a perception that much of the local government's direction is determined by the CAO. This can be the result of council's abdication of its policy function in favour of the CAO's expertise or the CAO boldly stepping into policy decisions because of the lack of political direction or a personal agenda on his or her part. The expertise of a CAO can be a community asset or liability depending how and when it is used – given the situation.

The traditional political/administrative dichotomy separates council's policy functions from CAO operational activities. The CAO role clearly impacts service delivery to meet community needs on a daily basis. However, CAOs are also actively involved in the policy making process (Svara, 1995:36). Herein lies the situational dilemma – what is the appropriate CAO leadership role in governance which in turn affects this position's impact on the future of a local government and community?

Role dissonance occurs if there is disagreement about positional expectations (Merton, 1957: 106). CAOs require role co-alignment with staff to ensure internal harmony to favourably position the organization within its prevailing environment. CAO role clarity is a critical precursor to CAO success because the ultimate imperative for CAO tenure is to meet council expectations (Kammerer, 1964: 433 and Long, 1965: 117).

According to the attribution approach, it is what followers think that determines who is a leader (Calder, 1977: 202). Employees look to the CAO for clear direction, consistent policy and safe work environment. The effective CAO ensures harmony among personnel for organizational stability. The CAO must continuously legitimize his or her leadership role with employees to maximize organizational effectiveness.

In one community, a large number of staff advised council they did not want to work for the CAO. The CAO had been recruited to downsize the organization at the request of council following the amalgamation of three communities. Nevertheless, internal disregard for the CAO position resulted in an unstable work environment and the CAO was let go. The successful CAO must be always concerned about the people aspect of leading while at the same time ensuring organizational tasks and aims are achieved.

Key to organizational effectiveness is the ability to address critical external influences (Daft, 1989: 153). Internal systems must be continually adjusted to achieve organizational stability in the face of environmental uncertainty. The CAO is central to positioning the organization in dealing with its strategic context and each local government has a unique set of strategic contingencies (Kweder, 1965:31). This contingency approach focuses on which leadership approaches are effective for different situations (Fielder, 1967; and Vroom & Yetton, 1974). In this fashion, leadership is

defined not entirely by CAO qualities but the consequences of CAO leadership in different situations.

A CAO who successfully facilitated economic renewal in a small resource-based community indicated he used a lot of human relation skills. He went to a larger local government and became bored and unhappy in a routine environment requiring lots of administrative paper work. He left after one year and went back to a smaller community with economic challenges because this type of situation better suited his leadership style.

Similar CAO stories lead to the notion of situational leadership fit. The CAO must have the right leadership approach for the prevailing strategic context. This means that appropriate leadership is a situated action phenomena requiring CAO efforts to develop requisite leadership competencies and judgement to take the right approach.

Strategic efforts to meet community needs may require the management of challenges that conflict with council interests. The CAO must decide if he or she is a servant of the community or council. At the same time, CAOs must constantly validate professional values with legal obligations to serve council (Nalbandian, 1995: 91). Ultimately, regardless of council expectations, it is the CAO that determines the leadership approach he or she takes.

A CAO in a small village reported she went along with limited stakeholder consultation for a land use matter. Council did not want the zoning application to be an issue before municipal elections. The resulting bylaw was legally overturned because of the lack of due process and she was blamed. She now questions her professional ability to tell council when its directions are improper since she is a single mother and cannot

afford to lose her job. CAOs can adapt their leadership approach to the situation in manner that satisfies council while compromising professionalism.

A CAO for a large municipality publicly provided confidential legal advice to curtail council's enforcement of a bylaw because council had refused to listen to him. Council was trying to use a bylaw to restrict a development based on its wishes, not zoning conditions. He in fact violated civic policy and professional ethics by releasing a confidential legal opinion but believes he did the right thing. The end result was strained relations with council that eventually lead to his departure. It is possible to misuse professionalism as a means to influence elected officials (Fannin, 1983: 42).

It is not enough that the CAO effectively deals with strategic contingencies, but must do so in a way that meets council expectations (Loveridge, 1971:66). Council determines the CAO's scope of authority, but the CAO determines his or her leadership approach. The political sensitivity required to help council in decision-making may be lacking if a CAO is entrenched in their administrative duties. A CAO who is too responsive to council wishes may be seen as too political and lose sight of his or her professionalism. The CAO must constantly adjust his or her leadership approach while operating in both the political and administrative realms. A further complication is that this balance of council and CAO roles is hydraulic.

After elections, some CAOs report that they retrenched to the administrative realm amidst a dysfunctional council. They did not put forth strategic innovations and policy advice to avoid getting into the prevalent council conflicts. They did what ever they could to buffer staff and service delivery from political interference. Consequently, the organization goes into a holding pattern for the council's term. While this may not seem

very progressive in terms of community impact, it is the only way organizational stability can be achieved.

Conversely, councils with new members following an election may have great aspirations for change. A CAO focused on the administrative realm who does not offer policy and strategic advice is irrelevant to councils seeking new directions. CAOs that do not read the situation correctly or rely on previous leadership approaches can experience role dissonance with council. Consequently, Jim Craven and other executive search professionals confirmed there is a trend toward increased CAO vacancies approximately six months following municipal elections.² There is a need for mechanisms to continuously achieve role co-alignment among civic executives.

Poor CAO and council alignment permeates the rest of the organization. Employees look to council through the CAO to provide clear direction, make good policy and reflect the public interest while offering a satisfying work environment. At the same time, council looks to staff to present good policy advice, implement decisions and reflect a high level expertise. When the CAO is an ineffective conduit between the political and administrative realms, then mutual regard and confidence among council and staff diminishes. Ultimately, the CAO leadership is about organizational member confidence in his or her leadership approach to foster effective council and staff relations.

The topic – Council/staff relations was ranked one of the top ten issues facing local government by civic executives in a National Local Government Leadership Survey (McIntosh, 2000). Other highly ranked items included community challenges such as managing growth, financing infrastructure, community vision and economic development. In other words, amidst these significant community challenges,

organizational energy is being siphoned to deal with internal relationship issues often stemming from role dissonance (Loveridge, 1971: and Huntley & McDonald, 1975). The CAO must successfully navigate between elected officials and employees to achieve organizational effectiveness.

Local government and community success depend on the pivotal role the CAO plays in advising elected officials (Nalbandian, 1995:93; and Svara, 1995:36). The CAO usually assists council to make strategic choices thereby having a significant impact on the future of a community. Organizational effectiveness is also affected by the CAO's leadership capacity to achieve internal efficiency to effectively meet external demands while serving as the intermediary between the political and administrative realms. Local governments throughout the country impact every citizen making the CAO role a significant element of the Canadian social and economic fabric.

Local government is the subject for much political, economic and organizational analysis, but there is very little research specific to the contemporary CAO position in Canada. A review of local government curriculums indicates that little attention is given to the leadership, versus administrative and legislative, aspects of local government.³ Local government management associations provide professional codes of ethics but very little information about effective leadership approaches.⁴ The lack of CAO leadership guidance has become even more urgent given recent trends affecting this position.

CAO Conditions

Several prevailing conditions bring increased attention to the CAO role. A large cohort of CAOs leaving the workforce causes succession concerns. There is increased council interest to evaluate its expectations of the CAO as part of its oversight role.

CAOs are also a part of the rising societal interest in leadership learning. Together, these conditions reinforce the need, now more than ever, to examine the CAO leadership role.

There is an unprecedented senior manager gap emerging in the general workforce as a large older age cohort moves to retirement eligibility. Those who aspire to the CAO position lack a road map of the key requirements to be an effective CAO. Together, these factors point to the need for a better understanding of the CAO leadership role.

Work force retirement statistics vary, but all point to increased rates of senior manager retirement. The baby boomer bubble is making its way through the local government setting. The majority (75%) of CAOs responding to this study's survey are over the age of 44 with 33% over 55 years of age. If this sample is reasonably representative, then one third of current CAOs will be gone over the next five to 10 years.

In British Columbia, the Local Government Management Association has run a job posting service since 1997 through its *CivicInfo* operation. Its coordinator Todd Pugh as well as Susan Gardner, editor of *Municipal World* indicate the number of CAOs postings has dramatically increased during the last five years.⁵ Executive search consultants also confirm increased CAO recruitment assignments but are finding it difficult to attract suitable CAO candidates.⁶

Several challenges further confound the increased CAO recruitment activity. Older CAOs are happy to stay put or will only relocate to desirable retirement locations. Consequently, many communities are finding it difficult to attract experienced CAOs. A northern community tried three times to generate qualified candidates for its CAO vacancy. Potential candidates indicated to the executive search consultant that the compensation was not attractive enough and they did not want to live in a northern

community so far from their desired lifestyle amenities. So the council after eight months of searching hired an internal candidate. Councils must increasingly look to senior managers without CAO experience posing a risk for both council and the candidate.

Interviews with senior managers and CAOs during this study revealed two succession issues. Many senior managers did not know how to prepare for advancement to the CAO position and preferred to stay in their current role with greater tenure security. CAOs indicated uncertainty in the CAO potential of professionally competent senior managers because political savvy, facilitation skills and dealing with ambiguity competencies were lacking. There seems to be a set of leadership attributes related to working in the political realm that may not be present among managers used to working only the administrative realm. Aspiring CAOs need a comprehensive CAO leader profile to maximize their CAO position readiness.

Council expectations that shape the role of the CAO are often contradictory. Council's have notionally adopted the neutral professional competence view of the CAO position (Kaufman, 1956:3). Yet, its needs often place demands that prompt CAO activity in its political realm (Newland, 1995:278). Alternatively, council may constrain the CAO's activity to the administrative realm if it wishes. To understand the CAO's role we must look at council expectations, rather than prescribed CAO role standards.

Michael Thomas, an executive search consultant in Ontario indicated that councils are often all over the map when it comes to articulating its expectations of a CAO.⁷ Council members can agree on professional competencies such as service, legislation and procedural acumen but councils appear ill equipped to state leadership expectations.

Councils need tools to articulate clear CAO expectations to ensure the right CAO fit for a collaborative council-CAO relationship.

It is acknowledged that council's oversight role includes CAO performance accountability. Elected officials need a clear view of this position's contemporary functions and leadership attributes. The council should agree on its expectations and establish CAO performance criteria together with the CAO. A review of numerous organizational reviews conducted by George Cuff & Associates indicates that many councils do not follow these essentials for regular CAO performance reviews.⁸ Without agreed criteria; council's evaluative comments are subject to individual councillor bias and misconceptions. Poor evaluations offer little guidance for improved CAO leadership performance and alignment with the expectations of council.

Many CAOs indicated to the researcher that they simply do not have performance reviews. Others write their own evaluations for comment with little engagement by council. Often mayors act as the go between for council to provide comments on the CAO performance without the CAO and council meeting to discuss criteria or feedback. One mayor commented that councils didn't get elected to be managing performance and do not have the skills, tools or interest to do regular performance reviews. Councils need a simple process to articulate and evaluate its expectations of the CAO's leadership role.

There are major implications associated with the lack of an effective CAO performance process. If councillors do not have a proper mechanism to voice concerns about CAO performance, they will find one. They may attack administrative advice as a means to express their frustration. Or, they may talk to other councillors and then 'group think' emerges to get rid of the CAO. Once this movement occurs, right or wrong, the

council confidence may be lost in the CAO. Likewise the CAO's confidence in council is diminished. In either case, role dissonance is signalled.

Poor CAO role clarity also affects the efficacy of local government management profession (Stillman, 1982:4; and Nalbandian, 1989: 265). Ambiguity in this leadership role, leads each council to have its distinct expectations for the CAO (Ammons & Newell, 1989: 44). CAOs can assume a subservient or dominant role depending on their sense of professional responsibility (Svara, 1995: Chapter 6). Therefore it is unlikely that one CAO leadership profile would be of value and a more flexible leadership model is required to guide the situational leadership fit of a CAO.

The CAO does not gain legitimacy through a license to practice like a medical doctor. It comes from adding value to local government processes and community futures while rooting themselves in professional values (Nalbandian, 1991:105; and Rourke, 1992:546). The CAO must look to situational factors, rather than merely professional standards, to determine what leadership approach is appropriate. To successfully align his or her leadership approach to the prevailing strategic contingencies the CAO must employ the appropriate leadership competencies. The effective CAO must be continually learning new ways to enhance personal leader capabilities to adapt to varied situations.

There is enhanced societal interest to examine and develop leadership capacity in organizations. There are increased course offerings that focus on leadership versus management competencies. The bookshelves in stores are full of anecdotal insights of great leaders and handy checklists to be a better leader.⁹ Organizations are taking more interest in being a learning organization that facilitates opportunities for people to

improve their professional capacity. Amidst this current leadership interest, CAOs need benchmarks for personal development or guiding organizations to develop future CAOs.

Several problems emerged for the City of Edmonton even though it was spending vast sums of money on leadership training. People were taking courses of personal interest without a framework to assess how these courses would enhance their or job-related or organizational capacity. However, once an in-house program was set-up, staff commented programs delivered by a university were too theoretical and did not apply to the local government setting. Effective leadership development efforts require a road map to link required leadership capabilities with the organization's needs.

A local government leadership competency model is needed to ensure that staff and organizational development efforts are worthwhile. There is no such model among any of the municipal associations across Canada. Several municipalities have developed customized leadership models using different approaches.¹⁰ These customized and often proprietary leadership models are difficult to compare or produce a coherent local government leadership model for use throughout the country. Consequently, there is an insufficient body of knowledge to develop a leadership profile for the CAO position.

During a session at a Canadian Association of Municipal Administrators (CAMA) conference in 2000, CAOs agreed on a number of points concerning local government leadership development.¹¹ There was a need to define CAO leader success to help incumbents improve their own capacity. Targeted CAO leader competencies were also required to coach future CAOs. A CAO leader profile was needed to educate council on the leadership expectations of a CAO. To move beyond the leadership learning rhetoric a leadership model specific to local government is needed.

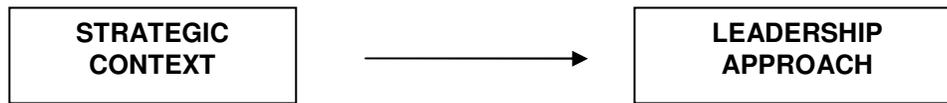
There is overwhelming evidence that CAOs do not do what the traditional CAO model says they should (Nalbandian, 1991: 103: & Svara, 1995: 36). They act on their perceptions of which leadership role is appropriate for prevailing conditions, not on a prescribed profile (Lockard, 1963: 435). This situational leadership imperative requires both accurate interpretation of the prevailing strategic context and selection of an appropriate leadership approach. The traditional CAO model is too rigid for dealing with the diverse strategic contexts facing local governments. A more dynamic model is required to reflect the complexity of CAO situational leadership.

A poor situational leadership fit for the CAO creates poor alignment of council and CAO expectations. Poor political-administrative relations reduce organizational effectiveness, internal harmony and community regard for local government. Ultimately, council may terminate the CAO if it loses confidence in the incumbent's leadership. Worse, is when role dissonance prevails and the community is not well served. A CAO situational leadership model would provide insights for incumbents, aspiring CAO candidates and councils for establishing, assessing and developing the leadership capacity of CAOs to maximize organizational effectiveness and community sustainability.

The Focus and Purpose of the Study

The foregoing anecdotes and researcher insights point to the significance of the strategic context on the leadership approach of a CAO. This relationship provides the focus for examining theoretical concepts and developing a research design to understand the strategic context – leadership approach linkage for a CAO in local government (see Figure 1.1).

Figure 1.1: The Strategic Context - Leadership Approach Linkage



However fundamental this situational leadership notion is, there is a lack of coherent information to address the dilemma of how councils and CAOs arrive at the appropriate role co-alignment. Cultural factors such as community needs and external influences shape the expectations of council. In turn, political decisions determine the structural arrangements that the CAO operates within. There are many variables that need to be organized to truly understand the CAO leadership role.

This strategic context–leadership approach linkage guides the review of relevant literature for this study. The situated action theory proposes an enactment process whereby the CAO interprets the prevailing strategic context to determine the appropriate leadership approach (Greeno & Moore, 1993: 49). The contingency theory advocates that it is organizational–environmental alignment that achieves organizational effectiveness (Das, 1990: 153). The situational leadership theory (Fiedler, 1967) dismisses the notion of a best leadership style for one that adapts to changing conditions.

This study’s theoretical framework integrates these theories to operationalize the notion of situational leadership. The situational aspect of this concept for the CAO in local government is comprised of both the strategic context and council expectations. This study focuses on the relationship of the strategic context only to leadership approaches based on the CAO’s perceptions to establish a methodological foundation for the future examination of the CAO role alignment with council expectations.

Organizational success is premised on an alignment of the local government with the prevailing organizational needs and environmental influences. An inquiry into the CAO's leadership role must begin with developing a methodology to examine strategic perspectives that are rooted in real strategic contingencies facing local government. It is proposed that the way a CAO perceives the strategic contingencies produces various strategic contexts that influence his or her leadership approach. A reliable and valid methodology to examine strategic perspectives could be used to compare how the CAO sees their strategic environment with the views of council.

The CAO leadership approach is the result of a personal configuration of certain leadership attributes. A methodology is required to solicit and examine CAO leadership preferences derived from the use of relevant leadership competencies. It is proposed that CAO preferences for specific leadership competencies unite as leadership capacities associated with different leadership approaches. The development of a valid and reliable methodology could then be used to compare council's leadership expectations of the CAO and CAO leadership preferences.

Further, it is proposed that there will be an association between the strategic context and CAO leadership approach as revealed through an association of CAO leadership perspectives and leadership preferences. It is these perceptions that guide the CAO situational fit with organization's strategic context. The study's methodology is expected to offer a means for further examination of the third factor of the CAO success – alignment with council expectations (see Figure 1.2) to provide a more complete picture of the CAO situational leadership phenomena. Council expectations are also in part

shaped by the local government's prevailing strategic context and their leadership expectations take the form of desired CAO leadership capacities.

Figure 1.2: The CAO Success Factors



Contemporary local government practices remain rooted in the traditional political/administrative dichotomy rather than the contemporary CAO and council role duality (Svara, 1995). There has been little research integrating the strategic context and leadership approaches of the CAO. A dynamic and relevant leadership framework is needed to understand the contemporary CAO role within local government. A CAO situational leadership model would provide insights for improving organizational effectiveness, community futures and CAO professional success. It would also create a foundation to examine how council expectations affect CAO leadership success.

Linking specific leadership competencies to strategic contingencies produces too many possibilities for examination. A strategic context construct is required that is not overly abstract while economically depicting differences among local governments and CAOs. Contemporary leadership models now derive, rather than prescribe, leadership attributes (Dubois, 1993:86). A leadership approach construct must be flexible enough to reflect leadership requirements for various CAO situations.

The methodological focus of this study is to develop a situational leadership construct to better understand the CAO role in local government. The construct must be theoretically sound to portray the strategic context-leadership approach relationship. It must be easily translated into a survey tool for soliciting the strategic perspectives and leadership preferences of CAOs. The strategic contingencies and leadership competencies must be integrated into more manageable categories to provide an economical, but empirically sound view of survey data. The survey tools must be assessed for statistical rigor providing confidence levels in conclusions that might enhance the body of knowledge concerning the CAO leadership role and local government practices. It is expected that the methodology used to gather data from CAOs can be replicated in the future to gain insights to council expectations that affect CAO leadership role co-alignment and success.

Research Questions and Problem Statements

This study focuses on factors central to operationalizing the notion of situational leadership for the CAO in local government. It develops a framework and tools to examine and integrate the strategic context of a local government with the leadership approaches of a CAO. It establishes a sound theoretical, empirical and interpretive foundation to determine:

How does the strategic context affect the leadership approach of the Chief Administrative Officer (CAO) in local government?

The starting point for the inquiry is to determine how the strategic and leadership duality of situational leadership can be operationalized. It uses CAO perceptions as a

means to focus on the strategic context-leadership approach linkage and answer the question:

Is there a significant relationship between the strategic perspectives and the leadership preferences of surveyed CAOs?

Organizational characteristics and personal demographics are analyzed as possible intervening variables for CAO strategic perspectives and leadership preferences:

- What organizational characteristics (*Community Population, Number of Staff, Number of Councillors, Community Features, Political Structure, Electoral System and Province/Territory*) are linked to situational leadership differences?
- What personal demographics (*Gender, Education Level, Work Background, CAO Experience and Age*) are linked to situational leadership differences?

The study also explores how some factors and situations influence situational leadership role through qualitative interviews with CAOs to determine:

- How do organizational characteristics and strategic contingencies impact a CAO's leadership role perceptions?

The methodological questions concerning the instrument design and testing involve:

- Does the proposed four-factor solution reliably reflect underlying strategic contexts proposed for the strategic contingencies questionnaire?
- Does the proposed eight-factor structure capture the leadership capacities attributed to the leadership competencies questionnaire?
- What is the utility of attempting to empirically codify strategic contingencies in local government and leadership competencies for CAOs?

Relevance of the Study

The substantive insights from the study will focus on the nature of the relationship between strategic contexts for local government and leadership approaches of CAOs. The outcomes of developing and applying CAO situational leadership model must produce contemporary insights for the practice of local government and CAO professionalism. The exploration of the relationship of a CAO's strategic perspectives and leadership preferences will also provide practical insights to incumbents and aspiring CAOs for self assessment and self development.

Findings will also be useful to guide aspiring CAOs to develop their potential for success in this difficult role. A CAO leadership model could also be used by executive search consultants and councils to articulate expectations for CAO recruitment. Perhaps most importantly, CAO leadership insights will help council and CAOs to develop preventive and remedial strategies to improve the political and administrative interface. Increased internal role co-alignment will lead to improve organizational effectiveness and ultimately improved community futures.

The outcomes of this study are also expected to be of interest to professional and academic organizations. Municipal administration associations may be prompted to focus professional development efforts toward competencies that are closely linked to prevailing strategic contingencies. Academic institutions will have research-based results to support adjustments in local government management training. Equally important to the CAO and local government profession is the expected relevance to elected official awareness of the dynamic aspects of CAO leadership as well as their own role. Finally,

the study will contribute to the body of knowledge concerning situational leadership through its substantive findings and methodological procedures.

Organization of the Dissertation

This study examines the relationship of the local government strategic context and Chief Administrative Officer (CAO) leadership approaches to gain insights to the notion of situational leadership. Research attention is focused on which CAO leadership competency preferences are associated with different strategic perspectives.

Part One builds the study's rationale and research approach. Chapter 1 presents the background, purpose and problem statements that guide the study's research design. Chapter 2 examines salient organizational, leadership and local government literature to build a conceptual construct for examining situational leadership. Chapter 3 explains the methodologies used to develop and test the study's instruments, conduct the surveys and interviews and analyze the data sets.

Part Two focuses on the establishment of instruments to solicit CAO perceptions. Chapter 4 presents the development of the strategic contingencies questionnaire to depict the local government strategic context and verification of the instrument's underlying factor structure. Chapter 5 describes the creation of the leadership competencies questionnaire to identify the CAO leadership approaches and exploration of this instrument's potential latent dimensions.

Part Three describes the findings of the study's CAO survey and interviews. Chapter 6 presents results of instrument testing and data analysis from the use of the strategic contingencies questionnaire. The outcomes for development of and data analysis from the leadership competencies questionnaire are presented in Chapter 7. Chapter 8

examines the relationship between strategic perspectives and leadership preferences of the CAO.

Part Four summarizes the insights gained through the study. Chapter 9 provides conclusions arising from the survey and interview methodologies. Chapter 10 presents conclusions concerning CAO leadership preferences and strategic perspectives as well as the interaction of these CAO perceptions in terms of situational leadership. Chapter 11 offers recommendations for future use of the study instruments, further research and implications for local government practices.

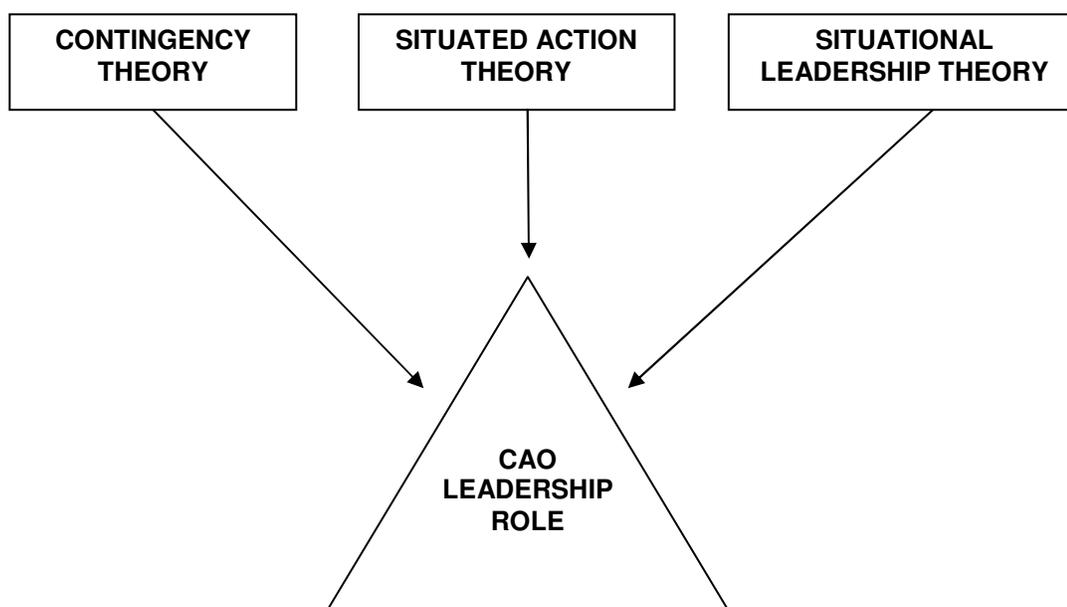
Chapter 1 Endnotes

1. Conversation with George Cuff on July 18, 2006. Mr. Cuff is the president of G. B. Cuff and Associates and has conducted over 200 organizational reviews of local government throughout Canada
2. Conversation with Jin Craven, President of Jim Craven & Associates – Victoria, British Columbia on August 28, 2008 who conducts executive searches for local government.
3. Based on a survey of local government management programs in Canada (see Appendix 7.2).
4. I spoke with Executive Directors or Presidents of nine local government management associations during December 2008. They confirmed that existing training tends to be focused on the basics of local government for entry level professionals.
5. Based on conversations with Todd Pugh on March 21, 2007 following a graph analysis of job postings over the previous 10 years with CivicInfo and the Susan Gardner on May 15, 2008.
6. Based on conversations with Jin Craven as noted above and Michael Thomas of Thomas and Associates- Ontario (April 12, 2006), Gerry Davies of Park Davies – Edmonton, Alberta (November 13, 2007) and Grant Smith at Price Waters Coopers – Vancouver, British Columbia (September 25, 2007).
7. Based on conversation with Michael Thomas of Thomas and Associates- Ontario (May 19, 2003) who subsequently used the local government leadership model developed by the researcher for the Canadian Association of Municipal Administrators in his CAO recruitment work for councils.
8. I reviewed 12 organizational reviews conducted by George Cuff during 2006 and 2007.
9. A Chapters store in Calgary, Alberta had well over 100 separate tiles on leadership.
10. For example, the leadership models of Vancouver, West Vancouver, Fredericton Halifax, Sudbury, Waterloo, Winnipeg and Richmond do not have a common typology to enable comparisons.
11. I conducted a session at the 2000 Canadian Association of Municipal Administrators in Regina which subsequently lead to a CAMA-sponsored process to develop a local government leadership model as reported in Chapter 5.

Chapter 2 Literature Review and Theoretical Framework

This chapter presents the theoretical framework that guides a review of relevant local government, organizational and leadership literature. It focuses on examining the factors that impact the strategic context–leadership approach linkage proposed in the previous chapter. There are three sections. The first section reveals three dominant factors affecting the CAO role. The second identifies four organizational perspectives to consider the strategic context of local government. The third looks three ways to look at leadership approaches. The summary proposes several conceptual constructs to assemble the key variables for an empirical and interpretive examination of the relationship between the strategic context of local government and leadership approaches of a CAO.

Figure 2.1 – Study’s Theoretical Framework



CAO Role in Local Government

Structural aspects, political relations and the cultural context influence the CAO to varying degrees. Structural arrangements constrain the CAO's role by defining his or her administrative authority. Political expectations dictate CAO activities in the political realm. The cultural context requires the CAO to deal with strategic matters while achieving role co-alignment with council.

A model is helpful for codifying the multitude of variables that impact the CAO's role. The traditional dichotomy model separates the political from the administrative realm (Goodnow, 1900: 74). It is now accepted that an effective CAO must be active in both realms (Morgan, 1984: 320: and Browne, 1985: 620). A local government core functions chart (see Figure 2.2) reflects Svara's dichotomy-duality model that separates council's responsibility for defining Mission or *Strategy* from the CAO's Management or *Systems* and Administration or *Services* spheres and advocates the sharing of *Policy* functions (1985(a): 222-224). It can be used to locate where the CAO is active. It links the traditional model's role separation principles with daily practicalities to provide a framework for organizing situational leadership variables used in the study.

Figure 2.2: Core Functions Matrix

POLITICAL REALM	
STRATEGY	POLICY
SYSTEMS	SERVICES
ADMINISTRATIVE REALM	

Structural Arrangements

Key structural aspects in local government revolve around the notion of operational efficiency by separating politics from administration. The community's strategic bias establishes parameters for elected officials. Service provision complexity dictates the level of CAO authority given by council. Consequently, it is structural arrangements created by council that tell us how local government operates regardless of its formal design. Structural aspects also inform us of council expectations of the CAO role.

Structural reformers have pursued the separation of politics and administration throughout the evolution of local government. The reformed model prevalent in Canada assigns political authority to council and administrative responsibility to the CAO (McAllister 2004: 210; and Lightbody, 2006: 147). Reformed structures do not always weaken political authority in the administrative realm, depending on political interests (Sharp, 1995: 176). Complex challenges, however, do cause an increased need for CAO expertise in the political realm (Newland, 1995: 278). Actual structural arrangements emanate from political leadership needs more than from the organization's formal design.

Strategic bias refers to the community's views about how local government conducts its business. A private-regarding culture favours political arrangements that allow patronage benefits to competing interests, while a public-regarding sentiment seeks community-wide benefits (Banfield & Wilson, 1963: 33-46). Either strategic bias can lure the CAO into the political realm, so his or her expertise can help elected officials solve complex problems or favour political interests (Ferman, 1985: 144). The appropriate CAO role depends on council's expectations of administration in response to political interpretations of the prevailing political culture.

Local government is a grass roots provider of services to meet citizen needs. A limited service agenda permits prescribed policies for efficient service delivery, while service differentiation requires professional expertise for effective integration (Lorsch, 1970:5; and Daft, 1989:59). High service differentiation may require CAO activity in the political realm to reconcile competing demands for scarce resources (Jones, 1980:8). Service provision complexity defines the CAO's administrative responsibilities, but council's comfort with the CAO that determines his or her activity in the political realm.

The CAO leadership role is linked not to the formal structure, but rather to council's expectations in response to the community's strategic bias and service expectations. Service complexity increases the CAO's administrative authority but does not necessarily diminish council's political power. An increased public-regard sentiment diminishes political power but does not necessarily increase the CAO's authority. However, service differentiation and a public-regarding culture often cause council reliance on CAO expertise in the political realm. Structural arrangements point to political/administrative relations as a determinant of political expectations of the CAO.

Political Relations

By mid-century, local government research focuses on council/staff relations to harness, not separate, CAO expertise for resolving complex community needs. The term 'community leadership' is used for legitimizing CAO activity in the political realm, as distinct from politics itself (Stillman, 1977: 60/61). Political relations in general impact the CAO's role because his or her tenure is subject to council's wishes. Elected officials' political behaviours can affect CAO activities, but not necessarily the CAO's role.

Mayoral power can affect the CAO's leadership role, depending on the mayor's style. Ultimately, it is council expectations that significantly define the CAO's role.

Elected official biases about their own representational role affect their own behaviour but not necessarily the CAO's role (Kershaw, 1977: 55). A councillor with high political regard for administration is more likely to accept increased CAO authority (Newland, 1995: 272; and Keller, 1995: 196). Councillors with low regard for administration may interfere in the administrative realm and challenge CAO activity in the policy sphere (Protasel, 1995: 23). Councillor behaviour may affect the CAO's activities, but is only likely to affect the CAO leadership role if it is exercised by an elected official with power such as the mayor.

Political culture and formal structure affect mayoral power, but it is the mayor's use of that power to control administration that influences the CAO's role (Morgan, 1989: 51; Boynton & Wright, 1971:32; and Protasel, 1995: 26). A powerful mayor may ignore or seek alliances with administration, depending on his or her personal style and needs (Kotter & Lawrence, 1974: Chap. 3; Yates, 1977: 84; and Ferman, 1985: 199). Even the mayor must usually co-align political strategies with council expectations before influencing the role of CAO, especially in the reformed or council-manager structure.

Councils notionally view the CAO as only operating within the administrative realm. Empirical research, however, shows that CAOs are actively involved in the political realm (Browne, 1985: 620; and Wirth & Vasu, 1987: 455). Councils frequently draw the CAO into the political realm because of issue complexity (Protasel, 1995: 26). CAOs also enter the political realm to advance operational or personal interests. Appropriate CAO behaviour results when he or she responds to council's expectations

and council accepts the CAO's responsibilities (Kotter & Lawrence, 1974: 178). The council-CAO relationship is a two-way street and the CAO's cumulative responses affect whether council enhances or curtails this role.

Political control and council expectations create the structural arrangements that affect the CAO role. The traditional dichotomy prevails when council constrains the CAO to the administrative realm and a role duality emerges when the CAO is allowed to function in the political realm. Role co-alignment means the CAO and council have the confidence necessary to permit overlapping responsibilities. Consequently, the CAO's challenge is meeting political expectations without compromising public management principles (Rourke, 1992: 545). The CAO responds to council in a way that reflects his or her professional values and personal views of political expectations.

Cultural Context

The broader cultural context has an overriding impact on elected official expectations. Civic executives must address issues such as prioritizing services with limited resources that transcend political and administrative realms. Conditions affecting local government/environment alignment are always changing, requiring constant vigilance about council and CAO roles (Strivers, 1994: 346). There is a need for a contemporary CAO role model that guides the CAO's leadership using each local government's strategic context, not prescriptive standards or political whims of council.

The most appropriate organizational practices are contingent on the cultural context of each organization (Kotter & Lawrence, 1974: 226). Concomitantly, urban research acknowledges the council/management partnership imperative that allows local governments to respond effectively to change. Community values and external influences

are translated into strategic contingencies that must be addressed. The resulting strategic choices are shaped by the strategic capacity of the organization to deal with issues and opportunities. In hierarchal fashion, the cultural context shapes the political relations and structural arrangements that in turn affect the CAO role.

Community values about government often revolve around service efficiency and democratic effectiveness, and are modified by the electorate's tolerance for change (Gottdiener, 1987: 64; and Williams & Adrian, 1963: 150-63). The public does not run government, and it is council that acts as the conduit for community sentiment (Keating, 1991: 134). Council's interpretation of community values is affected by environmental influences as well (Easton, 1971: 148; and Thompson, 1967: 147-49). These external imperatives go beyond the limited understanding of the public, and it is council that establishes which issues and opportunities will be addressed. It selects which strategic contingencies the CAO must coordinate organizational resources to deal with.

Strategic contingencies are shaped by their degree of change and complexity (Aldrich, 1979: 63-70). A stable state produces very little change while a dynamic environment produces complex and unpredictable challenges (Robbins & Stuart-Kotze, 1994: 86). Uncertainty means that council does not have all the information it needs, thereby drawing the CAO into the political realm. Council's expectations of the CAO are shaped both by its collective interpretation of the environment and confidence in the organization's capacity

A local government's strategic capacity is determined by its resource dependency. High resource dependency requires CAO activity in the political realm for ensuring access to resources required for goal optimization (Pfeffer & Salanick, 1978: 4). Strategic

capacity affects council's development of strategic directions for the CAO to implement (Das, 1990: 153). A CAO must vary leadership approaches with his or her strategic perspectives based both on the need for organizational alignment with the environment and council wishes.

In summary, strategic contingencies and council expectations are linked as two primary variables influencing the CAO role. The appropriateness of the CAO leadership approach is situational - it can change over time, vary for each local government, differ for every council, and fluctuate with the prevailing strategic context. The linkage of a local government's strategic context and CAO leadership approaches is mediated by council expectations. It is council that interprets the strategic contingencies that in turn shape its expectations of the CAO. Political leadership often requires a civic executive partnership drawing the CAO into the political realm. While this type of relationship is not distinct to local government, a CAO leadership model must nevertheless be informed both by local government realities as well as general organizational concepts.

The Strategic Context

The strategic context-leadership approach linkage is best understood within the broader context of organizational thinking. The contingency theory advocates organizational-environmental alignment to achieve local government effectiveness. The situated action theory proposes that civic executives take organizational action in accordance with prevailing strategic contingencies. The contingency and situated action theories reinforce the importance the strategic context element of situational leadership.

The impact of the strategic context on organizational effectiveness models on local government research can be reviewed in terms of the rational, natural or open systems

perspectives (Scott, 1981: 29). Early local government literature focuses on reform efforts for goal attainment in the rational systems perspective. This traditional view gives way to the political realities from the natural systems perspective. More contemporary studies use an open system perspective that stresses the significance of both internal and external influences.

Goal Attainment Approach

The goal-centred model considers goal attainment as the key to organizational effectiveness from a rational system perspective. Its basic tenet is that goal attainment is the result of managers translating goals into activities and assumes certainty amidst rational decision-making (Ulrich & Wieland, 1980: 139). The key question is centred on what the goals are and whether or not they are being attained. The CAO's role is designed to focus on efficient service delivery that is separated from political influences.

The goal model quickly loses its logical appeal because organizations pursue multiple and conflicting goals (Das, 1990: 136; and Campbell, 1977: 36-38). Goals also come from various sources other than civic executives inside and outside the organization (Katz & Kahn, 1966: 240). Furthermore, the real or operative goals are often not the ones that are officially stated (Gibson et al, 1986: 133-39). Goal optimization acknowledges that rationality is a desired state while responding to socio-technical realities (Etzioni, 1964; Vroom, 1960; Price, 1972; and Perrow, 1961). This shift to goal optimization represents a watershed point between the rational and natural systems perspectives because it recognizes the means to the goal are as important as the end goal itself.

The structural aspects of early urban reformers parallel rational systems thinking. Separating CAO administrative responsibility from council's political authority was

viewed as the best solution for maximizing efficiency (Childs, 1913: 80; Boynton & Wright, 1971: 32; and Stillman, 1977: 5-27). This efficiency bias favours rational CAO skills in the administrative realm. However, CAOs do enter the political realm to build support for services or to help council deal with competing interests (Jones, 1980:8; and Newland, 1995: 277). The CAO role is the outcome of the interaction between council and CAO, regardless of stated official goals.

Internal Process Approach

The internal process model focuses on organizational subsystems and participant needs using a natural systems perspective. It uses internally-focused effectiveness criteria such as internal equilibrium (Barnard, 1938; and Perrow, 1972), production efficiency (Evan, 1976, and Thompson, 1967) and organizational health (Beckhard, 1969; and Bennis, 1966). The key question focuses on what has been done and how it was done, instead of on the outputs themselves (Ackoff & Saiseni, 1968; and Ansoff & Brandenburg, 1971). It shifts attention to the actual versus formal internal arrangements for dealing with the informal elements of an organization such as council and staff relations or the service delivery system.

A basic element of the internal process approach is the allocation of resources for organizational needs. It uses goal optimization with socio-technical elements that are so varied that it is difficult establish a universal list of criteria (Ulrich & Wieland, 1980: 380). In order to obtain a more complete view of organizational effectiveness within a local government that, in turn, acts within a broader societal context of numerous stakeholders, the external exchange mechanism of the organization must be very explicit.

Complex community issues require CAO expertise in the political realm, and routine administrative matters can be of political interest, causing roles to be blurred (Boynton & Wright, 1971: 34; and Loveridge, 1971: 117). The CAO role is the result of the local government's strategic needs articulated by council regardless of the formal structure or official goals (Sharp, 1995:176). Council and CAO leadership roles are fluid since it is council that permits the CAO to act in the political realm depending on shifting organizational needs in response environmental influences.

Systems-Resource Approach

The systems-resource approach is another natural system perspective that looks at the optimum acquisition of resources regardless of goals or the structure. The organization requires support from external constituencies through negotiation (Hannan & Freeman, 1977 and Pfeffer & Salnick, 1978). Consequently, the system-resource criteria often focus on dominant constituents, rendering organizational effectiveness subject to external influences rather than intended goals.

The organization has some ability to strategically obtain its resources in competition with other entities through bargaining (Yuchtman & Seashore, 1967: 898). If an environment is stable, resource acquisition may be perceived to be a means to achieve goals. If it is turbulent, resource acquisition may be an ultimate goal for organizational survival (Katz & Kahn, 1978: 240; and Hall, 1982: 35). The situation, therefore, affects the status of resource dependency as an end or means goal. This natural system perspective normalizes the informal and human realities of organizations.

In response to this naturalistic perspective, urban research shifted from the traditional political/administrative dichotomy to an examination of how local government

actually works. It was recognized that complex community problems require collaboration among civic executives (Svara, 1995; Nalbandian, 1989; Striver, 1994; and Newland, 1995). It is not what the CAO does, but whether his or her activities align with political views that determines role co-alignment. The result is a significant social interaction between the CAO role and council expectations that is beyond prescriptive structures, roles, or official goals and is subject to the informal aspects of required political/administrative cooperation (Newland, 1995:278). Both the council and the CAO are subject to external influences that create an overriding need for cooperation to achieve effective organizational adaptation to prevailing environmental conditions.

Strategic Adaptation Approach

The strategic adaptation approach emphasizes external exchanges in the pursuit of organizational goals. The environment is the focus of the open system perspective (Hall, 1982: 291). The key question is how organizations survive and grow when the strategic context is constantly changing. The strategic adaptation approach uses aspects of all the organizational perspectives so the scope of organizational effectiveness criteria is expanded, with goals becoming dependent, instead of independent, variables

This model is not entirely deterministic because leaders do intervene between the organization and the environment (Tushman & Nedler, 1978). Managers learn from different situations, and organizational effectiveness becomes an ongoing process of adjustment and learning (Champy & Hammer, 1993; and Senge, 1990). Beyond the organizational survival imperative, the variety of situational aspects associated with strategic adaptation defies precise assessment formulas.

Local government effectiveness is in the hands of civic executives who must define the prevailing strategic context. It is ultimately the selection of strategic contingencies by council that determines its expectations of the CAO (Chandler, 1962: 15). A dynamic environment undermines formal structures and a more flexible approach is required (Burns & Stalker, 1961: 125). Increased uncertainty about the environment means council will often require CAO advice in the political realm (Milliken, 1987: 135). A dynamic environment creates different council expectations of the CAO role in the political realm than a routine environment. Consequently, the key factors emerging from the organizational and local government literature affecting the CAO leadership role are the strategic context of a local government and council expectations.

Contingency and Situated Action Approaches

The contingency theory shifts the central ontological inquiry for local government effectiveness from the physical structure to the strategic context. The situated action theory (Suchman, 1987; and Lave, 1988) directs inquiry from strategic goals to strategic choices. Decisions about which strategic contingencies must be managed are the product of how civic executives scan, interpret and react to environmental conditions. It is the nature of strategic contingencies facing a local government that at that shape council expectations of the CAO's role.

The contingency theory focuses on optimal organizational effectiveness being contingent on internal system adaptation to internal and external factors. The strategic context defines the situation that leaders need to adapt to (Fiedler, 1964; Lawrence & Lorsch, 1967; and Vroom & Yetton, 1973). The environment is constantly changing, creating a dynamic relationship between strategic contingencies and civic leadership.

The situated action theory focuses on the relationship between an individual and the setting in which he or she operates. At an organizational level, it leads to the collective cognitive ability of civic executives to interpret and react to the prevailing strategic context (Greeno & Moore, 1993: 49). This situated cognition is impacted by social interaction between council and the CAO regarding respective leadership roles.

The organizational literature points to the CAO leadership role as a social process (Hollander, 1978). At the same time, the attribution approach to leadership reinforces the notion that the primary determinants of CAO leadership lay in council's expectations shaped by the strategic context (Calder, 1977: 202). Effective CAOs must have leadership flexibility for reconciling both the strategic context and council's expectations. The notion of situational leadership for a CAO requires a sound understanding of ways that leadership approaches are applied for different strategic conditions.

Leadership Approaches

The persistent leadership research question considers what makes an effective leader (Boyatzis, 1982.a: 1). Various leadership theories contribute to a multidimensional approach for operationalizing situational leadership to explore the CAO leadership role.

Critical Traits

The classical theorists sought the optimal tasks for maximizing productivity. The rational quest for efficiency concentrated on critical managerial functions to achieve best practices, reflecting a closed system view (Raelin & Cooledge, 1996: 25). Similarly, early leadership efforts focused on critical traits to prescribe a leadership standard.

The critical trait approach focuses on personal motivation, not the task, as a requirement for success. Leadership traits provide little predictive value because of the subjectivity of human motivation (Luthans, 1995: 347). A more useful acknowledgement is that a person's traits drive his or her leadership approach, since a skill without motivation is an unrealized competence (Zemke, 1982: 29). Contemporary leadership modeling efforts correlate leadership to multiple attributes, rather than isolated traits.

Early leadership competency models redirected traditional task analysis for a given position to the identification traits for high performers (McClelland, 1973). This rational quest, associated with normative leadership traits, remains prevalent in the contemporary search for meta-competencies (Bolden & Gosling, 2004; and Klemp, 2004). Critical traits affect the use of leadership skills for different situations, but fail to account for the outcomes of leadership approaches. A CAO who is anxious to get results may use presentation skills to convince others on a course of action while someone concerned about consensus may use them to convey the range of options available for discussion.

The trait leadership theory is prevalent in urban research. In numerous studies, the mayor's style is translated into his or her motivation to have (or not have) control over administration, regardless of the administrative structure (Morgan, 1989; Sparrow, 1985; Bollens and Ries, 1969; Downs, 1967; Wilkstrom, 1979; and Protasel, 1995). Loveridge describes mayor leadership roles as "*Political Leader, Political Executive, Administrative Director and Administrative Technician*" (1971: 48-50). These empirically-researched styles reinforce personality as an important intervening variable in mayoral behaviour.

The mayor's preference for acting in the political and administrative realms can affect the CAO's role but is non-directional because it depends on the situation and the

mayor's traits, leading to different CAO responses. Consequently, the trait approach alone produces inconsistent results because the mayor or CAO's style will vary according to the people they are interacting with (Bass, 1970: 87).

Group Leadership

The mid-20th century neoclassical approaches acknowledge the human and informal qualities of organizations (Scott, 1981: 73). These complex social entities are natural systems requiring flexible managerial approaches that balance internal subsystem and human needs. Leadership style validation is subject to leader-follower alignment.

The group leadership theory focuses on the exchange between leaders and followers. The Managerial Grid (Mouton & Blake, 1964) and Leadership Continuum of Behaviour (Tannebaum & Schmidt, 1973) models point to the importance of a human relation focus. Numerous dichotomous models conclude that a people-focused style leads to longer term performance excellence over a task-focused approach (McGregor, 1960; Likert, 1961; and Burns, 1978). The leader-follower relationship, however, can only be understood if it is linked to the actual human aspect of organizations.

The dichotomous human relations element of leadership includes terms like transformational versus transactional leadership (Mouton & Blake, 1964). The transactional style relates to a task-focus reflecting a rational perspective of managerial control (McGregor, 1960). Transformational or people-focused approaches cater to the needs of people assuming a natural system perspective of leadership flexibility. Leadership is mediated by values of both the leader and followers.

Power is one frame of reference for civic executive leadership in the context of the group leadership theory. A number of archetypes have emerged that focus on the

accumulation of mayoral power (Yates, 1977; Boynton & Wright, 1971; and Kotter & Lawrence, 1974). If the mayor has sufficient power he or she can control administration (Ferman, 1985: 199). How the mayor uses resources to control administration has a direct influence on the CAO, but assumes that power accumulation is one-way.

The CAO also accumulates power in the form of information and operational resources that influence political realm activities. However, politically-determined CAO employment tenures render council expectations as a most critical determinant of CAO's use of power (Loveridge, 1971: 66). Both council and CAO confidence in the CAO's use of positional power is dependent on the values of the incumbent and council concerning appropriate CAO leadership for prevailing situation.

Situational Leadership

The open system perspective integrates organization-environment alignment with internal harmony and goal attainment. The organization is subject to complex and competing external influences for its survival (Kast & Kahn, 1976: 25). Each organization has a unique configuration of strategic contingencies. This means the effectiveness of a leader cannot be prescribed, and depends on the situation.

This situational approach is aligned with the contingency theory of leadership (Fiedler, 1964; Mouton & Blake, 1964; Herzberg, 1966; and Fiedler & Chemer, 1974). Contingent variables highlight that appropriate leadership is subject to the prevailing situation. This feature requires effective leaders to use different styles in various conditions (House & Mitchell, 1974: 96). The contingency approach requires the identification of key variables by which outstanding performance can be customized for various strategic contexts.

The strategically informed leadership model acknowledges the situational context of the leader's role (Dubois, 1993: 86). Its primary focus is to develop flexible competency models that can be adjusted as leadership conditions change within the organization's strategic context (McLagan, 1990: 383-384). A solid understanding of the organization's strategic direction depends on identifying the relevant strategic contingencies actually facing local government. This necessity directs research away from official goals of a local government toward strategic matters actually receiving organizational attention and resource allocations.

Council translates external influences into structural features and its expectations of the CAO (Hall, 1982: 148). The expected CAO leadership role, therefore, is a reaction not to the strategic contingency itself, but to the organizational needs as determined by council. This interpretation process is a source of the conflictual bias that exists in most civic leadership studies (Svara, 1990: 26). Many research efforts acknowledge the fallacy of the political/administrative dichotomy, but then suggest how to bring day-to-day realities in line with this ideal instead of pursuing a collaborative approach that deals with the real strategic context. The role duality paradigm suggests that civic executive leadership must adapt to the strategic context, rather than vice versa.

A CAO/council role duality seems practical because it advocates diverse CAO leadership roles rather than seeking leadership standards and predictors (Svara, 1995). A collaborative-oriented paradigm redirects epistemological attention toward council expectations of the CAO. However, constructs and tools are required to effectively examine CAO success in terms of CAO leadership role alignment with both the strategic context and council expectations.

The case has been made that the strategic context affects both council expectations and CAO strategic perspectives. This study focuses on the situation element of CAO situational leadership as the CAOs perceptions of the strategic context. A complete social process for CAO role alignment requires a linkage of the CAO leadership approach both to council expectations.

Summary - A Situational Leadership Construct

Situational leadership has intuitive appeal, given the complexities of both leadership and organizations. Civic leadership studies support the relationship of strategic contingencies and council expectations to the CAO role within local government's core functions. The contingency and situated action theories offer strategies for identifying a local government's strategic context. The Competing Values Framework (Quinn, 1988) reinforces a multi-dimensional view of situational leadership approaches. There has, however, been little research that integrates the strategic context and leadership approaches in local government. This study creates a situational leadership construct to study this relationship through the perceptions of the CAO as an initial step to better understand factors that influence CAO leadership approaches that in turn are subject to the political expectations of council.

Strategic Context Matrix

The strategic context must relate to the actual strategic situations facing local government. It must be rooted in specific strategic contingencies that are relevant to council and the CAO. At the same time, it must economically operationalize the most common, rather than an exhaustive list of, challenges facing local government. Efforts to

classify these strategic contingencies into strategic contexts must be linked to theoretical concepts to effectively characterize a strategic context.

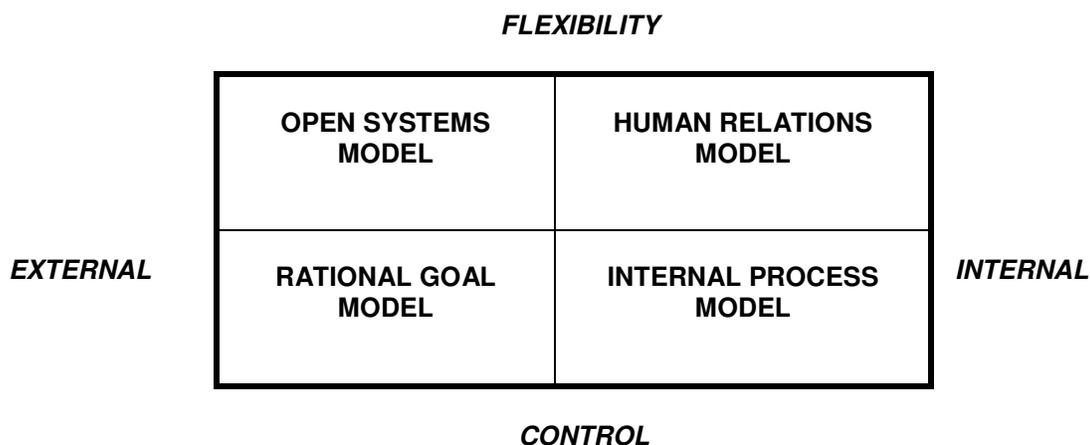
The proposed strategic context matrix (see Figure 2.3) combines the focus and source of strategic contingencies into four theoretical clusters. Resource dependency from external sources creates a *reactive* context amidst current global, regional and local issues. An external source of future possibilities presents *proactive* opportunities, favourably positioning the community's alignment with its environment. The internal source of current issues focuses on *reactive* strategies for resolving internal conflicts affecting human and sub-system harmony. An internal source of future opportunities requires *proactive* efforts to maximize organizational excellence.

Figure 2.3 - Strategic Context Matrix

FOCUS	SOURCE	
	INTERNAL	EXTERNAL
CURRENT	<i>REACTIVE ORGANIZATION CONTEXT</i>	<i>REACTIVE COMMUNITY CONTEXT</i>
FUTURE	<i>PROACTIVE ORGANIZATION CONTEXT</i>	<i>PROACTIVE COMMUNITY CONTEXT</i>

Leadership Styles Matrix

Situational leadership theory advocates that organizational success is dependent on suitable leadership approaches. The Competing Values Framework (CVF) provides for behavioural complexity (see Figure 2.4); the ability to assume different leadership competencies to suit the situation (Quinn, 1988; Denison et al, 1995). Its organizational dimension has an internal harmony and external adaptation focus, while its structural dimension differentiates a stability preference and need for flexibility.

Figure 2.4: Competing Values Framework

The leadership styles matrix (see Figure 2.5) combines the CVF dimensions with the transformational/transactional leadership dichotomy, establishing four leadership styles. Internal matters requiring *control* benefit from the *task*-focused style of the *Director* and *Producer*. *Mentor* and *Manager* are *people*-focused with *flexibility* to achieve internal harmony. External matters requiring *control* favour *task*-focused competencies of the *Entrepreneur* and *Builder* for result-focused service delivery. *Visionary* and *Facilitator* roles are *people*-focused styles for external situations requiring *flexibility* to achieve a shared community vision.

Figure 2.5 – Leadership Styles Matrix

STRUCTURAL DIMENSION	ORGANIZATIONAL EFFECTIVENESS FOCUS	
	INTERNAL	EXTERNAL
CONTROL	INTERNAL-TASK-CENTRED STYLE <i>Director</i> <i>Producer</i>	EXTERNAL-TASK-CENTRED STYLE <i>Entrepreneur</i> <i>Builder</i>
FLEXIBILITY	INTERNAL-PEOPLE-CENTRED STYLE <i>Mentor</i> <i>Manager</i>	EXTERNAL-PEOPLE-CENTRED STYLE <i>Facilitator</i> <i>Visionary</i>

Situational Leadership (Study) Construct

The strategic context and leadership style matrices combine to create the study's conceptual construct (see Figure 2.6). The situational component uses CAO perspectives toward strategic contingencies summarized as *reactive* or *proactive-centred organization* or *community-oriented* scenarios. A strategic contingencies questionnaire is developed to solicit CAO strategic perspectives of their prevailing strategic context.

The leadership component is based on CAO leadership preferences toward a number of leadership competencies categorized as *task* or *people-focused* leadership styles. A leadership competencies questionnaire is developed to obtain CAO leadership preferences for their leadership approach. The focus of the study is to examine the impact of the strategic context on CAO leadership approaches using the contemporary theories in the form of the strategic context and leadership style matrices.

The CAO's perceptions may be influenced by personal demographics such as *Age, Gender, CAO Experience, Employment Background* and level of *Education*. The CAO situational leadership might also be affected organizational characteristics:

- *Political Structures* – the CAO position operates in different regional or municipal forms of local government;
- *Community Population* – communities of different sizes may face different types of strategic contingencies;
- *Number of Staff* – human resource needs may vary according to how many employees there are;
- *Community Features* – the rural or urban (residential density) nature of a community may affect the type of issues facing a local government;

- *Number of Councillors*- the size of council may affect political activity and/or expectations that impact the role of the CAO;
- *Electoral System* – the ward or at-large method of electing council may affect political activity and/or expectations that impact the CAO role; and
- *Province/Territory* – the region of the country may produce different influences that impact a local government’s strategic context.

Figure 2.6 – Situational Leadership (Study) Construct



It is hypothesized that CAO strategic perspectives have a relationship to the leadership preferences of a CAO. Strategic perspectives revealed by their perceptions toward strategic contingencies depict how they see their strategic context in terms of four

strategic contexts. Leadership preferences in the form of eight leadership capacities that emerged from CAO perceived importance of leadership competencies describe their leadership approach. This strategic context-leadership approach dynamic is proposed as a cause and effect relationship whereby a strategic context tends to produce dominant leadership capacities.

The resulting situational leadership roles are depicted in the CAO Role Matrix (see Figure 2.7):

- Reactive Organization: *task*-focused leadership in the service delivery sphere of the administrative realm using *Director* and *Producer* leadership competencies to *control* internal efficiency as a *Technical Administrator*
- Proactive Organization: *people*-focused style in the administrative realm's systems coordination sphere providing flexibility for achieving internal excellence using *Mentor* and *Manager* as an *Administrative Manager*
- Reactive Community: *task*-focused leadership in the strategic direction sphere of the political realm to control community challenges using *Entrepreneur* and *Builder* competencies as a *Strategic Executive*
- Proactive Community: *people*-focused leadership in the policy sphere of the political realm to help council achieve its aims for the community using *Facilitator* and *Visionary* competencies as a *Collaborative Advisor*

A three-pronged theoretical framework guided the literature review resulting in the core functions, strategic context and leadership approach matrices. Together, they form the study's conceptual construct for examining the CAO leadership role. This situational

leadership construct, in turn guides the selection of variables and questionnaire design to solicit CAO insights to the CAO situational leadership phenomena.

The exploration of the CAO situational leadership phenomena begins with how a CAO selects the leadership approach that they feel fits the prevailing strategic context. Validating constructs and inquiry methods for revealing CAO strategic perspectives and leadership preferences is expected to provide a methodology to subsequently examine CAO role alignment with council expectations.

Figure 2.7 – CAO Role Matrix

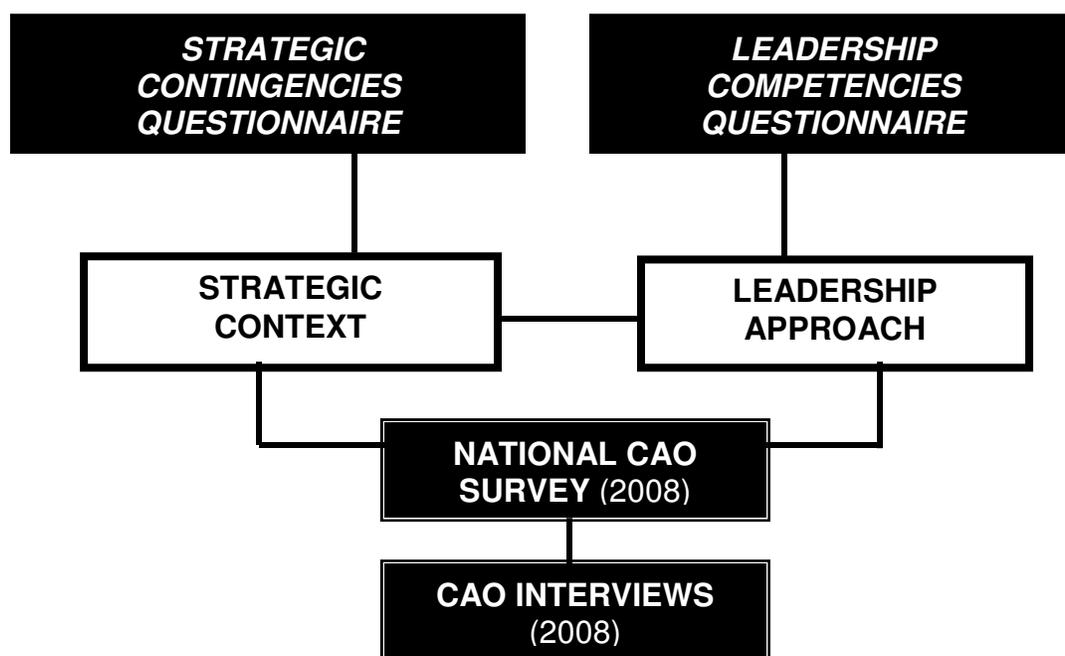
STRATEGIC CONTEXT/ SOURCE	ORGANIZATIONAL	COMMUNITY
REACTIVE Current-Focus & Control Required	TECHNICAL ADMINISTRATOR Task-centred in the Service Sphere for a Reactive Organization <i>Director and Producer</i>	STRATEGIC EXECUTIVE Task-centred in the Strategy Sphere for a Reactive Community <i>Entrepreneur and Builder</i>
PROACTIVE Future-Focus & Flexibility Required	ADMINISTRATIVE MANAGER People-centred in the Management Sphere for a Proactive Organization <i>Mentor and Manager</i>	COLLABORATIVE ADVISOR People-centred in the Policy Sphere for a Proactive Community <i>Facilitator and Visionary</i>

Chapter 3 Research Methodology

This chapter describes the methodology used in the study. The first of six sections describes the design of the research along with its parameters. The next two sections describe the quantitative and qualitative procedures. The development and testing of the survey instruments is covered in section three. Section four describes the features of the 2008 and 2000 survey populations. The next section outlines how the interviews were conducted and the data analysed.

This study involves four components (see Figure 3.1). The strategic contingencies questionnaire was developed to explore the strategic context. A leadership competencies questionnaire was created to examine CAO leadership approaches. These instruments were used in the national CAO survey ('2008 survey') to solicit CAO strategic perspectives and leadership preferences. CAO interviews were undertaken to gain insights to factors affecting CAO perceptions and the CAO leadership role.

Figure 3.1: Study Components



Research Design

Any researcher uses a particular thought process to establish a personal research paradigm (Kuhn, 1962). Ontological assumptions establish the reason that the research is being pursued as presented in Chapter 1. The epistemological underpinnings developed in Chapter 2 inform the research design and determine what information will be obtained by the researcher. The resulting conceptual constructs and theoretical framework guide the study's quantitative and qualitative methodologies outlined in this chapter.

The study's quantitative survey methods solicit CAO leadership preferences and strategic perspectives. Its positivist paradigm and realist ontology result in a deductive process for applying leadership theories to the real life of a CAO (Borg and Gall, 1983: 2). Empirical methods reduce the survey data into meaningful composite variables with the intent of achieving a high degree of statistical rigour that will represent reality as viewed through CAO perceptions.

The CAO interview uses a qualitative approach to better understand the CAO leadership role. This interpretive approach forsakes generalization by focusing on the element of discovery associated with the nominalist ontology and naturalistic epistemology (Miller & Fredericks, 1994: 5–7). Inductive reasoning guides the interpretation of data to arrive at meaningful insights from the interviews about the relationship of CAO leadership preferences in response to his or her perceptions of the local government strategic context.

Research Approach

Theoretical frameworks and conceptual constructs guide how the research design is informed by, and contributes to, an existing body of knowledge. They guide decisions

about collecting information, interpreting data and presenting findings (Miller & Fredericks, 1994: 1). In essence, they link the study's research design to its literature review (Chapter 2).

The theoretical framework integrates three theoretical perspectives. The contingency and situated action theories emerge from a review of organizational perspectives for describing the strategic context of a local government. The situational leadership theory captures the behavioural complexity associated with leadership approaches of the CAO.

Conceptual constructs reflect a mix of existing theories with intuitive ideas to develop a new proposition (Newman, 1979). This study's situational leadership construct (see Figure 3.2) links the contingency, situated action and situational leadership theories to propose a relationship among CAO strategic perspectives and leadership preferences. It attempts to articulate the broader notion of situational leadership that guides the research design to collect and analyze data from incumbent CAOs.

The contingency theory focuses on optimal effectiveness as organizational system adaptation to internal and external factors (Burns & Stalker, 1961; Lawrence & Lorsch, 1966; Fiedler, 1967; and Hersey & Blanchard, 1969). The prevailing strategic context therefore defines the situation that leaders need to adapt to (Chandler, 1962:15-16). This study operationalizes the strategic context as real time challenges facing local government (see Chapter 4) and codifies a strategic contingencies questionnaire's items as having a *current* or *future*-focus and an *organizational* or *community*-orientation. These classifications produce four hypothetical strategic contexts to characterize a

strategic context matrix: Proactive or Reactive Community and Proactive or Reactive Organization (see Chapter 2).

Figure 3.2: Situational Leadership (Study) Construct (repeated)



The situational leadership theory (Fiedler, 1964; Mouton & Blake, 1964) stresses leadership flexibility for various conditions. The leadership approach is defined as leadership capacities and competencies identified through a leadership modeling process (see Chapter 5). Four CAO roles are proposed in the leadership role matrix: Technical Administrator, Administrative Manager, Strategic Executive and Collaborative Advisor (see Chapter 2).

The situated action theory establishes the rationale for collecting perceptions from the incumbent CAOs (Suchman, 1987; and Lave, 1988). Decisions about which strategic contingencies must be managed are the product of how CAOs react to environmental conditions that affect CAO leadership preferences. The resulting conceptual construct requires the development of a multi-dimensional research design with several components, quantitative methods and qualitative techniques.

Whether or not his or her resulting leadership role is appropriate is not in question in this study since an examination of CAO leadership success would require consideration of each incumbent's council expectations. However, this critical aspect of CAO leadership success is considered throughout to achieve a methodology that would be suitable to solicit and compare both council and CAO perceptions that affect the CAO situational leadership phenomena.

Assumptions, Limitations and Delimitations

The study design uses different methodologies to reflect the CAO situational leadership phenomena as accurately as possible within the following assumptions. The methodology focuses on the perceptions of the CAO only to validate a construct and methodology. It is expected that it could be used in the future with elected officials to gain a more complete picture of the factors contributing to CAO leadership success.

The strategic contingency instrument's 45 strategic contingencies based on priority lists of 40 local governments reasonably reflect the contemporary local government strategic context in Canada (see Chapter 4). A four-factor structure is statistically valid for codifying local government issues contained in the strategic contingencies instrument based on a factor analysis of the 2000 survey data (see Chapter 5).

The leadership competency instrument's 24 leadership competencies based on the input of 127 senior local government managers reflects a solid foundation to examine leadership approaches of a CAO (see Chapter 6). The list nevertheless was not created by CAOs and must be validated as relevant to CAOs.

A sample of 300 respondents produces a sufficient degree of freedom for error (Tabachnick & Fidell, 2001: 329) and alpha of $p < .05$ (Bryant & Yarnold, 1995: 106) for analysis of variance and factor analysis procedures. The population is homogenous in terms of CAO role and any situational leadership differences result from variables other than position.

The dual measures of item importance and critical choice provide some a distinction between the respondent perceptions of *what should be* and their observations of *what is* actually important to their local government. This distinction is significant to determine if CAO aspirations toward the measured variables are different than what they observe.

Empirical analysis findings are based on satisfying key considerations for running both the factor analysis, MANOVA and regression equations on 'SPSS (Version 11.0) for Windows' (see Chapters 3, 4, 5 6, & 7 for specific details on study applications).

The results and findings of the study are subject to a number of limitations. The study attempts to determine if there is a relationship between the strategic context and CAO leadership approaches. It does not attempt to define what an appropriate relationship is since that would require the creation and validation of what a suitable fit is for the CAO in different situations.

The nature of the closed-ended questionnaires restricts the amount of information that could be obtained from the respondents. The study population of CAO's involves only those who could be contacted by way of their membership in a municipal administration association database.

The CAO interview participation was voluntary, thereby eliminating the potential examination of outliers. Likewise, an individual CAO's interview data was not correlated to his or her survey response to facilitate single case comparison of qualitative and quantitative data

The study's conclusions and implications are subject to some delimitations. The study focuses solely on the perceptions of the CAO to explore situational leadership rather than leadership success which would require the consideration of other factors, particularly the political expectations of the CAO's council.

The study is exploratory with a limited sample size and there is no intention to generalize the findings beyond the observed phenomena. The leadership competencies utilized are not intended to be a comprehensive representation of all leadership attributes of a CAO, but rather a representation of the scope of leadership capacities. The strategic contingency list does not reflect all the challenges facing a local government, but rather a representation of the key strategic contexts facing a local government in Canada.

Quantitative Methods

Various quantitative methodologies were used to develop the strategic contingencies and leadership competencies questionnaires and to conduct the survey components of the study. Frequencies, central tendencies, analysis of variance and multivariate statistical analyses derived meaning from and compared the national local

government leadership survey ('2000 survey') and the national CAO survey ('2008 survey'). Factor analyses was used to reveal a stable underlying structure for the items of both questionnaires that provided a means to economically examine the 2008 survey and interview data using the study's conceptual construct.

Descriptive Analysis

Descriptive statistics summarize the frequencies, measures of central tendency and variability of variables. The means for perception ratings provide a rank order of importance of strategic contingencies and leadership competencies. The resulting rank orders of these dependent variables enable a comparison of importance ratings between strategic perspectives and leadership preferences as well as among the independent variables - organizational characteristics and personal demographics. The frequencies of responses are employed to rank the critical choices in the 2008 survey and compare this list to the importance ratings. The frequencies of phrases and words are also used to analyse the content of the CAO interviews.

The variance among scores tells how close the smallest and largest observations are. It shows if one group is more in agreement than another for a dependent variable (Foster et al, 1998: 235). Standard deviations in the 2000 survey indicate *CAOs* had a smaller dispersion of scores or more agreement than *Elected Officials* for numerous strategic contingencies, even though some means were almost identical. However, the within-group analysis of variance does not enable us to compare the significance of differences between groups.

Variance and Multivariate Analysis

A basic analysis of variance application is to test for significance when comparing two or more group means. The *t*-test is used to determine if there are significant differences among CAO perceptions using various independent variables. It is based on the means and variability of the samples and produces a ratio of the difference between the sample means to the standard error of this difference (Smith, 1970: 76). Using a distribution of *t* table the probability of getting this *t* value by chance can be determined, thereby reducing Type 1 error of accepting that there is a difference when there is none.

Analysis of variance (ANOVA) involves the calculation and comparison of the mean square within groups and between groups for a dependent variable and produces an *f* value (Smith, 1970:120). The *f* value is the indicator of significance for differences that may emerge among the CAO perceptions using different independent variables (Tabachnick and Fidell, 2001: 50). However, there is a need to focus on which variables warrant closer examination to avoid procedural flaws associated with repeated ANOVAs (Foster et al, 1998: 17). A more efficient technique is required for examining complex data sets to narrow the focus for *t*-tests and ANOVA procedures.

Multiple Analysis of Variance (MANOVA) is used when there are multiple independent and/or dependent variables. It combines multiple independent variables by placing them in linear fashion to test the significance of main effect and interaction of these variables on a dependent variable (Tabachnick and Fidell, 2001: 347). Using the 2000 survey data, a null hypothesis stated for main effect of the independent variable - *Position* was that the strategic context vectors of means for the *Elected Officials* is equal to those for the *CAO*.

The resulting Wilks' Lambda (.969) for this comparison is significant but the eta-square $[(1.0 - .969) \times 100\%]$ specifies there is greater 'within' than 'between' variance indicating that the variance (3%) explained by the independent variable – *Position* is trivial (Cohen, 1977). Nevertheless, the *Elected Officials* and *CAO* groupings have unequal vector means so the null hypothesis is rejected ($p = .000$) because the large population size enables the detection of small but significant differences. The above result is as good as can be expected for this data with its low variance and it is nevertheless meaningful for social research purposes (Weinfurt, 1995: 249). MANOVA tests reveal which variables should be examined further, but the relative casual relationship is unknown until the linear relationship is examined.

The general linear model theory proposes that there is a linear relationship between a dependent and independent variable (Tabachnick and Fidell, 2001: 902). Multiple regression analysis assesses the relative importance of a number of independent variables to predict a dependent variable outcome in terms of a correlation coefficient from -1.0 to + 1.0 (Borg and Gall, 1983:369). The assessment of the correlation of residuals between the actual y and predicted \hat{y} determines a best fit for the equation (Howell, 2000: 180).

In the 2000 survey, the relative importance of independent variables *Position*, *Gender* and *Education* is substantiated for numerous strategic contingencies with significant but weak values compared to the other independent variables. The standard regression equation for the strategic contingency *Dealing with provincial and federal downloading* reflects a weak negative predictor relationship with low R values and an R squared value indicating only 4% of the variance in the dependent variable is explained. This micro-level of analysis produces useful insights but little overall predictive meaning

even with exhaustive item-by-item procedures. Composite variables derived through factor analysis are required to reduce the strategic contingencies into statistically valid clusters – strategic contexts for more economical analysis.

Factor Analyses

Factor analysis is a multivariate technique for explaining data that can be more economically and coherently explained with fewer latent variables than the number of manifest variables. Exploratory factor analysis (EFA) is used to identify a preferred factor solution for the strategic contingencies and leadership competencies questionnaires. Confirmatory factor analysis (CFA) is used to verify stable factor structures for the strategic contingencies questionnaire.

The following assumptions were satisfied, and key considerations were employed, for running various factor analysis procedures on the Statistical Package for Social Science (SPSS) program for Windows (Versions 11.0 and 16.0) using the 2000 and 2008 survey data.

- The composition of the interval data matrix is satisfactory and emerging factors are from a single data source (Tinsley & Tinsley, 1987: 415).
- All sample populations used are over 400 people which are very good for factor analysis (Gomery & Lee, 1992: 200) providing large degrees of freedom that reduce standard errors of the correlations to negligible proportions (Gorsuch, 1983: 332).
- The subject to variable (STV) ratio in all sample populations exceeds the minimum 5/1 ratio to ensure a suitable reliability criterion ($p = .05$) required for multivariate analysis (Bryant & Yarnold, 1995: 100).

- The overall importance ratings from *slightly* to *extremely important* in both the 2000 and 2008 surveys indicate a low level of variance that constrains correlations for factor loadings (Kline, 1994: 4 & 5). The exploratory factor analyses use all the 2000 survey data from its heterogeneous population to maximize the potential variance.
- Multicollinearity is not signalled by a tight ellipse around a broad distribution of randomly selected variables in scatter plots for both surveys (Brightman, 1986: 263).
- The multivariate normality condition is not violated (Bartholomew & Knott, 1999: 30). Histograms for randomly selected variables are only slightly negatively skewed, so linear combinations of variables are considered normally distributed, limiting any distortion of goodness of fit (Tabachnick & Fidell, 2001: 117).
- Clusters of outliers are not detected through histograms and individual outliers would be insignificant because of the large population (Tabachnick & Fidell, 2001: 117).
- The Kaiser-Meyer-Olkin (KMO) scores are greater than $p=.05$ required for factor analysis (Bryant & Yarnold, 1995: 106).
- It has become common practice to treat Likert scales as being interval data suitable for factor analysis (Kline, 1994: 126)

Exploratory Factor Analysis (EFA) reduces a set of observed variables to a smaller number of latent factors that best fit the data without the influence of any prior theories.

EFA is based on the use of paired item correlation tests in a correlation matrix that

produces communalities for each bivariate correlation (Tinsley and Tinsley, 1987: 416). A simple underlying structure is desired whereby variables load either near 1 or near 0 on an eigenvector (Bryant & Yarnold, 1995: 133). EFA reveals four factors clusters for the strategic contingencies questionnaire's use in the 2000 and 2008 surveys. It also identifies eight factors in the leadership competencies questionnaire in the 2008 survey.

The principal-components analysis (PCA) was used for EFA to reduce the variables into smaller components that reflect total common and unique variance (Tinsley & Tinsley, 1987: 416). Kaiser's criterion was applied prior to rotation so only factors with eigenvalues greater 1.0 were retained, with the sum of the squared factor loadings for each factor explaining more variance than one variable (Bryant & Yarnold, 1995: 103).

Orthogonal rotation forces factors to load highly on as few factors as possible to efficiently achieve a simple structure so that the factors are uncorrelated (Goddard & Kirby, 1976: 26). The Varimax procedure was used with PCA because it produces a solution comparable to the oblique rotation procedure, avoiding the need to make an *a priori* assumption about the degree of correlation among the factors (Kline, 1999: 67).

In factor analysis, a higher the percentage of total variance is desirable, but the researcher is also guided by the interpretive meaning of the emerging factors. To avoid researcher bias the researcher recruited 10 ten CAOs to review and provide comment on various products throughout the study. Three labels for each factor were offered and the concurrence of six of 10 CAOs on their first or second choice for a label was used to capture the essence of each factor. The resulting factors were compared to the conceptual groupings proposed in the strategic context and leadership approach matrices presented in Chapter 2.

Confirmatory factor analysis (CFA) determines the reliability and stability of a factor solution (Tinsley & Tinsley, 1995: 417). Principal Axis Factoring (PAF) is preferred because it increases the factor loadings, permitting the retention of more variables to produce more robust factor structures (Bryman & Cramer, 1999: 281). Cattell (1978) has argued that for psychological phenomena it is likely that complex dimensions are correlated. Oblique rotation methods are therefore recommended to increase factor loadings that generate more robust factors (Kline, 1999: 37). CFA is used to test the reliability of the emerging factor structure in the 2000 survey and its subsequent stability in the 2008 survey.

The internal consistency of each factor or scale is measured using Cronbach's Alpha coefficient because it is suitable for a single test application (Ho Yu, 2005: 1). It represents the average correlation between all items on a scale. An adequate scale is signalled with .70 while .80 indicates a good scale (Nunnally & Bernstein, 1994). Independent scales exist if inter-scale correlations are lower than intra-scale reliabilities (McDonald, 1985: 219).

Item-by-item analysis is exhaustive. The major aim of the study's factor analyses is to economically portray the numerous items contained in each instrument. Factor structures that are robust through repeated uses and consistent with a conceptual construct provide for the efficient comparative analysis among data sets.

Multi-group analysis can be used with a single data matrix to test a hypothesized factor structure (Bryant & Yarnold, 1995: 121). The *CAO* and *Elected Official* sub-populations in the 2000 survey present evidence of divergent variances for testing the instrument's stability in this manner. The strategic contingencies questionnaire's repeated

use in the 2008 survey provides another opportunity to test the four-factor structure's reliability and stability.

Qualitative Methods

This study uses qualitative methods for the initial development of the survey instruments through focus groups. It also uses an interpretivist approach to gain additional insights to the 2008 survey results through behavioural event interviews. Considerations for qualitative methods are derived from a different paradigm than for quantitative methods. The essence of qualitative research is that it uses words rather than numbers to examine phenomena. Nevertheless, qualitative methods are not entirely devoid of positivist attempts at objectivity through content analysis, just as quantitative methods are influenced by subjective influences in instrumental design (Eisner, 1991).

If the researcher cannot live or directly observe social phenomena, then he or she maximizes insights through the experiences of others, with underlying biases, experiences and all (Atkinson et al, 2003: 123; and Guba and Lincoln, 1988). Numbers cannot always reflect this type of experiential learning and knowledge. This is evidenced by the fact that many of the contemporary leadership books on bookshelves are not academic studies, but rather narratives and metaphors that convey knowledge about leadership.

Qualitative research is not just about epistemological assumptions that allow it to be organic. The researcher is the vehicle for obtaining information that is primarily descriptive and the data needs to be carefully collected and collated to reflect the informants' views. Information coherence is achieved through research design (Eisner, 1991) and verification of insights derived through multiple sources rather than validity

and reliability testing. Objectivity occurs in the data collection, not in the data source, since it is based on the perception that there is more than one reality in the phenomena being studied. These considerations shape this study's use of focus group, behavioural event interview and content analysis techniques that help to both shape and add value to the quantitative methods used.

Focus Groups

Focus groups were used to develop the study's leadership competency instrument (see Chapter 5). The use of structured focus groups is a convenient and deliberate strategy to collect information and actively involve the subjects in the creation of the outputs. It is economical and it has an action research quality that enables participants to be involved in the output and realize some personal learning (Cunningham, 1993: 3).

A number of workshops across Canada were sponsored by the Canadian Association of Municipal Administrators (CAMA) to develop a local government leadership framework. CAMA was interested to identify the requirements of effective managers to guide recruitment, training and performance evaluation practices in local government. The sessions also provided a leadership development opportunity for participants.

The focus group technique involves the development of group consensus which can be problematic. The process can be derailed by hidden agendas and dominant interests as well as a range of other human behaviours (Duffield, 2001). The focus group session must be well organized and facilitated with a framework and defined process to avoid its potential pitfalls.

The Competing Values Framework (CVF) with its eight leader roles was used as the starting point for developing a local government leadership model (Quinn et al, 1996). The CVF (see Chapter 2) was provided by the researcher to initiate the development of the local government leadership model at the first workshop. The participants then customized the resulting workshop output. The CVF provided parameters to ensure the group process produced the expected end product. It also enabled the resulting leadership model to be interpreted using a validated theoretical construct.

Focus groups are social processes and efforts should be undertaken to validate outputs (Kitzinger, 1995). In the leadership modeling process, a workshop group was divided into eight teams that identified 10 competencies for an assigned CVF leadership capacity. A three-step reduction of competencies through participant voting provided some assurance that the resulting outputs were a collective result of individual thinking rather than group think or dominant individuals. The researcher also combined the results of five workshops to avoid the potential bias of any one group in producing the local government leadership model.

The workshop design also provided the researcher with direct insights to leadership dilemmas facing local government managers, the need for a local government leadership model, and participant leadership learning needs. This type of information would be harder to generate through closed-ended questionnaires and more time consuming through one-on-one interviews (Lucia & Lepsinger, 1999: 52). More importantly, it gave the researcher a richer context to interpret subsequent survey results and derive meaning that is relevant to the subject population.

Behavioural Event Interviews

The behavioural event interview (BEI) is participant-centred, using open-ended questions whereby individuals provide anecdotal information about factors that they perceived to be critical to the outcome of an incident (Flanagan, 1954; and Fivars, 1980). It is flexible enough to respond to the depth required to cover the subject's insights to a particular open-ended question (Boyatzis, 1982.b: 50). The disadvantage is that it takes considerable time and resources because it requires a large enough volume of participants to detect significant themes and achieve a dependable picture of the phenomena (Mansfield, 2000: 20).

BEI is based on real time recall rather than prompted responses to obtain leadership preferences beyond those generated by closed questions. It is free from external sources of potential respondent bias because it is not contained by prescribed frameworks or words (McClelland, 1976). Pitfalls relate to participants' inaccurate recall of events because they have forgotten facts or wish to impress the researcher. (Atkinson et al, 2003: 123). The BEI also tends to generate heroic or positive behaviours associated with unique critical incidents and ignore the more basic day-to-day requirements of leaders (Spencer & Spencer, 1999: 98).

The researcher used a cross section of CAOs reflecting the study's scope of personal demographics and organizational characteristics. The interview format solicited four different types of incidents - *current* and *future-focused organizational* and *community-oriented* - to get at the true nature of a CAO's role rather than one memorable (or heroic) leadership moment. Both leadership strengths and weaknesses were solicited to get a balanced view of the CAO's leadership perceptions. Various non-CAO

viewpoints were also solicited to get an accurate picture of the CAO leadership phenomena (Mansfield, 2004: 11). These sampling efforts to access the true meaning of the phenomena must also be accompanied by the researcher's attention toward accurate interpretation of interview data.

Interview Content Analysis

To conduct a content analysis for the CAO interviews, the transcript text is broken down into manageable units such as words or phrases, and then examined using a conceptual or relational clustering technique (Stemler, 2001: 17). The study's local government leadership model was used to codify interview content because of its compatibility with the CVF that allows results to be analyzed in terms of the study's leadership approach construct. The cited leadership challenges were also categorized to the four strategic contexts of the strategic context matrix to explore the relationship of strategic perspectives to the leadership preferences of CAOs.

When dealing with conceptual clustering, the categories are often established *a priori* to the analysis, based upon theory otherwise codification is messy and not easily interpreted. Some explanation validity problems nevertheless occur in qualitative research even with the most rigorous design because social phenomena are complex (Cook & Campbell, 1979: 38). For example, the leadership competency - *Sets priorities* - can be placed in the *PRODUCER* leadership cluster because it relates to performance targets, but one could argue for it to be in the *DIRECTOR* category because it's an element of strategic planning. Item codification should be explained in terms of a both applied relevance and theoretical construct to interpret results.

One of the assumptions often made in qualitative research content analysis is that words mentioned most often are those that reflect the greatest concern or importance (Stemler, 2001: 17). The researcher must determine if he or she is looking for the existence or the frequency of the item. Knowing that *Politically astute* appeared five times compared to 50 appearances of *Develop partnerships* may lead a researcher to interpret that the respondent gives more importance to that item. This study looks for distinct leadership attributes in addition to frequently cited competencies.

Study Components

The instrument design and sampling methods are presented for the developing the strategic contingencies and leadership competencies questionnaires and their use in the 2000 and 2008 surveys. The interview format and sampling procedure is also provided for the CAO interviews.

Strategic Contingencies Questionnaire (& 2000 Survey)

Development of the strategic contingencies questionnaire (Appendix 3.1.a) is described along with the sampling procedure used in the 2000 local government leadership survey.

Sixty items were extracted by the researcher from top ten strategic issue lists produced by 40 Canadian local governments during 1998 and 1999. Forty-five of these strategic contingencies were selected based on a review by a ten-member panel of local government managers who noted item duplication and provided suggestions for content clarity. An instrument was designed to solicit the respondents' importance ratings using a 5-point Likert scale. It also provided an opportunity to select four critical choices related

to what the organization was actually focusing on. A dual ranking differentiates between CAO perceptions of *what should be* important and observations of *what is* actually receiving organizational attention. Respondents were also asked to provide personal and organizational information.

The strategic contingencies questionnaire was distributed through 38 municipal associations in every territory and province throughout Canada. Respondents sent their submissions by mail, fax or email to the host association or directly to the researcher. The 1,941 respondents reflect a cross section of elected officials and various staff levels in Canada responding between November, 1999 and January 2000. The sub-populations used in this study are CAO (616 respondents) and *Elected Officials* (656).

Leadership Competencies Questionnaire

An overview of workshop participants and the design process is presented for the development of the leadership competencies questionnaire (Appendix 3.1.b).

The local government leadership model and subsequent leadership competencies questionnaire was developed through a series of five workshops involving 127 local government managers throughout Canada. The researcher, through the Canadian Association of Municipal Administrators (CAMA), conducted leadership workshops between March 1999 and January 2000 in Victoria, British Columbia (40 participants), Summerside, Prince Edward Island (24), Winnipeg, Manitoba (38), Kingston, Ontario (37) and Edmonton, Alberta (42). Participants reflected a broad range of managerial roles at all levels in the government setting.

The first competency modeling workshop produced 165 competency cards for the eight Competing Values Framework (CVF) leadership roles. These cards were shuffled

and sorted by participants according to item affinities on a wall chart. The resulting clusters became the eight leadership capacities of the local government leadership model. The subsequent iterative process involved each workshop group refining the work of the previous workshop to add new or delete similar items, clarify content, and reassign leadership competencies.

The consolidation of results from all workshops establishes the local government leadership (LGL) model with 24 leadership competencies categorized into eight leadership capacities. The eight leadership capacities are similar to the CVF leadership roles enabling a theoretical examination of results using the LGL model. Twenty-four items were selected to provide some for each leadership capacity while avoiding a list that would be too cumbersome in a questionnaire format (Mansfield, 2009: 29). The items were placed on a 5-point Likert scale with an opportunity to select two critical choices for each leadership capacity in a leadership competencies questionnaire which was combined with the strategic contingencies questionnaire for the 2008 national survey of CAOs.

National CAO Survey (2008)

The leadership competencies and strategic contingencies questionnaire formats are described along with survey distribution techniques. This survey provides a comprehensive data set to examine CAO perceptions based on different personal demographics and organizational characteristics to examine the strategic context-leadership approach linkage. The data set is also used to assess whether the prescribed factors from the 2000 survey use of the strategic contingencies questionnaire remain

stable and reliable as a useful latent structure associated with the leadership competencies questionnaire.

The study's strategic contingencies questionnaire (see Appendix 3.1.a) is comprised of 45 strategic contingencies. An emerging factor structure through its use in the 2000 survey parallels the four strategic contexts of the study's strategic context matrix. The instrument solicits the respondents' importance ratings and critical choices to differentiate perceptions of *what should be* important and *what is* actually important.

The study's leadership competencies questionnaire (see Appendix 3.1.b) is comprised of 48 leadership competencies within eight leadership capacity groupings. It also uses a 5-point Likert scale for rating importance. Respondents were asked to select two competencies within each leadership capacity that were critical for the CAO role.

Respondents were also asked to provide personal data- *Gender, Age, Education, Work Experience, and CAO Experience* as well as organizational – *Political Structure, Community Population, Province or Territory, Community Type, Number of Staff, Number of Councillors and Electoral System*. These independent variables were selected as major factors potentially impacting the CAO's perceptions based the researcher's conclusions derived from a review of literature (see Chapter 2).

The survey instruments were approved by the Human Research Ethics Board, University of Victoria. The following 16 organizations agreed to a request (Appendix 3.2) to electronically distribute the survey notice and reminder (Appendix 3.3) to their CAO members: Association of Yukon Communities, Local Government Management Association of British Columbia, Society of Local Government Managers of Alberta, Local Government Administrators Association of Alberta, Association of Municipal

Administrators of the North West Territories, Urban Municipal Administrators Association of Saskatchewan, Rural Municipal Administrators Association of Saskatchewan, Manitoba Municipal Administrators Association, Ontario Municipal Administrators Association, Association des Directeurs Généraux des Municipalités du Québec, Nunavut Association of Municipal Administrators, Association of Municipal Administrators of New Brunswick, Association of Municipal Administrators of Nova Scotia, Association of Municipal Administrators of Prince Edward Island and Newfoundland & Labrador Association of Municipal Administrators.

Respondents answered the English or French web-based survey between February 1 and March 31, 2008 and 464 completed submissions were used in the data analysis. They were prompted to complete the each entry to ensure a complete submission and asked if they would participate in a follow-up interview.

Confirmatory factor analysis (CFA) using Principal Axis Factoring (PAF) and oblique rotation was used to determine the reliability and stability of the factor solution for the strategic contingencies questionnaire. The previously cited assumptions were satisfied for running PAF on the Statistical Package for Social Science (SPSS) program for Windows (Version 16.0). The internal consistency of each factor is measured using Cronbach's Alpha coefficient.

The 2008 survey data is also used to assess whether there is a robust latent structure for the 48 items of the leadership competencies questionnaire. The exploratory factor analysis procedure requires the same conditions previously cited for the confirmatory factor analysis of the strategic contingencies questionnaire data. The emerging best factor solution is evaluated against the study's hypothesized leadership approach construct.

MANOVA tests the null hypothesis that there are no significant differences ($p < .05$) between for the vectors of means of the strategic contexts or leadership capacities within and between the personal demographics and organizational characteristics. Multiple regression analysis was used to assess the relationship of these independent variables to predict or explain CAO strategic perspectives or leadership preferences. ANOVA, MANOVA and t -tests were conducted for significant variable differences revealed during the regression analysis.

This study attempts to determine the relationship between CAO's strategic perspectives and leadership preferences. Analysis by single leadership competencies and strategic contingencies is exhaustive, so the emerging leadership capacities and strategic contexts are used to examine the relationship of CAO strategic perspectives and leadership preferences.

The use of each strategic context or leadership capacity for multivariate analysis involves procedures to create factor scales. A factor scale summarizes the measures in one summated index representing the essence of the associated strategic contingencies or leadership competencies (<http://essedunet.nsd.uib.no/cms/glossary>). Since the factor loadings are not equal in this study, it is not appropriate to simply sum up the variables to a construct a factor scale (Harman, 1967: 353: and Kim & Mueller, 1978: 64).

The SPSS factor procedure produces a factor score coefficient matrix that contains the regression coefficients used to compute scores for each case (<http://faculty.chass.ncsu.edu/garson/PA765/factor.htm>). A factor score coefficient represents the weight by which items are multiplied to obtain factor scores (Rummel, 1967: 448). Each variable is weighted according to its contribution to the factor. The sum

of these weights multiplied by the raw case data for each variable produces a factor score. For each factor, SPSS produces a second factor score (FAC_1) as a by-product for the corresponding factor (factor 1) that can be saved and use as dependent or independent variables in regression analysis (Childs, 1973: 197).

The ultimate aim in the instrument testing portion of the study was to enable multivariate analyses to examine the relationship between strategic contexts and leadership capacities. The empirically derived factors are deemed compatible with the theoretical development of the study's leadership approach and strategic context matrices. Using the study's situational leadership construct, it can be determined whether the CAO's strategic perspectives affect his or her leadership preferences.

CAO Survey Population (2008)

Organizational characteristics tell us what may influence the strategic context while personal demographics provide insights to how it is viewed. Revealing connections among and between these independent variables is essential to understand strategic perspectives.

Organizational Characteristics

The organizations represented primarily reflect small municipalities (see Table 3.1). 88% of respondents come from municipal forms of government. 76% are from communities under 10,000. 51% have fewer than 20 staff and 88% have five to 10 elected officials. 66% have at-large versus ward electoral systems. 58% operate with non-partisan politics whereby elected officials are not affiliated with a political group and run as independent individuals.

Table 3.1: 2008 Survey - Organizational Characteristics

Variable	Responses			
<i>Structure</i>	Regional (12%)		Municipal (88%)	
<i>Population</i>	< 3,000 (54%)	3 to 10,000 (22%)	10 to 50,000 (17%)	> 50,000 (7%)
<i>Region</i>	BC (16%) ON (15%) YK (2%)	AB (16%) NB (3%) PQ (1%)	SK: (20%) PEI (2%) NS (3%)	NT & NWT (2%) NF (4%) MB (16%)
<i>Features</i>	Urban (38%)	Urban/Rural (18%)	Rural (23%)	Rural/Urban (21%)
<i>Staff</i>	Under 20 (51%)	20 to 100 (29%)	100 - 500 (12%)	Over 500 (8%)
<i>Council</i>	Less than 5 (4%)	5 to 10 (88%)	11 to 20 (5%)	Over 20 (3%)
<i>Electoral System</i>	Non Partisan (58%) At large (66%)	Partisan (42%) Wards (34%)		

Some organizational characteristics were recoded as binary variables (see Table 3.2) to meet cell size requirements for multivariate analyses (Bryant & Yarnold, 1995:100). The provinces are also recoded as West Coast (BC & YK) – 15.7%; Alberta (AB & NWT) – 16.6%; Saskatchewan (SK) – 19.6%; Manitoba (MB & NT) – 16.3%, Central Canada (ON & QC) - 15.7%; and Atlantic Canada (NB, NS, PEI & NF).

Table 3.2: 2008 Survey - Recoded Organizational Characteristics

Variable	Binary Responses	
<i>Population</i>	Under 3,000 (54%)	Over 3,000 (46%)
<i>Features</i>	Urban (56%)	Rural (44%)
<i>Staff</i>	Under 20 (51%)	Over 20 (49%)
<i>Council Size</i>	Under 10 (92%)	Over 10 (8%)
<i>Electoral System</i>	Non-partisan (58%) At large (66%)	Partisan (42%) Ward (34%)

The organizational characteristics correlation matrix (see Table 3.3) indicates that *Community Population* is a precursor to the *Number of Staff* (.831, $p < 0.01$) and *Number of Councillors* (.445, $p < 0.01$). 88% of communities under 3,000 have fewer than 20 staff while 91% of larger populated communities have over 20 staff. 99% of smaller communities less than 10 councillors and 83% of larger communities have more than 10.

Smaller communities are less likely to have a ward electoral system (-.355, $p < 0.01$) with 78% of larger communities having wards systems while 77% of small communities have at-large elections. Most (99%) small communities have a municipal form of government but larger communities do not necessarily (-.393, $p < 0.01$) have a regional governance structure (24%). 66% of larger communities are urban (-.300, $p < 0.01$) while smaller communities reflect both urban (53%) and rural features (47%). The Ontario sub-population has 86% representation of larger communities over 50,000 while the rest of the regions have over 60% response from smaller communities under 3,000 (.147, $p < 0.01$).

Table 3.3: 2008 Survey - Organizational Characteristics Correlation Matrix

	Staff	Features	Population	Region	Features	Electoral	Council
<i>Number of Staff</i>	1						
<i>Features</i>	-.319**	1					
<i>Population</i>	.831**	-.393**	1				
<i>Region</i>	-.126**	.147**	-.061	1			
<i>Structure</i>	-.087	-.300**	.026	.126**	1		
<i>Electoral System</i>	.225**	-.355**	.259**	-.035	.381**	1	
<i>Council Size</i>	.445**	-.315**	.435**	-.021	.027	.161**	1

** = $p < 0.00$ & * = $p < 0.05$

Personal Demographics

The sample population is a well-educated, older and experienced group of CAOs (see Table 3.4). 52% are between the ages of 44 to 55. 54% have a diploma or higher level of education. 49% have over 10 years CAO experience. 39% have a work background only in local government. 56% are male and 44% female.

Table 3.4: 2008 Survey - Personal Demographics

Variable	Responses			
<i>Gender</i>	Male (56 %)	Female (44 %)		
<i>Age</i>	Under 31 (4 %)	32 to 43 (21 %)	44 to 55 (52 %)	Over 55 (23 %)
<i>Education</i>	High School (3%)	Diploma (54%)	Undergrad (21%)	Graduate (22%)
<i>Background</i>	Local government (39%)	Public (8%)	Private (16)	All sectors (37%)
<i>CAO</i>	Under 2 (16%)	2 to 5 (18%)	5 to 10 (17%)	Over 10 (49%)

Some personal feature sub-populations are too small for multivariate analysis and are recoded as binary variables for preliminary exploration purposes (see Table 3.5).

Table 3.5: 2008 Survey - Recoded Personal Demographics

Variable	Binary Responses	
<i>Gender</i>	Male (56%)	Female (44%)
<i>Age</i>	Under 43 (25%)	Over 44 (75%)
<i>Education</i>	Non-University (56%)	University (44%)
<i>Experience</i>	Local Government (39%)	Various Sectors (61%)
<i>CAO</i>	Under 10 (51%)	Over 10 (49%)

The personal demographics correlation matrix (see Table 3.6) indicates that *CAO Experience* increases with *Age* (.469, $p < 0.01$). Seventy-five percent of the respondents are over the age of 44 and 92% of this age cohort has more than 10 years CAO experience. Female respondents tend to be slightly younger (-.185, $p < 0.01$) with less formal *Education* (-.312, $p < 0.01$) and *CAO Experience* (-.128, $p < 0.01$) than males. The overall male population is older (80% over 44 years) than the female sample (70% over 44) with men having a little more experience (60% over 10 years) than the women respondents (50%). 59% of males and only 23% of females have a university education. 56% of males have been a CAO for more than 10 years CAO experience while only 33% of females have the same experience.

Table 3.6: 2008 Survey - Personal Demographics Correlation Matrix

	Gender	Age	Education	Background	CAO
<i>Gender</i>	1				
<i>Age</i>	-.185**	1			
<i>Education</i>	-.312**	.104*	1		
<i>Work Background</i>	.083	.104*	.091	1	
<i>CAO Experience</i>	-.128**	.469**	-.051	-.113*	1

** = $p < 0.01$ & * = $p < 0.05$

The personal features cross-tabulated with organizational characteristics (see Table 3.7) indicate *Community Population* is closely linked to *Gender* (-.482, $p < 0.01$), *Age* (.283, $p < 0.01$), *Education* (.348, $p < 0.01$) and *CAO Experience* (.193, $p < 0.01$). Female CAO respondents are more likely from smaller communities (63%) while 81% of male respondents come from populations over 10,000. Larger communities have fewer CAOs

under the age of 44 (18%) than smaller communities (62%). They have more CAOs with university level education (61%) compared to smaller jurisdictions (27%). Larger community CAO are likely to have more CAO experience (55% > 10 years) than their smaller community colleagues (43%).

Table 3.7: 2008 Survey - Personal Demographics X Organizational Characteristics

Variables	Gender	Age	Education	CAO
<i>Features</i>	.229**	-.081	-.050	-.125**
<i>Population</i>	-.482**	.283**	.348**	.193**
<i>Staff</i>	-.450**	.304**	.350**	.175**
<i>Province/Territory</i>	.106*	-.011	-.099*	.022
<i>Structure</i>	.039	-.086	.012	.079
<i>Electoral System</i>	-.218**	.045	.003	.145**
<i>Council Size</i>	-.245**	.189**	.203**	.119*

** = $p > 0.01$ & * = $p < 0.05$

Because *Community Population* is closely correlated to the *Number of Staff* the same correlation pattern occurs to a lesser degree for the *Number of Councillors*. The possible impact of interaction among of independent variables will be examined further to determine which personal demographic and organizational characteristic combinations are useful explanatory variables for possible difference in CAO perceptions.

2000 Survey Population Comparison

The 2000 survey had 616 CAO respondents. It occurred before this study and not all the 2008 survey organizational characteristic and personal demographic variables

were contained within it. Only the independent variables that were common are used for comparative purposes.

Organizational Characteristics

The organizations represented primarily reflect small municipalities (see Table 3.8). 84% of respondents come from municipal forms of government with urban versus rural features. 76% are from communities with populations under 10,000.

Table 3.8: 2000 Survey - Organizational Characteristics

Variable	Responses			
<i>Structure</i>	Regional (16%)		Municipal (84%)	
<i>Population</i>	< 3,000 (48%)	3 to 10,000 (28%)	10 to 50,000 (14%)	> 50,000 (10%)
<i>Region</i>	BC (16%) ON (10%) YK (1%)	AB (15%) NB (1%) PQ (13%)	SK: (14%) PEI (1%) NS (3%)	NT & NWT (0%) NF (5%) MB (21%)
<i>Features</i>	Urban (54%)	Urban/Rural (19%)	Rural (27%)	

Some organizational characteristic sub-populations were also recoded as binary variables to meet cell size requirements for running multivariate analysis (see Table 3.9) and to streamline the initial analysis of differences.

Table 3.9: 2000 Survey - Recoded Organizational Characteristics

Variable	Binary Responses	
<i>Population</i>	Under 3,000 (48%)	Over 3,000 (52%)
<i>Features</i>	Urban (56%)	Rural (44%)

Personal Demographics

The 2000 sample population is a well educated, older and very experienced group of CAOs (see Table 3.10). 85% are over 44 and 45% have a diploma level of education or higher. 79% have over 10 years CAO experience. 64% are male and 36% female. Some personal features are recoded as binary variables (see Table 3.11).

Table 3.10: 2000 Survey - Personal Demographics

Variable	Responses			
<i>Gender</i>	Male (64%)	Female (36%)		
<i>Age</i>	Under 31 (2%)	32 to 43 (13%)	44 to 55 (50%)	Over 55 (35%)
<i>Education</i>	High School (7%)	Diploma (41%)	Undergrad (15%)	Graduate (37%)
<i>CAO</i>	Under 2 (3%)	2 to 5 (4%)	5 to 10 (14%)	Over 10 (79%)

Table 3.11: 2000 Survey - Recoded Personal Demographics

Variable	Binary Responses	
<i>Gender</i>	Male (64%)	Female (36%)
<i>Age</i>	Under 43 (15%)	Over 44 (85%)
<i>Education</i>	Non-University (48%)	University (52%)
<i>CAO</i>	Under 10 (21%)	Over 10 (79%)

The 2000 and 2008 surveys are very similar (+ or – 5%) - municipalities (84 & 88%) with urban features (58 & 54%) and from communities under 10,000 (76 & 76%). The 2000 survey has no responses from Quebec due to a questionnaire distribution error.

The 2000 survey participants are older (85 vs. 75%) more experienced (79% vs. 49%) and educated (52 vs. 44%) with more male respondents (64 vs. 56%).

CAO Interviews

Open-ended interviews are used to complement the survey data by gaining a richer understanding for the CAO's cognitive process to prefer certain leadership approaches for various strategic contexts they are face.

Interview Format

The CAO interview format (See Appendix 3.4) involves four strategic contexts (*proactive and reactive organization or community*). Each scenario question sequence is designed to obtain a description of a strategic leadership challenge and then two leadership competencies that help, as well as two competency gaps that hinder them in achieving success. Subsequent interview questions relate to other elements of the study's conceptual constructs (see Chapter 2) - how they spend their time in the four local government functions, the nature of the prevailing political administrative relationship, indicators CAOs use to gauge leadership success and preferred situations for control and flexible leader requirements.

The Sample Population

The potential interviewees were respondents who volunteered through the 2008 CAO survey. The researcher selected people as they were available for in person interviews during his consultancy travels or phone calls to fulfill a sampling aim of more than 15 interviewees within each binary personal demographic and organizational

characteristic established for the survey analysis (see Table 3.12). The 100 CAO interviews (see Appendix 3.5) reasonably mirrors the 2008 survey population profile with higher percentage of interviewees who are older males with over 10 years of experience and a college or university level of education from urban municipalities with populations under 10,000.

Table 3.12: CAO Interview Sample Population

Variables	Interviewees	
<i>CAO Experience</i>	<10 years (30)	> 10 years (70)
<i>Background</i>	Non Local Government (18)	Local Government (82)
<i>Gender</i>	Male (76)	Female (24)
<i>Age</i>	< 44 (24)	> 44 (76)
<i>Education</i>	No University (22)	University (78)
<i>Structure</i>	Regional (23)	Municipal (77)
<i>Features</i>	Rural (18)	Urban (82)
<i>Population</i>	< 30,000 (80)	> 30,000 (20)
<i>Council</i>	< 10 (81)	> 10 (19)
<i>Staff</i>	< 100 (67)	> 100 (33)
<i>Electoral</i>	At Large (73)	Wards (27)

The views of others were also solicited to obtain different vantage points of the CAO leadership role. These respondents were classified as internal or external and political or non-political. A target of 20 non-CAO interviews was achieved (see Table 3.13).

Table 3.13: Non-CAO Interview Sample

Variables	Interviewees	
Source	Internal (10 people)	External (10 people)
Type	Political (10 people)	Non-political (10 people)

The interviews generally lasted 60 to 90 minutes. Most were conducted in the respondent's work office during the researcher's travels associated with his consultancy work. Others were conducted by telephone. Each participant received the interview questions a week before the interview. Most of the respondents were known to the researcher because of his CAO background and consultancy in local government throughout Canada.

Data Analysis

The contingencies and competencies mentioned for each leadership challenge were placed on a quadrant wall chart. The content was then compared to the items of the strategic contingencies and leadership competencies questionnaires. The competency frequencies were calculated to observe the affiliation of certain leadership competencies with specific strategic contexts or contingencies. Leadership anecdotes from the interviews are used to validate or explain observations and derived from the survey data analysis conclusions.

Summary – A Multi-Methodological Approach

This study takes a quantitative and qualitative approach to exploring the strategic context-leadership approach elements of the study's conceptual construct. It develops

instruments to solicit the strategic contingency perspectives and leadership competency preferences of CAOs. These two questionnaires were used in a 2008 national survey of CAOs in local government. As well, interviews were conducted with CAOs and others to further explore the notion of situational leadership for CAOs in local government.

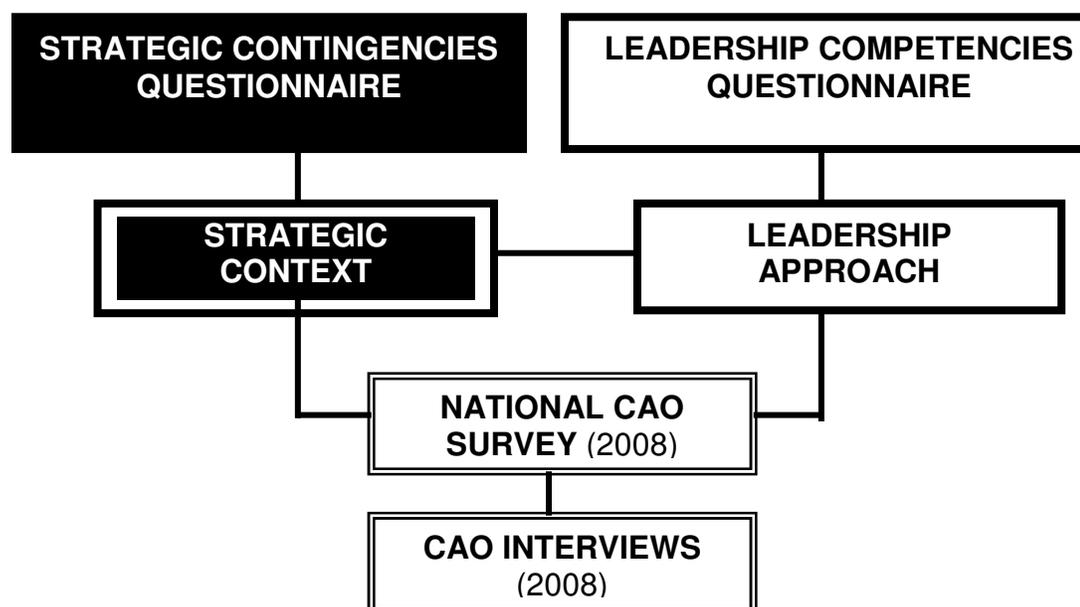
The surveys provided a data base to assess the utility of the instruments (Chapter 4 & 5). Multivariate and descriptive analyses are used to explore the strategic context of local government, leadership approaches and situational leadership (Chapter 6, 7 & 8). Together, the quantitative and qualitative approaches offer a means of triangulating the study's results (Chapter 9) to arrive at meaningful conclusions (Chapter 10) and suggestions for local government leadership practices and research (Chapter 11).

PART TWO - STUDY INSTRUMENTS

Chapter 4 Strategic Contingencies Questionnaire

This chapter describes the study's instrument to explore the situational aspect of CAO situational leadership – the strategic context (see Figure 4.1). The first of five sections builds a case for a conceptual strategic context matrix for local government. Section two outlines the process to identify current issues facing local government and establish the content for a strategic contingencies questionnaire used in a national survey of elected officials and managers in local government conducted in 2000 ('2000 survey'). Section three reports the factor analysis and reliability testing results for the 2000 survey. Section four confirms an underlying four-factor structure that reflects the proposed four strategic contexts of the strategic context matrix. The summary concludes that the four strategic contexts offer a stable typology for empirically and theoretically examining the strategic perspectives of CAOs in local government.

Figure 4.1: Study Components – Strategic Context



Strategic Context Matrix

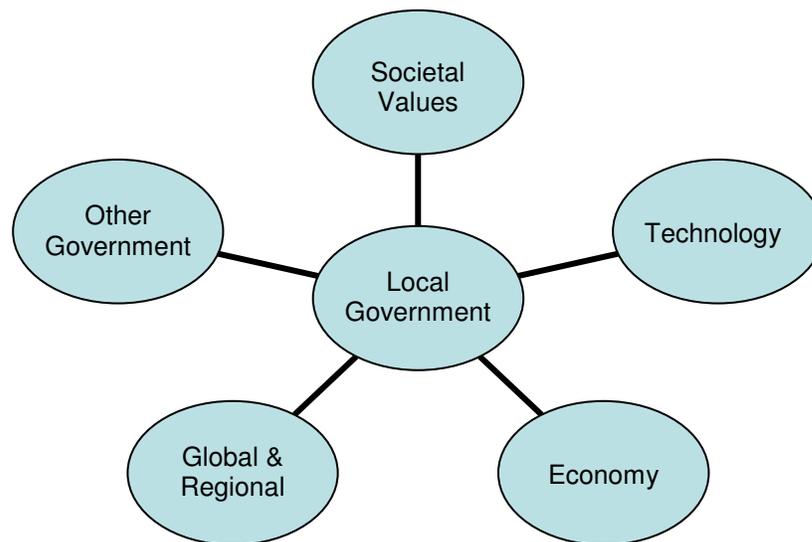
The number of internal and external influences facing a local government is enormous, so the CAO's leadership fit depends on his or her accurate interpretation of the organization's strategic needs (Milliken, 1987:135). However, official goal statements do not often accurately reflect reality (Etzioni, 1964). Further, generic environmental stability-instability and homogeneity-heterogeneity metaphors are too vague to apply to day-to-day realities (Aldrich, 1979). An exhaustive strategic issues list, meanwhile, does not portray the broader strategic context for economical interpretive or comparative purposes. A sound strategic context typology specific to local government strategic contingencies is required to understand how CAOs interpret and respond to the prevailing situation – strategic context.

The contingency theory (Perrow, 1972; and Thompson, 1967) stresses the need for organizational alignment with the environment. The environment can be examined in terms of specific external domains (Daft, 1989: 48 -51) that produce issues and opportunities for a local government (see Figure 4.2):

- Provincial and federal government regulations both enabling and limiting local government authority, scope of services and governance procedures,
- Technological changes such as knowledge and production advances impacting operational efficiency, decision making and public information efforts,
- Global and regional economic conditions affecting community prosperity, business competitiveness and employment opportunities,

- Societal values creating public expectations of local government's role, service needs and community vision, and
- Demographic conditions determining the current and future ethnicity, age and soci-economic features of the community and workplace.

Figure 4.2: External Environmental Domains

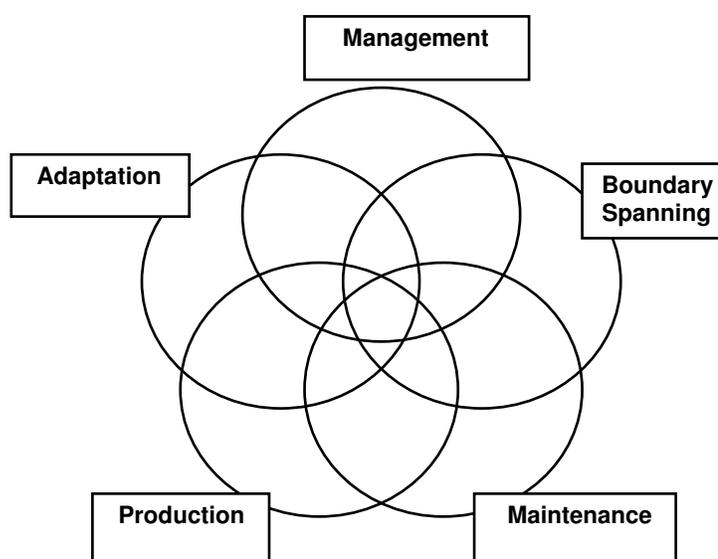


Organizational effectiveness requires congruence between the external environment and internal subsystems (Scott, 1981:25). These subsystems must be integrated for the organization (see Figure 4.3) to effectively deal with its environment (Kast & Rosenzweig, 1979: 114):

- Boundary-spanning processes such as public consultation and intergovernmental relations for interpreting and responding to changes in the environment,
- Production activities for delivering programs and services in an efficient manner that are valued by the community and service users,

- Maintenance of assets and systems for ensuring operational efficiency so that the local government offers value for money to its taxpayers,
- Adaptation processes such as performance evaluation and strategic planning that set strategic directions and deploy resources effectively, and
- Management systems such as policy-setting by elected officials and supervision by senior staff for coordinating and integrating the activities of all the subsystems.

Figure 4.3: Internal Sub-Systems



In addition to the content of strategic contingencies, the environment can be described along two dimensions: degree of change and complexity (Aldrich, 1979: 63-70). The degree of change comes from the speed and predictability of elements, while complexity refers to volume and diversity (Robbins & Stuart-Kotze, 1994: 86).

Numerous and heterogeneous elements produce a complex environment, while a simple

environment is homogeneous with few elements (Dess & Beard, 1984: 52). The uncertainty level determines the organizational need for environmental alignment.

External resource dependency requires reactive strategies to control current threats to organizational survival (Pfeffer & Salanick, 1978: 45; and J. Thompson, 1967: 147-49). The organization also attempts to shape its environment by proactively responding to influences that affect the future achievement of organizational goals (Easton, 1971:150; and Daft, 1989: 45). The significance of a *current* or *future*-focus lies in whether it interpreted via a *reactive* or *proactive* mindset (Kotter & Lawrence, 1974: Chap 4).

CAOs interpret the environment and employ varied leadership approaches for different situations (James Thompson, 1967:147-49). The significance of the strategic issues lies in how they are interpreted, not only one at a time, but in the overall strategic context. The strategic context matrix (see Figure 4.4) conceptualizes the *current* or *future*-focus of prevailing strategic contingencies that have an *organizational* or *community*-orientation into four strategic contexts dominated by a reactive or proactive type strategic context that influence the leadership approach of the CAO (Scott, 1981:135):

- **Reactive Organization** – *current*-focus and *organizational*-orientation has a simple effect because strategic contingencies are understood and controllable
- **Proactive Organization** – *future*-focus and *organizational*-orientation has a complex effect since consensus concerning preferred strategies is dynamic
- **Reactive Community** – *current*-focus and *community*-orientation has a simple effect because solutions for strategic contingencies are known

- **Proactive Community** – *future*-focus and *community*-orientation has a complex effect since stakeholder consensus is uncertain concerning a preferred vision

Figure 4.4: Strategic Context Matrix (repeated)

FOCUS	ORIENTATION	
	<i>Organizational</i>	<i>Community</i>
<i>Current</i>	REACTIVE ORGANIZATION	REACTIVE COMMUNITY
<i>Future</i>	PROACTIVE ORGANIZATION	PROACTIVE COMMUNITY

Instrument Development

To understand why a local government might be more *community* than *organization*-oriented or more *current* than *future*-focused, a strategic context inquiry must be based on relevant strategic contingencies. Sixty common topics were extracted by the researcher from the top ten strategic issue lists produced by 40 Canadian local governments during 1998 and 1999. Forty-five strategic contingencies were selected based on a review by the ten-member panel of CAOs set up by the researcher for the study who noted item duplication and provided suggestions for content clarity. The instrument was designed so respondents provided importance ratings and selected four critical choices among the strategic contingencies as well as personal and organizational information.

The strategic contingencies questionnaire was distributed through municipal associations in every territory and province. The 1,941 respondents reflect a cross section

of elected officials and various staff levels in Canada responding between November, 1999 and January 2000 ('2000 survey'). The *CAO* sub-population is 616 and the *Elected Official* is 656. The resulting ranked strategic contingency lists (see Appendix 4.1) are useful for understanding item-specificity, but less useful for examining the overall nature of the national survey data. An empirical structure is needed to simplify this complex set of data.

The correlation matrix for the survey data set indicates that most items have significant ($p < 0.01$ or 0.05) correlations (Pearson product-moment correlation coefficient) with each other, suggesting that there may be a number of underlying factors (Bryman & Cramer, 199: 273). Factor analysis provides a means of revealing these latent variables that reflect key relationships of the manifest variables (Flury, 1988: 5). A common factor structure provides an economical means of better understanding of CAO strategic perspectives measured by the strategic contingencies questionnaire.

The *CAO* and *Elected Official* populations present some importance rank differences (see Appendix 4.1). However, variances are difficult to capture through item lists, and an interpretable factor structure would improve efforts to compare strategic perspectives. Differences could be interpreted based on contemporary organizational theory if the emerging factors reflect the essence of the study's strategic context matrix.

Exploratory Factor Analysis

The assumptions outlined in Chapter 3 were satisfied for running factor analyses on the Statistical Package for Social Science (SPSS) program for Windows (Version 11.0). The 2000 survey's population ($N = 1,941$) as well as the *CAO* ($n = 616$) and *Elected Official* sub-populations ($n = 656$) are large enough ($n > 500$) for factor analysis (Gomery

& Lee, 1992: 200). The population STV ratio is 22/13 for *CAOs* and 14/5 for *Elected Officials* exceeding the minimum 5/1 ratio to ensure suitable reliability criterion ($p = .05$) required for multivariate analysis (Bryant & Yarnold, 1995: 100).

The 2000 survey data initially produced ten eigenvalues over 1.00, accounting for 55% of the variance through PCA with Kaiser's criterion applied prior to orthogonal rotation using the Varimax procedure (see Table 4.1). Factors 1 to 4 seem to focus on organizational matters, while factors 5 to 10 appear more closely to community challenges associated with the *organizational/community* duality of the strategic context construct.

Unrestricted and various factor solutions set at 4 to 10 factors consistently only produce four robust factors with four statistically significant (< 0.5) variable loadings (Hatcher, 1994: 73 Aron and Aron, 1994: 514; Hair et al, 1998: 111; Stevens, 2002: 395 and Norman and Steiner, 1994: 139). The scree plot (Cattell, 1966) indicates a sharp deviation after the first extracted variable, representing 27% of the variance. High item correlation signals restrictions for parsimonious representation of a large portion of the data set (Bryant and Yarnold, 1995: 122).

Table 4.1: 2000 Survey - Initial PCA Extraction (10 Factors)

Factor	% of Variance	Selection Criterion
1. Organizational Effectiveness	26.86	14 variables – 10 > 0.5
2. Good Decisions	4.79	5 variables – 4 > 0.5
3. Strategic Directions	3.87	3 variables – 2 > 0.5
4. Core Mandate	3.50	3 variables – 3 > 0.5
5. Community Development	3.42	6 variables – 5 > 0.5
6. Resource Capacity	3.14	4 variables – 3 > 0.5
7. Infrastructure	2.59	2 variables – 2 > 0.7
8. First Nation Relations	2.46	1 variable – 1 > 0.7
9. Community Planning	2.36	6 variables – 3 > 0.5
10. Inter-municipal Cooperation	<u>2.26</u>	2 variables – 2 > 0.6
	55.24%	

Code: **bold type** = good factors = 4 factors with variable factor loadings greater than. 0.5

A significant chi-square (3918, 816 *df*; $p = .000$) derived through the Maximum Likelihood Factor procedure (Harman, 1976) with Oblimin rotation indicates the four-factor structure does not represent the data very well (Kline, 1994: 96). This outcome is consistent with highly correlated variables and a large sample size (Bryant & Yarnold, 1995: 112). The goodness of fit is only a slightly improved for a six factor solution (2990, 735 df ; $p = .000$), so the four-factor solution is preferred because it is simpler and meaningful in terms of compatibility with the theoretically-based strategic context matrix.

The researcher was guided by the empirical results, factor-item coherency and the strategic context matrix to select the four-factor solution. It produces a robust structure with good factors and maximizes the number of variables used. It accounts for 39% of the total variance of the survey data. This constraint is offset by this robust factor structure's subscales of items that are conceptually meaningful as cohesive clusters.

The four factors are intuitively aligned with the four strategic contexts of the study's strategic context matrix (Figure 4.4). It is deemed the best solution to economically portray the 2000 survey data set if these latent factors provide statistical reliability and stability for repeated uses for 36 retained items.

Confirmatory Factor Analysis

Confirmatory factor analysis (CFA) was used to assess the stability of the prescribed four-factor solution from the EFA stage. Principal Axis Factor (PAF) extraction with oblique rotation using the Oblimin procedure was used to confirm and improve the preferred factor structure from the EFA stage (Bryant & Yarnold, 1995:121).

The variable pattern is consistent with the EFA four-factor solution representing 43% of the variance for the 36 retained items. The data set's highly interrelated variables prohibit the preferred factor structure's greater representation of the data set.

Each factor has at least four significant ($> .05$) or important variables ($> .04$) (Tinsley and Tinsley, 1987: 414). Cronbach's Alpha (Cronbach, 1951) for each of the four scales indicates at least an adequate ($> .70$) internal consistency (Ho Yu, 2005: 1). Three titles were generated for each factor and concurrence by six of the ten members CAO panel (see Chapter 3) verified four strategic factor labels (Kline, 1994: 113).

Organizational Effectiveness Factor

The *ORGANIZATIONAL EFFECTIVENESS (OE)* factor (see Table 4.2) represents 29.5 % of variance. It has 1 significant variables ($>.5$) with a good Cronbach's Alpha (.89). It captures the *current* need for internal system performance to maximize effectiveness within the *organization* though the following:

- Human Relations (5 items) such as leadership, training and work quality that focus on the people aspect of organizations (items 1.1 with 3,5,8 & 11)
- Organizational Processes (5 items) for organizing internal technology, communications and relationships (items 1.2 with 6,7,9 & 13)
- Resource Systems (3 items) that maximize organizational performance and access to resources (items 1.4 with 10 & 12)

Three of these variables also have important ($>.4$) loadings on Factor 4 - *ORGANIZATIONAL DIRECTION*. Organizational values, action plans and communication are also elements of strategic planning efforts dealing with both aspects of the future/current dimension in dealing with internal matters and overlap is inevitable.

Two of its variables also load on *COMMUNITY SERVICES*. Public perceptions and inter-municipal relations, albeit externally oriented, directly impact internal systems. The multiple significant loadings among more than one factor underscore that the empirical intercorrelations reflect the real life interconnectedness of strategic contingencies.

Table 4.2: 2000 Survey – Organizational Effectiveness Factor (1)

Strategic Contingencies	Factors			
	1	2	3	4
1.1 <i>Strengthening the core principles/values of leadership</i>	.620			.543
1.2 <i>Facilitating effective communication throughout the organization</i>	.624			.558
1.3 <i>Delivering effective employee development</i>	.672			.450
1.6 <i>Improving staff/council relations</i>	.643			
1.7 <i>Dealing with sensitive issues in a timely manner</i>	.566		.414	
1.8 <i>Balancing work and personal lives</i>	.619			
1.9 <i>Enhancing public perception and awareness</i>	.610		.440	
1.10 <i>Designing and implementing action plans</i>	.554			.527
1.11 <i>Enabling a positive work environment</i>	.738			.435
1.12 <i>Maximizing employee performance excellence</i>	.692			.499
1.13 <i>Maximizing use of technology and equipment</i>	.503			.453

Significant (>.5) or Important Variable (>.4)

The *ORGANIZATIONAL EFFECTIVENESS* factor is a general factor that represents the majority of variance reinforcing there is a uni-dimensional quality to the data set (Kline, 1995; 39). This feature also highlights that the data reduction method although quantitative is nevertheless subject to interpretation amidst competing notable factor loadings. Consequently, it is important for the researcher to declare the premise by which item assignment decisions have been made (Good & Hardin, 2003: 102). The criterion used by the researcher was to assign the item according to its highest factor loading.

Organizational Direction Factor

The *ORGANIZATIONAL DIRECTION (OD)* factor (see Table 4.3) represents 4.0% of variance having six significant and three important variables with a good Cronbach's Alpha (.817). It focuses on efforts to favourably position the *organization* for a desirable *future* through the following:

- Strategy (2 items) deal with change and determining organizational directions to achieve a shared vision (items 4.1 with 3, & 8)
- Doing the right things (3 items) in terms of determining community needs to set priorities and make organizational decisions (items 4.5 with 6 & 9)
- Doing things well (3 items) by clarifying organizational member roles and the service mandate (items 4.2 with 4 & 7)

Some strategic activities are also correlated to *OE* factor which also deals with internal matters. Two variables are also correlated to the *CS* factor. Organizational effectiveness is not only related to doing things well but also doing the right things requiring strategic decisions about community service needs.

Table 4.3: 2000 Survey – Organizational Direction Factor (4)

Strategic Contingencies	Factors			
	1	2	3	4
4.1 <i>Creating a vision regarding the future</i>				.488
4.2 <i>Clarifying roles and responsibilities</i>				.433
4.3 <i>Determining short to longer term directions</i>				.564
4.4 <i>Identifying core services of local government</i>				.520
4.5 <i>Determining community needs</i>			.463	.535
4.6 <i>Ensuring an effective decision making process</i>			.474	.636
4.7 <i>Evaluating service delivery and effectiveness</i>	.402			.676
4.8 <i>Facilitating processes to manage change</i>	.483			.687
4.9 <i>Establishing and sticking to priorities</i>	.460			.474

Significant (>.5) or Important Variable (>.4)

Community Services Factor

The *COMMUNITY SERVICES* factor (see Table 4.4) represents 4.4% of the variance, with five significant and two important variables with an adequate Cronbach's Alpha (.77). It reflects the need for the organization to respond to the *current* needs of the *community* through the following:

- Human Services (3 items) focus on citizen health, safety and public engagement to promote community well being (items 3.6 with 8 & 9)
- Planning (4 items) concerns about the balancing environment and growth for ensuring a sustainable community (items 3.3 with 4, 5, & 7)
- Partnerships (2 items) with other governments and organizations for securing access to scarce resources (items 3.1 with 2)

Three variables are also correlated with the *OE* factor. Community safety, healthy lifestyle and public involvement are societal values that apply equally to the community as whole or within the organization.

Table 4.4: 2000 Survey – Community Services Factor (3)

Strategic Contingencies	Factors			
	1	2	3	4
3.1 <i>Enhancing First Nations relations(& dealing with land claims)</i>				.424
3.2 <i>Promoting inter-municipal cooperation</i>				.434
3.3 <i>Responding to environmental issues</i>				.663
3.4 <i>Controlling growth and urban sprawl</i>				.491
3.5 <i>Managing natural resource use in a sustainable manner</i>				.598
3.6 <i>Dealing with increased community safety concerns</i>	.448			.535
3.7 <i>Ensuring the effective management of solid and liquid waste</i>				.549
3.8 <i>Facilitating healthy lifestyle opportunities</i>	.491			.503
3.9 <i>Obtaining public involvement in local government</i>	.435			.509

Significant (>.5) or Important Variable (>.4)

Community Development Factor

The *COMMUNITY DEVELOPMENT (CD) factor* (see Table 4.5) represents 5.5% of the variance. It has five significant variables and two important variables with an adequate Cronbach's Alpha (.77). It represents a *future-focus* to develop and think about ways to enhance *community* wellbeing through the following:

- Economic Development (4 items) for business opportunities that promote economic well-being and local government revenues (items 2.1 with 2, 3 & 6)
- Quality of Life (3 items) related to managing growth in a manner that fosters community spirit and cooperation (items 1.4 with 5 & 7)

Community pride and *Partnerships* are empirically linked to the *OE* factor. Both can be associated to the development of community capacity or the organization itself.

Table 4.5: 2000 Survey – Community Development Factor (2)

Strategic Contingencies	Factor			
	1	2	3	4
2.1 <i>Exploring creative revenue generating opportunities</i>		.422		
2.2 <i>Promoting new economic development opportunities</i>		.657		
2.3 <i>Creating tourist destination attractions</i>		.585		
2.4 <i>Promoting a sense of community pride</i>	.491	.571		
2.5 <i>Promoting community population growth</i>		.663		
2.6 <i>Retaining existing businesses</i>		.602		
2.7 <i>Facilitating partnerships with private and non-profit sector</i>	.409	.419		

Significant (>.5) or Important Variable (>.4)

The overall (.93) and inter-scale (.82) consistencies are greater than the intra-scale consistencies (.78 to .89) reinforcing the uni-dimensional aspect of the correlation matrix (McDonald, 1985: 219). The variable pattern for four factors produces discrete and reliable scales and significant intercorrelations (see Table 4.6) are moderate ($r = .39$ to $.67$; $p = .01$) indicating they measure separate, but highly related, latent variables.

Table 4.6: 2000 Survey – 4 Factor Correlation Matrix

Factors	1	2	3	4
1. ORGANIZATIONAL EFFECTIVENESS	1.000			
2. COMMUNITY DEVELOPMENT	.512**	1.000		
3. COMMUNITY SERVICES	.627**	.427**	1.000	
4. ORGANIZATIONAL DIRECTION	.697**	.386**	.601**	1.000

Notes; N = 1304; ** Pearson Correlation is significant at the 0.01 level (2-tailed)

The *OE* factor correlates highest with the *OD* factor (.697). Its items reflect *current* matters within the *organization*. *OD* items focus on the *future* capacity of the *organization*. These *organization*- oriented items differ only in their *future/current*-focus, so the high inter-factor correlation makes intuitive sense.

CD correlates highest with the *CS* factor (.427) after the dominant general factor (*OE*) (.627). The *CS* items focus on *current* needs facing the *community*. The *CD* variables converge on the *future* prospects for the *community*. Again the *future/current* duality is evident for *community*-oriented items. The *community/organizational orientation* duality is somewhat statistically differentiated because of the dominance of the *OE* factor. The *organizational/community* and *future/current* dualities of the strategic context matrix are evident in the empirical alignment of the strategic contingencies.

The four factors are confirmed as the best factor solution (See Table 4.5) to depict the strategic context inherent with 36 strategic contingencies for the 2000 survey data. This factor structure is the most parsimonious empirical reduction of this data set. The strategic context construct is viewed as having some utility to use the four-factor structure to economically interpret the 2000 survey results. Further analysis is required to see if it consistently reveals an underlying structure associated with the repeated uses of the strategic contingencies questionnaire.

Figure 4.5: 2000 Survey – Confirmed Factor Structure

	<i>Current Focus</i>	<i>Future Focus</i>
<i>O r g a n i z a t i o n a l</i>	ORGANIZATIONAL EFFECTIVENESS	ORGANIZATIONAL DIRECTION
	OE 1 <i>Strengthening leadership principles</i>	OD 1 <i>Creating a vision regarding the future</i>
	OE 2 <i>Facilitating internal communication</i>	OD 2 <i>Clarifying roles & responsibilities</i>
	OE 3 <i>Delivering employee development</i>	OD 3 <i>Determining short to longer term directions</i>
	OE 4 <i>Improving staff/council relations</i>	OD 4 <i>Identifying local government core services</i>
	OE 5 <i>Balancing work & personal lives</i>	OD 5 <i>Determining community needs</i>
	OE 6 <i>Enhancing public awareness</i>	OD 6 <i>Ensuring effective decision making</i>
	OE 7 <i>Implementing actions plans</i>	OD 7 <i>Evaluating service delivery effectiveness</i>
	OE 8 <i>Enabling a positive work environment</i>	OD 8 <i>Facilitating processes to manage change</i>
	OE 9 <i>Maximizing employee performance</i>	OD 9 <i>Establishing & sticking to priorities</i>
	OE 10 <i>Maximizing technology & equipment</i>	
<i>C o m m u n i t y</i>	COMMUNITY SERVICES	COMMUNITY DEVELOPMENT
	CS 1 <i>Enhancing First Nations relations</i>	CD 1 <i>Exploring revenue generation</i>
	CS 2 <i>Promoting inter-municipal cooperation</i>	CD 2 <i>Promoting new economic development</i>
	CS 3 <i>Responding to environmental issues</i>	CD 3 <i>Creating tourist destination attractions</i>
	CS 4 <i>Controlling growth & urban sprawl</i>	CD 4 <i>Promoting a sense of community pride</i>
	CS 5 <i>Managing natural resource use</i>	CD 5 <i>Promoting community growth</i>
	CS 6 <i>Dealing with community safety</i>	CD 6 <i>Retaining existing businesses</i>
	CS 7 <i>Ensuring effective waste management</i>	CD 7 <i>Facilitating external partnerships</i>
	CS 8 <i>Facilitating healthy lifestyles</i>	
	CS 9 <i>Obtaining public involvement</i>	

Notes: Some variable text has been truncated or modified for display purposes

CFA can be used for assessing factor structure replicability across multiple groups within a single data source (Bryant & Yarnold, 1995: 121). PAF extraction with oblique rotation using the Oblim procedure was performed on the *CAO* and *Elected Official* data. A visual examination confirms item-pattern stability in the factor structure and variable patterns between the sub and overall population (see Appendix 4.3).

The four-factor structure for the *CAO* population represents 43.5% of item variance. Each factor has at least four significant variables ($> .50$) with adequate to good internal consistencies ($> .70$). The variable pattern is identical to the 2000 survey's factor structure for 33 of the 36 items. The factor solution for *Elected Officials* represents 44.87% of item

variance. The variable pattern is identical to the 2000 survey's factor structure with adequate Alpha coefficients ($>.70$) and significant factor loadings ($>.5$).

The factor structure stability assessment indicates the four factors for the *CAO* data set has three variables that significantly load differently than the survey population while the *Elected Official* variable pattern is identical. The Chi square values indicate the factor structure represents the variance of the *Elected Official* data (861,427 *df*; $p = .000$) better than the *CAO* data (1290, 557 *df*; $p = .000$). These findings indicate that *CAO* respondents do not view strategic contingencies in entirely the same manner as elected officials.

The four-factor structure is stable enough to permit the examination of differences in strategic perspectives of these two populations. Even though the variables might shift slightly among two populations due to the high inter-correlations of the strategic contingencies, the factors remain robust with sufficient significant variables to sustain their content coherency.

Summary – The Strategic Contingencies Questionnaire

The four-factor structure exhibits content compatibility with the study's strategic context matrix. It offers a reliable framework to discern perception differences beyond singular items in the strategic contingencies questionnaire. The four factors - *COMMUNITY DEVELOPMENT*, *COMMUNITY SERVICES*, *ORGANIZATIONAL DIRECTION* and *ORGANIZATIONAL EFFECTIVENESS* - are compatible with the strategic context matrix.

OE and *CS* factors both take on *current* matters that need addressing to meet *organizational* and/or *community* needs. They parallel the reactive scenarios proposed in

the study's strategic context matrix. *OD* and *CD* items assume the more proactive scenarios respectively due to their *future*-focused content. This means the strategic contingencies questionnaire shows promise for depicting different strategic contexts for the situational aspect of the situational leadership for the CAO in local government.

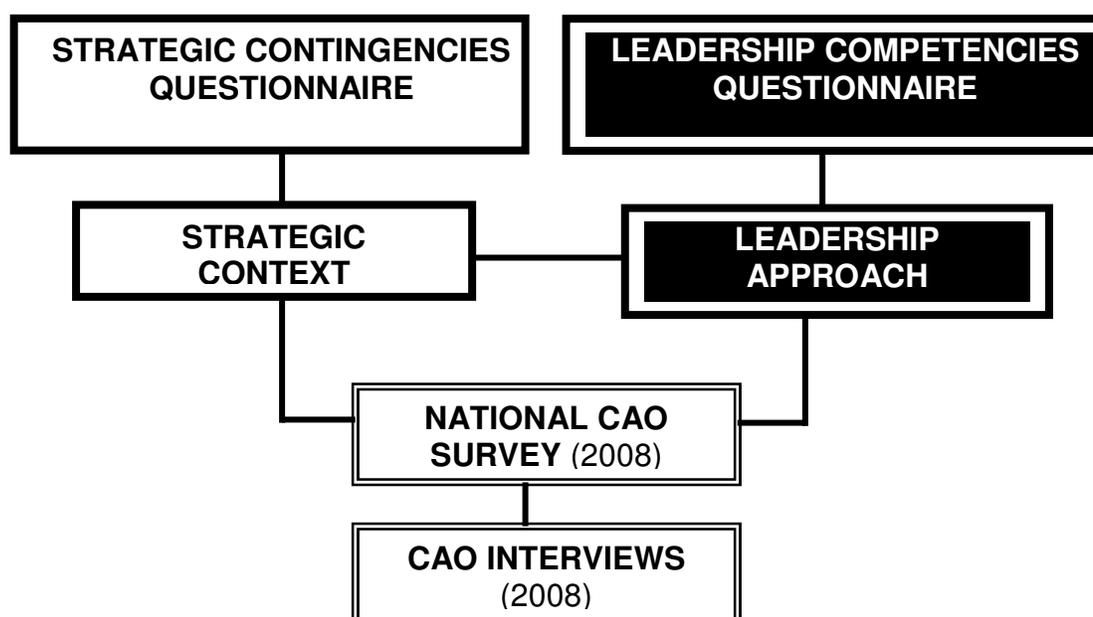
Figure 4.5: Strategic Context – Factor Comparison

<i>HYPOTHESIZED</i>	<i>EMERGING FACTORS</i>	
	<i>Organizational- Orientation</i>	<i>Community- Orientation</i>
<i>Current-Focused</i>	REACTIVE ORGANIZATION <i>ORGANIZATIONAL EFFECTIVENESS</i>	REACTIVE COMMUNITY <i>COMMUNITY SERVICES</i>
<i>Future-Focused</i>	PROACTIVE ORGANIZATION <i>ORGANIZATIONAL DIRECTION</i>	PROACTIVE COMMUNITY <i>COMMUNITY DEVELOPMENT</i>

Chapter 5 Leadership Competencies Questionnaire

This Chapter describes the development of an instrument to explore the leadership aspect of situational leadership (see Figure 5.1). It starts with an overview of the Competing Values Framework used as the starting point to develop a leadership competency model. The second section reviews competency modeling processes to arrive at a process for developing the study's local government leadership model and leadership competencies questionnaire described in section three. The instrument's leadership competencies are validated in section four through qualitative interviews with CAOs and a case study comparison of local government leaders in Trinidad and Canada. The summary proposes the compatibility of the leadership competencies questionnaire with the study's leadership styles matrix provides a theoretical framework to explore the leadership preferences of a CAO in local government.

Figure 5.1: Study Components – Leadership Approach



The Competing Values Framework

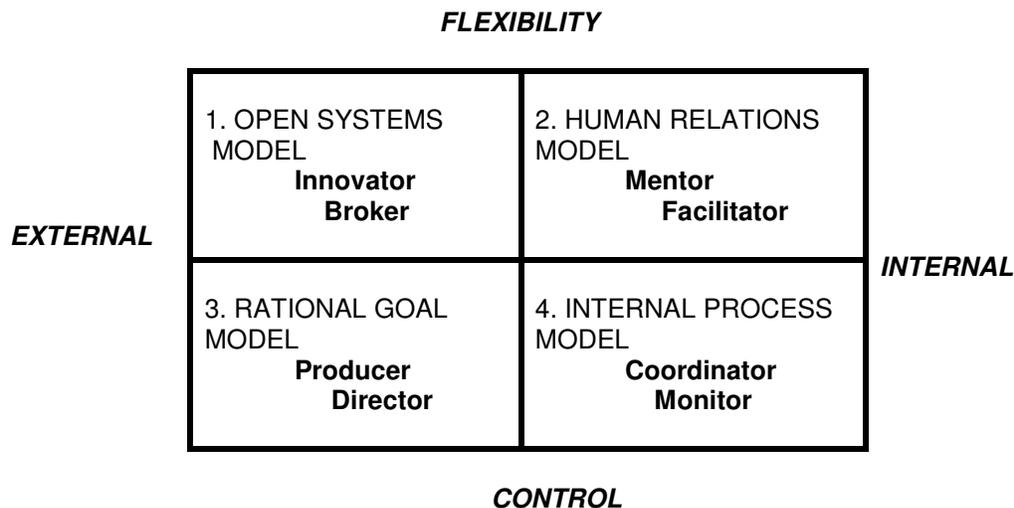
A good CAO situational leadership fit depends on alignment of the incumbent's leadership approach with prevailing strategic contingencies and council's leadership expectations of the CAO (Hall, 1982: 148). The CAO has a view of the organization's strategic context by which he or she performs leadership tasks. Council has leadership expectations of the CAO by which it assesses the CAO's performance. There is a need to develop a leadership competency model specific to local government CAO because there is little Canadian research on CAO leadership competencies to guide the Council – CAO co-alignment process. Many organizations are increasingly turning to competency models as an integrated approach for reconciling leadership expectations (Mansfield, 2000: 1).

The advancement of leadership modeling mirrors the evolution of contrasting views of leadership such as Theory X and Y (McGregor, 1960), participative or autocratic (Likert, 1961) and transactional versus transformational styles (Burns, 1978). These dichotomous models limit thinking to a universal, rather than dynamic, view of leadership. The Competing Values Framework (Quinn, Faerman, Thomson & McGrath, 1996) offers a more dynamic leadership construct by suggesting that leaders select contradictory leadership approaches according to the situation.

Quinn and Rohrbaugh found two underlying dimensions concerning organizational effectiveness (1983). The organizational dimension contains an internal focus on the well-being of organizational members and an external focus on the favourable positioning of the organization within its environment. The structural dimension differentiates organizational preference for stability through control mechanisms from flexibility in dealing with change. The resulting quadrants (See Figure 5.2) each have

divergent messages about organizational effectiveness, hence the name ‘Competing Values Framework’ (CVF).

Figure 5.2: The Competing Values Framework - Leader Roles



Since the effective leader must be aligned with multiple organizational requirements, it follows logically that leaders must also simultaneously pursue paradoxical roles (Quinn, Faerman, Thomson & McGrath, 1996). Several studies reveal the importance of behavioural complexity, which is the ability to assume various leadership roles to suit the situation (Quinn, 1988). Denison found that outstanding leaders possess a greater degree of competence in numerous areas than their less effective peers (Denison et al, 1995; and Hoojiberg, 1996). The multi-dimensional view of leadership necessitates a framework, to organize the multitude of competencies associated with situational leadership.

Quinn’s CVF leadership model (see Figure 5.2) is comprised of eight leadership roles (Hart & Quinn, 1993). The CVF leadership roles are aligned with the dominant competing organizational perspectives to reflect a dynamic view of leadership. This

theoretical framework permits thinking about leadership from various contemporary concepts concerning organizations.

The leadership roles of the CVF are (see Figure 5.2):

HUMAN RELATIONS MODEL (the upper right quadrant)

- Mentor – shows consideration by being caring and empathetic toward others
- Facilitator – facilitates processes that encourage teamwork

OPEN SYSTEM MODEL (the upper left quadrant)

- Innovator – helps people and the organization to adapt to changes
- Broker – maintains the organization’s favourable position in its environment

RATIONAL GOAL MODEL (the lower left quadrant)

- Producer – initiates action to maximize productivity and goal attainment
- Director – engages in planning to ensure expectations are clear

INTERNAL PROCESS MODEL (the lower right quadrant)

- Coordinator – organizes work activities and with available resources
- Monitor – checks performance to ensure goals are being achieved

The American Heritage Dictionary defines competency as “*state or quality of being properly or well qualified.*” More targeted leadership definitions include: “*an underlying characteristic of a person which results in effective and/or superior performance on the job*” (Klemp, 1980: 21); “*underlying characteristic of a person that leads to or causes superior or effective performance*” (Boyatzis, 1982.a:25); and “*sets of behaviours that are instrumental in the delivery of results*” (Bailey, Bertram and Kurz, 2001: 3). Most definitions attempt to describe the underlying characteristic as a particular combination of knowledge, skills, abilities and behaviours needed to effectively perform a role (Boyatzis,

1982.a: 21; and Bailey, Bertram & Kurz, 2001: 3). This multi-dimensional perspective provides a versatile, but complex approach to exploring the nature of leadership.

Knowledge concerns the retention of information and a depth of awareness for successful performance (Boyatzis, 1982.a: 27). A CAO may understand the fundamental concepts and methods associated with conflict resolution. Knowledge does not predict what he or she will do; it merely reflects that a person has knowledge to apply.

Skills involve the execution of tasks to achieve a desired outcome (Spencer & Spencer, 1993: 1). Effective problem solving skills requires that a CAO identify the issue, determine desired outcomes, explore options and arrive at a recommended course of action. Skill suggests a leader has used techniques to apply their knowledge but not necessarily the ability to adapt them in different situations.

Ability denotes the need for a person to act so a desired outcome can be achieved (Spencer & Spencer, 1993: 10). The leader's willingness to act determines the use of knowledge and skills to achieve a desired goal. A CAO may know strategic planning concepts and have facilitation skills but must be willing and to adapt to agreeable or reluctant stakeholders and simple to complex situations to be effective.

Behaviour is directly linked to the personality of the person which can vary in executing leadership approaches (Zemke and Kramlinger, 1982: 29). Knowledge, skills and ability are necessary for effective performance but it is the manner in which they are executed that determines their success through the views of others. A CAO requires confidence to be an effective communicator. If he or she lacks confidence, they may not be heard and if they are too confident the audience may be offended. Behaviour refers to how one acts in observable terms, and whether that action which is acceptable to others.

The use of all the above leadership characteristics recognizes the fact that leadership competencies are complex because they can reflect various combinations of leadership capabilities and not just any single skill, behaviour, knowledge or ability.

Leadership Competency Modeling

Early competency modeling efforts focused on the incumbent's ability to do managerial tasks to a prescribed standard (Raelin and Cooleage, 1996: 25). More recent literature correlates leadership success with multiple attributes, rather than isolated skills - "*qualities of a person to perform in a way that is valued by their community*" (Brezinka, 1988: 76). A review of leadership competency studies provides insights to profiling leaders through outstanding performers, behavioural event interviews, thematic content analysis, competency clustering, and criterion referenced behaviours.

An early competency model was developed by David McClelland in response to the U.S. Government's concern that academic aptitude tests did not predict the work place effectiveness of junior diplomats (1973). His efforts to find out what differentiated outstanding from average performers redirected the traditional job analysis approach from any job holder to the characteristics of high performers (Spencer 1983). Incumbents cannot always articulate the keys to leadership success and it is important to use multiple viewpoints to obtain a valid picture of successful CAO leadership.

McClelland found that the outstanding officers consistently performed better on psychological assessments than mediocre employees (Lucia & Lepsinger, 1999: 17). His findings highlight the incongruity of intelligence tests for complex jobs. He also found that many of the attributes identified by experts were irrelevant. His approach deviated from using an espoused theory of leadership to the attributes actually linked to

performance excellence with his key argument being – *“If you want to test who will be a good policeman, follow him around and make a list of his activities...”* (McClelland, 1973: 1-14). A meaningful CAO leadership model is dependent on having local government-specific competencies identified by active CAOs.

McClelland’s Behavioural Event Interview (BEI) probes what the interviewee did and thought during significant successful and unsuccessful work situations. Use of this modified critical incident interview technique (Flanagan, 1954) gave attention to the interviewee’s thinking about actual rather than espoused qualities of a leader. A key source for effective CAO leadership competency modeling is asking incumbents to describe what they do in terms of real challenges, activities and opportunities that they face. This situational context helps to identify competencies that may be more particular to the role of a CAO in local government versus CAOs in other organizational settings.

McClelland analyzed the BEI transcripts to distinguish between attributes of superior managers compared to average performers (Spencer & Spencer, 1993: 5). He used the content analysis technique to identify competency clusters hypothesized as determinants of superior performance. He also developed a criterion-referenced approach involving a sequence of steps leading to the production of an integrated model, rather than merely a list of competencies. The use of the BEI with active CAOs must attempt to identify critical competencies that both reflect the contemporary strategic context of CAOs in local government and differentiate this leadership role from other leaders within local government or elsewhere.

Richard Boyatzis found 12 competencies that consistently differentiated managerial effectiveness among numerous studies and proposed two types of competencies (1982.a:

23). Threshold competencies such as *'Orally communicate with others'* are essential to a leader, but do not distinguish performance levels. A critical competency distinguishes superior from average performers with more specific characteristics such as the *'ability to influence others'* and *'clearly articulate expectations'*. The CAO leadership competency model must be able to distinguish threshold from critical competencies.

Numerous empirical efforts attempt to identify the meta-competencies, which are the key qualities of excellent leaders (Boyatzis, 1982.a: 58; Bolden & Gosling, 2004: 4; and Klemp, 2004: 7). Competencies are not independent and factor analyses may simply produce models reflecting maximum variance among competencies (Boyatzis, 1982: 21). Development of concise, empirical typologies is attractive but misleading unless guided by a sound theoretical construct. A research-based CAO leadership typology must be shaped by its theoretical relevance to effectively explain leadership phenomena.

Two common ways to conduct competency modeling are the customized and generic approaches (Mansfield, 1996). A customized model approach, such as the Job Competence Assessment Method (JCAM), actively involves participants in the development of the leadership competency list. The generic model approach avoids the collection of internal information and starts off with an externally validated competency model. A combined approach has intuitive appeal for developing a local government leadership model that can be customized for different CAO leadership roles in different settings and yet yields theoretically relevant outcomes.

The job competence assessment method (JCAM) empirically distinguishes outstanding from average leaders (Klemp, 1982: 55). For this method, a focus group of knowledgeable people develops a comprehensive list of exemplary leader competencies.

Next, both nominated exemplary performers and average performers are interviewed using a behavioural event interview process. The interview data is codified using the common list of frequently mentioned leadership competencies. Competencies held by both sub-populations are threshold or minimum characteristics while those held by only the exemplary performers are critical competencies that distinguish between average and outstanding performance.

JCAM produces a comprehensive set of competencies for a position including more elusive characteristics not found by closed-lists of leadership competencies (Dubois, 1993: 82). It is criterion-referenced using outstanding performers, rather than norm-referenced or the average perceptions of all job holders (McClelland, 1973). A CAO leadership model generated through actual job performance behaviours rather than normative opinions would have immediate relevance for organizational evaluation, training and development efforts.

JCAM is costly because it requires extensive effort to collect data and achieve the empirical rigor required to produce reliable results (Dubois, 1993: 83 & 84). It takes considerable time to conduct a good sample of interviews, analyze transcripts and perform content analysis. Statistical resources are required to substantiate outstanding from average performance criteria. The customized model approach is time consuming but it produces results that are ideal for local government or CAO-specific applications. On the other hand, bespoke models are difficult to compare for building a cohesive body of knowledge concerning CAO leadership through repeated uses.

The generic model approach involves the selection of an appropriate existing competency model that has been proven to be valid and reliable (Lucia & Lepsinger,

1999: 91). A model from an external source is located based on its content compatibility and the statistical rigor required by the organization. The primary reasons for using a generic model are to reduce the expense of developing a model and to obtain a desired level of reliability for defensible competence-based decisions such as employee recruitment, evaluations and compensation reviews. There are no empirical local government leadership models, so a more general leadership framework must be used as a starting point to develop a theoretically sound local government leadership model.

General research-based models are the result of repeated testing, but the resulting short list of validated competencies cannot capture all the possible exemplary attributes of leaders. Consequently, they reveal threshold competencies common to any leader and fail to detect the more critical competencies. CAO decision-making in local government with multi-member council is likely to be quite different for their peer in a provincial government responsible to one elected official. A way to overcome this problem is to modify a generic model to suit an application to the study of CAO leadership.

This study attempts to produce a leadership model specific to local government that can be customized for different local governments and positions. Consequently, it solicits the views of managers in local government to identify relevant leadership competencies. At the same time, a research-based model must be both adaptable to changing organizational conditions as well as different local government leadership roles. The methodology of the study endeavours to develop a generic local government model based on the research-based CVF leadership framework.

A local government leadership competency model must be rooted in contemporary organizational and leadership concepts to derive useful insights. It must be able to evoke

competencies specific to a sample population while the statistical rigor of the model's theoretical dimensions remains intact. The response scale must differentiate between leadership competencies that merely exist for any manager versus those that are more critical to the CAO leadership role. Perhaps most importantly, the leadership competencies must be sourced by CAOs and validated through a variety of research approaches such as interviews, focus groups, surveys, case study applications and comparative analyses.

Local Government Leadership Model Development

The local government leadership (LGL) model was developed through a series of five workshops involving 181 local government managers throughout Canada. The researcher, through the Canadian Association of Municipal Administrators (CAMA), conducted leadership competency workshops in Victoria, British Columbia (BC: 40 participants – March, 1999); Summerside, Prince Edward Island (PEI: 24 participants – September 1999); Winnipeg, Manitoba (MB: 38 participants – November, 1999); Kingston, Ontario (ON: 37 participants – December, 1999); and Edmonton, Alberta (AB: 42 participants – January, 2000). The participants reflected a broad spectrum of managerial roles at all levels in the local government setting:

- civic functions - infrastructure, administration and community services;
- management level positions – CAOs and managers; and
- local governments - large to small from urban and rural settings.

Quinn's CVF eight leadership roles (1988) were used to initiate the generation of workshop participants' ideas. Several studies support the validity of the CVF leadership roles' theoretical relevance (Quinn et al, 1988; and DiPavoda & Faerman, 1993). A panel

of ten local government managers indicated its content offered a perspective that was not too complex, nor an over simplification of a manager's role in local government.

Each two-day leadership competency workshop started with a personal exploration of leadership styles and a strategic look at significant trends affecting local government. This preamble encouraged participants to think about the nature of local government leadership beyond their own job functions and challenges. The competency model development activities during each workshop included:

- identifying and ranking competency characteristics within each CVF leadership role to create a long list of local government related leadership competencies;
- clustering the emerging competencies to develop the eight leadership capacities – clusters of compatible competencies;
- recording the top three competency preferences in each cluster to establish leadership competency models for each workshop – 24 competencies; and
- prioritizing competencies to produce a core leadership competencies list or leadership profile for each workshop – the top ten ranked competencies.

The first competency modeling workshop (Victoria) produced 165 competency cards in response to the eight CVF leadership roles. Participants were asked to write knowledge, skills, abilities and behaviours that came to mind for each of the eight CVF leadership roles. These cards were shuffled and sorted by participants according to affinities. The resulting clusters became the eight leadership capacities of the LGL model.

The overall iterative process involved the participants of each workshop refining the work of the previous workshop using the eight local government leadership capacities to:

- add new or delete similar leadership competencies;

- clarify leadership competency and capacity terms for improved meaning; and
- re-assign competencies to better reflect item affinities.

The summary of all competency items from all workshops forms a local government leadership long list with 200 competencies codified to the eight local government leadership capacities. Its scope stimulates, rather than constrains, leadership thinking as evident in the distinctness of the content for each regional leadership profile even though all sessions used the same competency content. The consolidation of results from each workshop establishes the local government leadership (LGL) model with 24 leadership competencies categorized into eight leadership capacities.

The LGL model's capacities reflect the essence of the CVF leadership roles (see Table 5.1). The CVF *FACILITATOR*, *DIRECTOR*, *PRODUCER* and *MENTOR* labels are retained. The CVF *COORDINATOR* and *MONITOR* roles are combined in the *MANAGER* capacity. The CVF *BROKER* was relabelled *BUILDER* to portray a community capacity bias while the CVF Innovator was relabelled *ENTREPRENEUR* to reflect an internal cooperation focus. The *VISIONARY* capacity emerged for developing a shared vision and dealing with change.

The LGL model's (see Figure 5.3) 24 competencies mirror the results of Quinn's research (Faerman, Quinn & Thompson, 1987). Content analyses indicate the LGL model reflects 80% of the CVF items. The compatibility of the two models suggests the theoretical framework for the CVF can be used for the LGL model.

Figure 5.3: CVF & LGL Model Comparison

CVF LEADERSHIP ROLES	LGL COMPETENCY CAPACITIES
1. MENTOR 1. Understanding self and others 2. Communicating effectively 3. Developing subordinates	1. MENTOR 1. Has Integrity & Trust 2. Communicates Clearly (CVF 1.2 & 8.3) 3. Lives Personal Values
2. FACILITATOR 1. Building teams 2. Using participative decision making 3. Managing conflict	2. FACILITATOR 1. Builds Consensus (CVF 2.3) 2. Listens Actively (CVF 1.2) 3. Builds Interpersonal Relationships (CVF 1.1)
3. MONITOR 1. Monitoring individual performance 2. Managing collective performance 3. Managing organizational performance	3. MANAGER 1. Builds Effective Teams (CVF 2.1) 2. Articulates Values & Expectations (CVF 3.1 & 3.2) 3. Establishes Positive Culture (CVF 5.2)
4. COORDINATOR 1. Managing projects 2. Designing work 3. Managing across functions	
5. PRODUCER 1. Working productively 2. Fostering a productive work environment 3. Managing time and stress	4. PRODUCER 1. Assess Client Needs 2. Coordinates Resources & Activities (CVF 6.2) 3. Focuses on Results (CVF 5.1)
6. DIRECTOR 1. Visioning, planning, and goal setting 2. Designing and organizing 3. Delegating effectively	5. DIRECTOR 1. Translates Plans to Action (CVF 3.3) 2. Facilitates Effective Decisions (CVF 2.2) 3. Allocates Resources Effectively
	6. VISIONARY 1. Creates a Shared Vision (CVF 6.1) 2. Manages Change (CVF 7.1 & 7.3) 3. Acts with Passion
7. INNOVATOR 1. Living with change 2. Thinking creatively 3. Creating change	7. ENTREPRENEUR 1. Promotes Continuous Innovation (CVF 7.2) 2. Pursues Calculated Risks 3. Responds to Needs & Gaps
8. BROKER 1. Building and maintaining a power base 2. Negotiating agreement and commitment 3. Presenting ideas	8. BUILDER 1. Build Partnerships (CVF 8.2) 2. Involves Stakeholders 3. Understands Public Interest

The variance between the LGL and CVF model is significant because it demonstrates the differentiating power of a stable model – a capacity to produce different leadership profiles among different populations and yet permit comparative analysis. These two study populations simply short-listed different competencies. Quinn's data was obtained through a panel of academic and senior managers while the local government leadership competency data was collected from local government managers.

Canadian Local Government Management Profile

A by-product of the LGL model development process was an overall profile of top ranked leadership competencies at each workshop. The ten top ranked competencies of each workshop are captured with 23 items (see Table 5.1). Nine core competencies have a high degree of commonality (> 3 groups) among all workshop participants to create a Local Government Management (LGM) Profile.

Table 5.1: Canadian LGM Profile – Regional Differences

COMPETENCY CHARACTERISTICS	BC	PEI	MB	ON	AB
1. Has Integrity and Trust	1	1	1	1	1
2. Articulates Expectations/Values	7	3	4	3	-
3. Translates Plans into Priorities/Actions	10	4	5	9	-
4. Promotes Continuous Innovation	4	9	9	10	-
5. Builds Consensus/Synergy	6	2			4
6. Builds Effective Teams – Role Clarity	5	-	3		8
7. Creates Shared Vision	-	5	2	-	10
8. Builds Trust	9	6	-	-	7
9. Listens Actively	8	8	-	-	5
10. Assesses Client Needs	2	-	-	4	-
11. Pursues Public Interest	-	-	-	7	3
12. Takes Business-Like Approach	-	-	6	6	-
13. Enables Innovation/Calculated Risks	-	-	-	10	2
14. Allocates Resources Effectively (5)	-	7	10	-	-
15. Acts Decisively (5)	-	10	7	-	-
16. Partners Effectively (5)	-	-	-	8	9
17. Acts with Passion	-	-	-	2	-
18. Nurtures Community Relations (8)	3	-		-	-
19. Is Customer-Oriented (6)	-	-	-	5	-
20. Communicates Well (5)	-	-	-	-	6
21. Solves Problems (3)	-	-	8	-	-
22. Simplifies Processes (2)	-	-	9	-	-
23. Focuses on Results (2)	-	-	-	9	-

Analyses of specific competencies are difficult to reveal useful leadership insights. It is the hypothesized leadership capacities that provide a potential typology to economically interpret and compare results. The concomitant use of the leadership styles matrix (see Chapter 2) permits a comparison of the five regional leadership profiles using contemporary organizational effectiveness and leadership approaches.

The Canadian LGM Profile exhibits a *people-centred* predisposition through the top five ranked leadership capacities of the Canadian LGM profile (see Table 5.2). The *MENTOR*, *MANAGER*, *FACILITATOR*, and *VISIONARY* capacities reflect *people-centred* roles that leaders assume to lead people amidst uncertainty. The *task-centred* roles – *BUILDER*, *ENTREPRENEUR PRODUCER* and *DIRECTOR* focus on getting things done. This leadership profile mirrors the contemporary human relations and open systems views; not classical management thought associated with the rational goal and internal process perspectives.

Table 5.2: Canadian LGM Capacities - Theoretical Analysis

RANK	LEADERSHIP CAPACITY	ROLE	INTERNAL/ EXTERNAL/ BIAS	FLEXIBILITY/ CONTROL FOCUS	ORGANIZATIONAL MODEL
1.	VISIONARY	People	External	Flexibility	Open Systems
2.	ENTREPRENEUR	Task	External	Control	Internal Process
3.	FACILITATOR	People	Internal	Flexibility	Human Relations
4.	MENTOR	People	Internal	Flexibility	Human Relations
5.	BUILDER	Task	External	Control	Open Systems
6.	DIRECTOR	Task	Internal	Control	Rational Goal
7.	PRODUCER	Task	External	Control	Rational Goal
8.	MANAGER	People	Internal	Flexibility	Internal Process

The top two ranked *VISIONARY* and *ENTREPRENEUR* leadership capacities reflect an external-focus with a *control/flexibility* duality. Overall, the Canadian LGLM profile suggests a balanced attention to internal and external needs along with a *people/task*-centred leadership duality.

The *MENTOR*, *FACILITATOR*, *MANAGER*, and *VISIONARY* leadership capacities focus on *flexibility* required to motivate people. The *DIRECTOR*, *PRODUCER*, *ENTREPRENEUR* and *BUILDER* are more *control*-focused on achieving results. The *flexibility/control* analysis suggests the Canadian LGM profile is biased toward a *people* than *task*-centred leadership approach.

The leadership capacities facilitate meaningful and economical interpretations of data avoiding cumbersome item analysis regardless of the specific competency selections. The leadership capacities can be further categorized using the *people/task* duality. The *PERSONAL MASTERY* is more *people*-centred and *STRATEGIC RESULTS* are more *task*-centred while *EFFECTIVE GROUPS* and *STRATEGIC DIRECTIONS* capacities have a *task/people* duality are:

- *PERSONAL MASTERY* – understanding personal impact on relationships
- *EFFECTIVE GROUPS* – working effectively with others
- *STRATEGIC RESULTS* – getting things done with favourable results
- *STRATEGIC DIRECTIONS* - having a common road map to deal with change

The transformational or *people*-centred leadership approach of the Canadian population is very evident in the Canadian LGM profile (see Table 5.1). The transformational bias is a characteristic of the population and not a restrictive feature of

the LGL model since some transactional competencies are individually ranked high. It permits analysis of resulting LGL profiles using a common leadership typology.

The Local Government Leadership (LGL) Model

The leadership profiles that emerged using the LGL model (see Table 5.3) present customized content while using a standard terminology to compare different populations. It also reflects the essence of the Competing Values Framework providing a conceptual basis to analyze results with the study's leadership approach construct. The competencies provide details to explain leadership preferences that can be missed using only the leadership capacities. The LGL model enables the analysis of both macro-level leadership approaches and micro-level competencies of leadership.

Table 5.3: Local Government Leadership (LGL) Model

PEOPLE-CENTRED	TASK-CENTRED
<p>PERSONAL MASTERY</p> <p>1. MENTOR</p> <ol style="list-style-type: none"> 1. Has Integrity & Trust 2. Communicates Clearly 3. Lives Personal Values <p>2. FACILITATOR</p> <ol style="list-style-type: none"> 1. Builds Consensus 2. Listens Actively 3. Builds Interpersonal Relationships 	<p>STRATEGIC RESULTS</p> <p>7. ENTREPRENEUR</p> <ol style="list-style-type: none"> 1. Promotes Continuous Innovation 2. Pursues Calculated Risks 3. Responds to Needs & Gaps <p>4. PRODUCER</p> <ol style="list-style-type: none"> 1. Assess Client Needs 2. Coordinates Resources & Activities 3. Focuses on Results
<p>EFFECTIVE GROUPS</p> <p>3. MANAGER</p> <ol style="list-style-type: none"> 1. Builds Effective Teams 2. Articulates Values & Expectations 3. Establishes Positive Culture <p>6. VISIONARY</p> <ol style="list-style-type: none"> 1. Creates a Shared Vision 2. Manages Change 3. Acts with Passion 	<p>STRATEGIC DIRECTIONS</p> <p>5. DIRECTOR</p> <ol style="list-style-type: none"> 1. Translates Plans to Action 2. Facilitates Effective Decisions 3. Allocates Resources Effectively <p>8. BUILDER</p> <ol style="list-style-type: none"> 1. Build Partnerships 2. Involves Stakeholders 3. Understands Public Interest

The LGL model has flexibility to respond to different perceptions while providing a framework for meaningful analysis and comparisons among different local government manager populations. The Canada-wide population represented a broad range of local government management levels. For this study's purposes, the LGL model must accurately reflect the leadership aspects of the CAO's role.

To determine the validity of the LGL model for CAOs, the researcher compared its content with competencies identified through CAO telephone interviews. The differentiating utility of this model was undertaken through a case study with local government managers in Trinidad.

CAO Interviews

The telephone interviews were based on the behavioural event interview (BEI) methodology (McClelland, 1973). Fifteen CAOs of communities ranging in population from 3,000 to 90,000 in British Columbia during March, 2000 participated. The one-hour interview required interviewees to describe three strategic contingencies facing them. The resulting 45 items raised were collapsed into a community theme with externally-driven concerns and an organizational theme containing internally-focused topics.

For each strategic contingency, interviewees were also asked what leadership competencies helped them to deal successfully with the situation and those that they felt would help them to more effectively address the same challenge in the future. The researcher collapsed words of similar meaning into key words and phrases to produce a total of 103 leader competencies. Those with a frequency greater than two were analyzed, resulting in a leadership profile of 11 competencies from the CAO interviews.

These 11 leadership competencies combined with the ten core competencies from the workshops generated 12 leadership competencies. The two profiles are very similar with nine items included in both. This means that the LGL model has high relevance to the CAO leadership role based on the actual strategic leadership situations facing CAOs.

There are two critical CAO leadership competencies – *Political savvy* and *Managing proactive change* that emerge in the CAO leadership profile compared to the LGLM Profile. These strategic characteristics make sense given the CAO's pivotal role relative to council and organizational effectiveness. These two competencies are contained in the LGL model but not short listed as core competencies in the Canadian LGL Profile for managers in local government (see Table 5.2). The LGL model's list of competencies enables customization of leadership profiles for the comparison of various managerial roles in local government.

The interview methodology is a good way to check the relevance or face validity of a generic model to a study population. The interview data can lead to customizing the wording of content of the LGL model before its application for a particular study population. Interview data can also help to explain the strategic context and leader preferences of CAO leadership perspectives. Cumulative interview results would also help to keep the model relevant to the dynamic role of the CAO in local government.

The CAO interview itself also provides some methodological considerations for leadership competency modeling. The open-ended interview can be used to validate survey data. Also, it attempts to get beyond empirical data to reveal the qualitative nature of leadership competencies for explaining the leadership phenomena being studied.

The CAO interview outcomes also suggest the LGL model is applicable to the CAO leadership role. Further, it possesses sufficient depth of content to differentiate between leadership approaches in different strategic contexts. Otherwise, it would be too generic to derive meaningful results.

Trinidad Case Study

The LGL model was used by the researcher to identify the leadership training needs of local government managers in Trinidad during 2004. A foreign application provides insights to the model's face validity and utility to differentiate between Trinidadian and Canadian LGM Profiles.

The Institute of Public Administration of Canada (IPAC) was responsible for the *Public Sector Capacity Building for Governance and Social Development Program* in Trinidad and Tobago. The general aim of this program, sponsored by the Canadian International Development Agency (CIDA), was to strengthen local government capacity. Part of this project included a training need assessment prior to the delivery of a five-day leadership training program. The researcher used the LGL model as an instrument to explore leadership development needs.

The target population for the leadership development program was the Chief Executive Officers (CEOs) and City Clerks from the 14 local governments in Trinidad. The Chief Executive Officer's duties involve supervising staff and operations, advising council on decision making and ensuring compliance with Ministry of Local Government directives. The City Clerk supervises administrative functions, oversees special projects and assists the CEO to carry out his or her duties.

Two competency modeling techniques were used. A written leadership incident submission by participants described the leadership competencies associated with strategic contingencies they have been dealing with recently. The local government leadership questionnaire previously highlighted was used to obtain participant ratings for a prescribed list of 48 competencies. The process used for each technique is briefly described and findings interpreted with a focus on the utility of the LGL model.

The leadership incident submission replicates the Modified Competence Assessment Technique (Dubois, 1993: 85-86). It uses a written instead of an oral account of leadership experiences because of logistical and time constraints. The key questions request the participant to recall strategic contingencies that they have been or are dealing with. Subsequent questions seek the leadership competencies that the interviewee felt were or would be helpful in dealing with these challenges. The premise for this open-ended approach is that respondents are not restricted in providing leadership preferences.

Four dominant themes emerged through clustering the 42 strategic contingencies from the Trinidad leadership incident submissions based on subject matter similarity:

- INFRASTRUCTURE (INF) – maintaining facilities and utility services
- COMMUNITY (COM) – providing programs to promote citizen well being
- REGULATORY (REG) – enforcing bylaws in particular for the environment
- INTERNAL (INT) – dealing with internal resource and personnel issues

The respondents were concerned about meeting basic human needs related to water, waste management and sewage systems, along with enforcement measures to ensure compliance for critical health and environmental protection. As they look to the future, there is a need to improve organizational capacity to meet service demands.

The Trinidad population is preoccupied with a *reactive* strategic context. Lack of resources, staff and skills within the organization are frustrations that divert respondents' attention from the actual provision of services. The lack of basic services takes precedence over *proactive* efforts to enhance quality of life services such as recreation, job creation and community planning. The open-ended inquiry into leadership situations provides a strategic context for the researcher to explain leadership preferences.

The leadership incident submission data produced 185 leadership attributes. Items with similar meanings were consolidated by the researcher to produce 58 competencies. These items were sorted into the eight LGL leadership capacities to classify what would otherwise be a messy set of data.

The leadership capacity rankings in the Trinidad LGL Profile indicate some differences to the Canadian LGM profile (see Table 5.4). The *MANAGER* capacity is the dominant competency cluster along with *task-oriented PRODUCER* and *DIRECTOR* to reflect a managerial control bias with an *internal* focus. The rank order differences in the two populations (see column 1 for Canadian rank) support the utility of the LGL model to differentiate leadership approaches among CAOs in different settings.

Table 5.4: Trinidad LGL Profile – Leadership Capacity Analysis

CAN. RK	TRINIDAD RANKING (Item frequency)	ROLE	INTERNAL/ EXTERNAL BIAS	FLEXIBILITY / CONTROL FOCUS
8.	1. MANAGER (42) Working with Others	People	Internal	Flexibility
7.	2. PRODUCER (19) Delivering Quality Services	Task	External	Control
6.	3. DIRECTOR (18) Getting Things Done	Task	Internal	Control
4.	4. MENTOR (17) Knowing Yourself and Others	People	Internal	Flexibility
1.	5. VISIONARY (17) Seeing the Big Picture	People	External	Flexibility
3.	6. FACILITATOR (14) Dealing with Others	People	Internal	Flexibility
5.	7. BUILDER (12) Building Community Capacity	Task	External	Control
2.	8. ENTREPRENEUR (8) Achieving Organizational Success	Task	External	Control

Notes: CAN. RK = Canadian Population Rank: () = cumulative Capacity mean

High frequencies for four transformational competencies among the Trinidad top ten competency list indicate that the transactional bias is the result of respondents' leadership preferences rather than ignorance of transformational competencies. The transactional and transformational content of the LGL model ensures the research design does not restrict respondent thinking about leadership. The individual leadership competencies are more sensitive to differences than the composite variables.

The Trinidad LGL Profile also indicates classic managerial skills - coordination, planning and control are relied upon. This traditional managerial predisposition could be dismissed as a product of their training; however their education backgrounds indicated a high level of exposure to contemporary leadership topics. It is the prevalent strategic context that provides insights to their leadership approach.

The leadership competency findings were cross-referenced to the strategic contingency perspectives. The transactional or *task*-centred competencies are referred to

most often for matters of a reactive nature - INTERNAL, INFRASTRUCTURE and REGULATORY contingencies. The COMMUNITY issues appear to take on more of a proactive disposition that prompts transformational or *people-centred* competencies. This finding suggests some relationship between the nature of the strategic perspectives and leadership preferences.

A closer examination of the contingencies reveals the *Lack of fiscal resources* and *Unskilled staff* is commonly mentioned regardless of the strategic challenge. These two conditions may explain more of the transactional bias than the nature of the strategic contingency itself. The respondents equate the essence of most strategic contingencies to the lack of resources, money and staff issues regardless of the issue itself. Inquiry into respondents' leadership situation helps the researcher to understand the leadership preferences that would be missed through the use of closed-ended survey methods.

The Canadian LGM Profile has a transformational bias while there is more of a transactional bias within the Trinidad LGL Profile. The two core competency lists are also quite different with only one common item – *Communication: active listening* indicating the Canadian LGL Profile is not directly applicable to Trinidad population. The LGL model is able to depict the differences in a very simple manner and the core competencies help to depict these differences.

Using the study's leadership approach construct, these results can be interpreted from a conceptual point of view. The alignment of the results along the *control/flexibility* dimension underscores the Trinidad local government managers' reliance on traditional planning and coordination skills to manage the crisis-oriented contingences. Internally, it is exhibited in competencies related to the supervision of employees. Externally, it shows

up as accessing and directing scarce resources. This control leadership outcome is very different than the Canadian results and demonstrates the utility of the study's leadership styles matrix in interpreting results.

This brief overview of the Trinidad case study supports the utility of the LGL model. The long list of local government leadership model competencies allows for customized leadership profiles. The leadership capacity typology helps the efficiency and objectivity of codifying open ended data. It also enables the results of customized leadership profiles to be compared. The study's leadership styles matrix provides a conceptual framework for interpreting results. This study's notion of a relationship between strategic perspectives and leadership preferences is also supported.

Customized leadership modeling, however, is not always possible, so the merits of using a generic LGL model were also compared to customized method used in the Trinidad case study.

The study's use of a closed-item questionnaire reflects a generic modeling technique (Dubois, 1993: 86-90). The open-ended data of the leadership situation submission is compared with the results of the closed questions of the study's leadership competencies questionnaire. The methodological focus is the difference in data that can be attributed to an open approach versus one that is closed and reductionist.

No requests were made by respondents to clarify the meaning of the competencies and the high importance means (4.0 to 4.9) for all items reinforce the content validity of the leadership competencies questionnaire for the Trinidad application.

Table 5.5: Trinidad LGL Profile – Interview & Questionnaire Comparison

CAN. Rank	TRINIDAD		Leadership Style
	Interview Rank (Item frequency)	Questionnaire Rank (Mean)	
8.	1. MANAGER (42) Working with Others	1. (4.60)	People
7.	2. PRODUCER (19) Delivering Quality Services	3. (4.51)	Task
6.	3. DIRECTOR (18) Getting Things Done	4. (4.53)	Task
4.	4. MENTOR (17) ** Knowing Yourself and Others	2. (4.56)	People
1.	5. VISIONARY (17) Seeing the Big Picture	6. (4.31)	People
3.	6. FACILITATOR (14) Dealing with Others	5. (4.45)	People
5.	7. BUILDER (12) Building Community Capacity	8. (4.28)	Task
2.	8. ENTREPRENEUR (8) Achieving Organizational Success	7. (4.28)	Task

The leadership profiles from the questionnaire and leadership incident submissions indicate a slight transactional bias (Table 5.5). The leadership questionnaire brings a diverse range of competencies to the attention of the respondent with more people (30 items) than *task*-centred items (18 items). Nevertheless, the respondents give a little more emphasis to transactional competencies. The leadership questionnaire content produced the same outcomes of the more intensive open-ended interview process.

The frequency of the critical choices for the Trinidad population provides a different view than the importance ratings. The importance list brings forward five *people*-centred competencies while the critical choice list offers only two of these transformational competencies. This finding suggests more of an interest in *people*-centred competencies than would be gleaned from merely asking people to rank competency importance. It also indicates the merits of a dual scale to differentiate

between leadership aspirations, or what people think *should be* important, and leadership actualities, or *what is* really critical.

The Trinidad LGL Profile from the leadership competencies questionnaire data reinforces the transactional bias of the leadership incident submissions. It introduces 24 new competencies that did not appear in the leadership incident submissions.

Nevertheless, the leadership competencies questionnaire essentially provided the same results as the leadership incident submissions. The closed-ended questionnaire offers an economical way to examine leadership preferences if it is validated as relevant to the target population by another methodology.

Summary - The Leadership Competencies Questionnaire

The instrument development process, CAO interviews and Trinidad case study offer useful insights for transforming the LGL model into a leadership competencies questionnaire. The LGL model facilitates the customization of relevant competencies into different leadership profiles. The five Canadian regional leadership workshops produced different leadership profiles but the integrity of the leadership capacities remained constant. The Trinidad case study also demonstrates the differentiating power of the LGL model. The Trinidad population was not ignorant of transformational terms; it simply has a preference for *task*-centred competencies. The LGL model also provides a typology for comparing the specific items of open and closed-ended methodologies.

The LGL model attributed to the leadership questionnaire has a high degree of content compatibility with the Competing Values Framework. The alignment of the leadership capacities with the study's leadership style matrix based on the CVF provides a conceptual foundation to interpret results.

The CAO interviews and Trinidad case study support the use of all 48 items for the local government leadership questionnaire. This range of leadership competencies mirrors the potential scope of open-ended methodologies while ensuring consistent exposure to a wide range of leadership competencies. A CAO leadership survey should be complemented by leadership interviews with active CAOs to ensure the survey instrument's relevancy and the context for their responses.

The use of the leadership competencies questionnaire is very cost efficient to apply compared to using open-ended interviews and written submissions. The Trinidad case study indicated that it revealed much of what the interviews did. However, it lacks the context generated by the leadership incident interviews, and where possible the two are best used together to get a more complete understanding of the leadership phenomena.

The case study suggests an element of translational fidelity (Cook & Campbell, 1979: 38) of leadership competencies. If one directs others toward one's own priorities it could be *task-centred*, but developing shared priorities with others may be *people-centred*. This interpretive ambiguity suggests a quantitative technique should be accompanied by a qualitative methodology to ensure an accurate understanding of results.

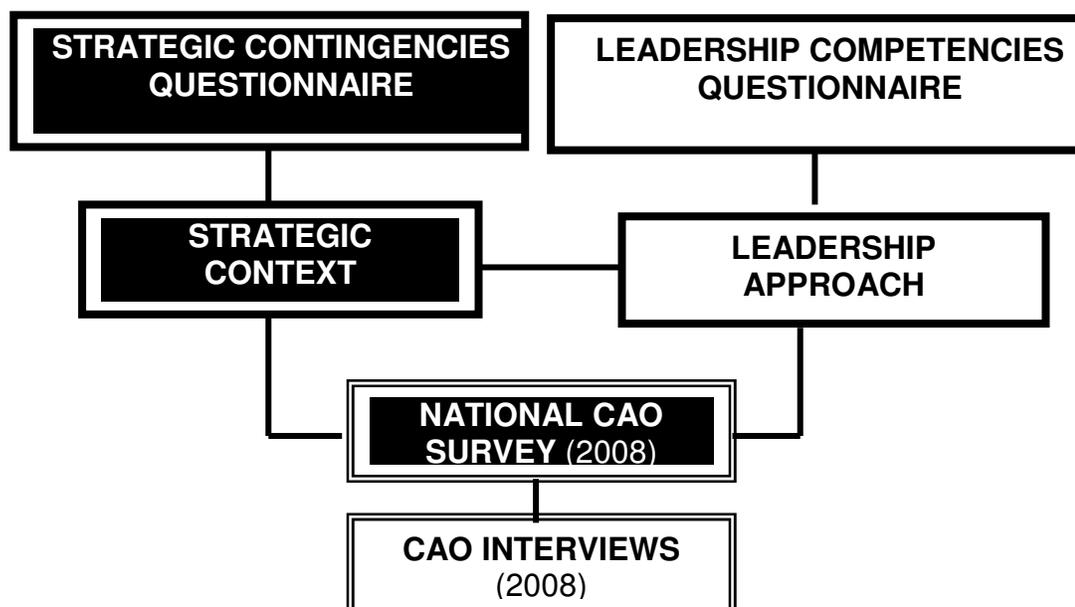
The relationship of strategic contingencies and leadership competencies is weakly demonstrated in the case study. Together, the leadership competencies questionnaire and CAO interviews hold promise for providing insight to the leadership component for CAO situational leadership in local government.

PART THREE - STUDY FINDINGS

Chapter 6 Findings: The Strategic Context

The 2008 CAO survey and interviews provide data to examine the nature of CAO strategic perspectives (see Figure 6.1) using the strategic contingencies questionnaire (see Chapter 4). The first section of the chapter confirms whether the best factor solution representing the 2008 data is compatible with the factor structure established previously through the 2000 survey and strategic context matrix. In section two, descriptive statistics and multivariate analyses are employed to determine if differences between the strategic contexts are affected by personal demographics and organizational characteristics. The top ranked strategic contingency differences are also examined in section four to better understand how CAOs view the strategic context for local government. The summary discusses the utility of the strategic context matrix and survey results for understanding CAO strategic perspectives as part of the CAO situational leadership phenomena.

Figure 6.1: Study Components – Strategic Perspectives



Factor Structure

Item-by-item analysis of the 2008 survey data set would be exhaustive and confirmatory factor analysis (CFA) was used to see if it reflected the four-factor solution established for the 2000 survey data (see Chapter 4). Reliable and theoretically relevant strategic contexts provide an economical means to explore CAO strategic perspectives.

Assumptions (see Chapter 3) were satisfied to run Principal Axis Factoring (PAF) using the Oblimin procedure on the Statistical Package for Social Sciences program (Version 16.0). A four-factor solution represents 41.24% of variance for the 36 retained strategic contingencies questionnaire's items (see Chapter 4). CFA produced a fairly consistent (86% of items) variable pattern within the four factors for both the 2008 and 2000 survey results. Cronbach's Alpha coefficients indicate adequate ($> .70$) to good ($> .80$) internal consistency of the factors (Nunally & Bernstein, 1994).

The Best Factor Solution

The rotated matrix for four factors (See Appendix 6.1) is re-organized by each variable's highest factor loading (see Tables 6.1 to 6.4). A variable is assigned to a factor if it has significant ($> .50$) or important ($> .40$) loadings for 2000 overall, 2000 CAO and 2008 CAO populations (Stevens, 2002: 395). A few variables that load significantly on a factor for two populations with a third minimal ($> .20$ & $< .30$) loading are also used (Norman & Streiner, 1994: 139). If an item presents more than one important factor loading; the researcher was guided by its content coherency - compatibility with other significant variables for its placement. All 36 of the items achieved a factor alignment, with 31 placed in the same factor as determined for the 2000 survey data set.

The Four Factors

Factor 1 - *ORGANIZATIONAL DIRECTION (OD)* focuses on achieving a desirable future for the *organization* (see Table 6.1). It represents 27.2% of the survey data set's variance and has six significant (***) , three important (**) and two adequate variables (*) as well as a poor variable ($> .20 < .30$). The intra-item scale produced a good Cronbach's Alpha (.84). All nine of the 2000 survey's factor 1 items were retained.

Facilitating processes to manage change and *Creating a vision* with poor or adequate 2008 survey factor loadings were retained because of good 2000 survey factor loadings. They also had content coherency with the strategic planning focus of the rest of the variables. *Implementing action plans*, *Maximizing use of technology* and *Enhancing public perception and awareness* had highest 2000 survey factor loadings on factor 2 but also had important or significant loadings on factor 1. These three items also have a strategic planning focus. Their higher factor loading consistency among all three populations and strategic planning coherency favours placement in factor 1.

Table 6.1: 2008 Survey – ORGANIZATIONAL DIRECTION Factor

Strategic Contingencies	2000 & 2008 Survey				Status	
	ALL	CAO	C	CAO		C
<i>ORGANIZATIONAL DIRECTION (OD)</i>						
<i>Creating a vision regarding the future</i>	.49	.54	X	.22	O	1
<i>Clarifying roles & responsibilities</i>	.43	.47	X	.46	X	2**
<i>Determining short to long range directions</i>	.56	.49	X	.54	X	3***
<i>Identifying core services of local government</i>	.52	.55	X	.49	X	4***
<i>Determining community needs</i>	.54	.59	X	.48	X	5***
<i>Ensuring effective decision making</i>	.64	.69	X	.54	X	6***
<i>Evaluating service delivery</i>	.68	.67	X	.60	X	7***
<i>Facilitating processes to manage change</i>	.69	.65	X	.30	X	8*
<i>Establishing & sticking to priorities</i>	.47	.44	X	.69	X	9**
Add: <i>Implementing action plans</i>	.53	.52	X	.66	X	10***
Add: <i>Enhancing public perception & awareness</i>	.42	.51	X	.44	X	11**
Add: <i>Maximizing use of technology</i>	.45	.47	X	.30	X	12*
Scale Alpha	.82	.82	12	.84	11	12

Bold font = retained 2000 survey items; C = Comparison; & __ = significant ($> .50$) or important ($> .40$)

Factor 2 - *ORGANIZATIONAL EFFECTIVENESS (OE)* captures the *current* need for attention to internal aspects of the *organization* (see Table 6.2). It represents 4.5 % of variance and has five significant (***) variables and three important (**) variables. The internal consistency test produced an adequate Cronbach's Alpha (.77). Eight of the assigned 11 2000 survey items for factor 2 were retained.

Implementing action plans, Enhancing public perception and awareness and *Maximizing use of technology* were transferred from this factor to the *OD* factor. As previously noted, they had better factor loadings for both surveys, not just the 2000 survey, along with content coherency to the strategic planning focus of factor 1.

The *organization*-orientation of factors 1 and 2 is consistent between the 2000 and 2008 surveys. The *future*-focus of the *ORGANIZATION DIRECTION* factor is differentiated through factor analysis from the *current*-focus of dealing with internal concerns contained in the *ORGANIZATIONAL EFFECTIVENESS* factor. There is some translation fidelity (Cook and Campbell, 1979) whether some items are placed in the *future* or *current*-focus contexts but they do stay within the *organization*-orientation.

Table 6.2: 2008 Survey – ORGANIZATIONAL EFFECTIVENESS Factor

Strategic Contingencies	2000 & 2008 Survey					Status
	ALL	CAO	C	CAO	C	
<i>ORGANIZATIONAL EFFECTIVENESS (OE)</i>						
Strengthening leadership principles	<u>.62</u>	<u>-.51</u>	X	<u>.45</u>	X	1***
Facilitating effective internal communication	<u>.62</u>	<u>-.59</u>	X	<u>.71</u>	X	2***
Delivering employee development opportunities	<u>.67</u>	<u>-.64</u>	X	<u>.51</u>	X	3***
Improving staff/council relations	<u>.64</u>	<u>-.60</u>	X	<u>.59</u>	X	4***
Dealing with sensitive issues in a timely manner	<u>.57</u>	<u>-.58</u>	X	.37	X	5**
Balancing work & personal lives	<u>.62</u>	<u>-.59</u>	X	<u>.49</u>	X	6**
Move: <i>Enhancing public perception and awareness</i>	<u>.61</u>	<u>-.62</u>	X	--	O	to OD
Move: <i>Implementing action plans</i>	<u>.55</u>	<u>-.52</u>	X	.19	O	to OD
Enabling a positive work environment	<u>.74</u>	<u>-.77</u>	X	<u>.66</u>	X	7***
Maximizing employee performance excellence	<u>.69</u>	<u>-.69</u>	X	<u>.58</u>	X	8***
Move: <i>Maximizing use of technology</i>	<u>.50</u>	--	O	.31	O	to OD
Scale Alpha	.89	.88	10	.77	8	8

Bold font = retained 2000 survey items; C = Comparison; & ___ = significant (> .50) or important (> .40)

Factor 3 - *COMMUNITY DEVELOPMENT (CD)* has a *future-focus* to enhance *community well-being* (Table 6.3). It represents 6.14% of variance and all seven 2000 survey items were retained with significant (***) loadings, and two more items were added from the *CS* factor. The inter-item scale produces a good Cronbach's Alpha (.81).

Facilitating healthy lifestyle opportunities had good factor loadings on both the *CD* and *CS* factors in the 2000 survey but did not achieve an adequate factor loading on the *CS* factor for the 2008 CAO population (see Table 6.4). It relates to promoting citizen well-being and/or providing leisure service opportunities; consequently it could be assigned to either the *CD* or *CS* factor. Given its translation fidelity, the overall factor scores favour its alignment with the community capacity building theme of factor 3.

Dealing with increased safety concerns did not load on the *CS* factor for the 2008 CAO population but had three good factor loadings on the *CD* factor. It could involve preventive or intervention efforts for alignment with the *CD* or *CS* factors respectively. Given its factor loadings, it was placed in the *COMMUNITY DEVELOPMENT* factor. These two items again highlight the translation fidelity inherently associated with the study of social or psychological phenomena such as strategic contingencies.

Table 6.3: 2008 Survey – *COMMUNITY DEVELOPMENT* Factor

Strategic Contingencies	2000 & 2008 Survey					Status
	ALL	CAO	C	CAC	C	
<i>COMMUNITY DEVELOPMENT (CD)</i>						
<i>CD1 Exploring creative revenue generating</i>	<u>.42</u>	<u>.56</u>	X	<u>.52</u>	X	1***
<i>CD2 Promoting new economic development</i>	<u>.66</u>	<u>.66</u>	X	<u>.59</u>	X	2***
<i>CD3 Creating tourist destination attractions</i>	<u>.59</u>	<u>.53</u>	X	<u>.66</u>	X	3***
<i>CD4 Promoting a sense of community pride</i>	<u>.57</u>	<u>.57</u>	X	<u>.50</u>	X	4***
<i>CD5 Promoting community population growth</i>	<u>.66</u>	<u>.67</u>	X	<u>.44</u>	X	5***
<i>CD6 Retaining existing businesses</i>	<u>.60</u>	<u>.65</u>	X	<u>.65</u>	X	6***
<i>CD7 Facilitating partnerships</i>	<u>.42</u>	<u>-.52</u>	O	<u>.55</u>	X	7***
Add: <i>Facilitating healthy lifestyle opportunities</i>	<u>.47</u>	<u>.46</u>	X	<u>.53</u>	X	8***
Add: <i>Dealing with increased safety concerns</i>	.39	<u>.56</u>	O	<u>.60</u>	X	9***
Scale Alpha	.77	.86	7	.81	9	9

Bold font = retained 2000 survey items; C = Comparison; & ___ = significant (> .50) or important (> .40)

Factor 4 - *COMMUNITY SERVICES (CS)* reflects *current* needs of the *community* that a local government responds to (see Table 6.4). It represents 3.83% of variance and has two significant (***) variables, four important (***) and one adequate (*) variable. The scale produces a marginal (> .60 & < .70) Cronbach's Alpha (.68) which is not improved (.62) with the removal of the adequate variable. Seven of the nine assigned 2000 survey items were retained in factor 4.

Enhancing First Nations relations, Ensuring effective waste management and Controlling growth were retained because factor loadings were good in two of the three populations. *First Nations relations* is a distinct issue that some local governments need to respond to depending on its relevance. These four items appear to be responses to community needs and therefore have content coherency with the other *CS* factor items.

The *community*-orientation of factors 3 and 4 was consistent between the 2000 and 2008 surveys. The *current*-focus for responding to community needs in the *COMMUNITY SERVICES* factor is empirically distinct from the *future*-focus of striving to enhance community sustainability contained in *COMMUNITY DEVELOPMENT*.

Table 6.4: 2008 Survey – COMMUNITY SERVICES Factor

Strategic Contingencies	2000		& 2008 Survey		Status	
	ALL	CAO	C	CAO		C
<i>COMMUNITY SERVICES (SC)</i>						
<i>Enhancing First Nations relations</i>	<u>.42</u>	--	O	<u>.43</u>	X	1**
<i>Promoting inter-municipal relations</i>	<u>.43</u>	<u>.52</u>	X	<u>-.42</u>	X	2**
<i>Responding to environmental</i>	<u>.66</u>	<u>.55</u>	X	<u>.63</u>	X	3***
<i>Controlling Growth</i>	<u>.49</u>	<u>.51</u>	X	.22	X	4**
<i>Managing natural resources sustainably</i>	<u>.60</u>	<u>.56</u>	X	<u>.48</u>	X	5***
<i>Move: Dealing with increased safety concerns</i>	<u>.54</u>	<u>.59</u>	X	-.22	O	to CD
<i>Ensuring effective management of waste</i>	<u>.55</u>	<u>.48</u>	X	.20	O	6*
<i>Move: Facilitating healthy lifestyle opportunities</i>	<u>.50</u>	<u>.53</u>	X	.08	O	to CD
<i>Obtaining public involvement in local government</i>	<u>.51</u>	<u>.51</u>	X	<u>.48</u>	X	7**
Scale Alpha	.77	.76	8	.68	6	7

Bold font = retained 2000 survey items; C = Comparison; & ___ = significant (> .50) or important (> .40)

The overall item scale (.92) is greater than the intra-scale consistencies (.68 to .84) reinforcing the unidimensional aspect of the correlation matrix (McDonald, 1985: 219). Significant factor intercorrelations ($r = .429$ to $.662$; $p < .01$) are moderate ($> .6 < .70$) measurements of separate, but highly related, latent variables (see Table 6.5) (Tinsley and Tinsley, 1987: 414). This range of correlations was the same for the 2000 survey.

Table 6.5: 2008 Survey – 4 Factor Correlation Matrix

FACTORS	1	2	3	4
1. <i>ORGANIZATIONAL EFFECTIVENESS</i>	1.00			
2. <i>ORGANIZATIONAL DIRECTION</i>	.66**	1.00		
3. <i>COMMUNITY SERVICES</i>	.62**	.53**	1.00	
4. <i>COMMUNITY DEVELOPMENT</i>	.64**	.42**	.59**	1.00

Notes; N = 462; ** = Pearson Correlation is significant at the 0.01 level (2-tailed)

Factor 2 represents the majority of variance; consequently all subsequent factors had their highest correlations with this general factor (Kline, 1995: 39). The *OE* factor correlates highest with the *OD* factor (.66) and both are *organization*-oriented.

ORGANIZATIONAL EFFECTIVENESS items reflect *current organizational* matters. The *ORGANIZATIONAL DIRECTION* topics focus on the *organization's future*.

The *CS* factor correlates highest with the *OD* or general factor (.62). The *CS* factor next correlates highest with *CD* factor (.59) and both are *community*-oriented. The *COMMUNITY SERVICES* items focus on *current community* needs. The *COMMUNITY DEVELOPMENT* matters are about on the *community's future*.

The *community/organization* and *future/current* dualities had some empirical support in relative, rather than absolute terms to the highly correlated variables. Again it is evident that any differentiation within the 2008 survey data set will be weak and this level of empirical support is accepted for the exploratory purposes of this study.

Summary - Factor Structure

The variable pattern for the four factors was fairly consistent (86%) for the 2000 and 2008 uses of the strategic contingencies questionnaire. Five items switched factors along the *current/future* dimension but remained within their *community* or *organization-*orientation. This difference is associated with the complexity of these variables causing some to shift factors due to underlying data differences (Rummel, 19070:453). Each scenario had content coherency and acceptable internal consistency with a marginal value (< .70) acknowledged for the CS factor in the 2008 survey. Overall, the factors consistently extract good factor loadings across the two studies thereby increasing confidence in the reliability of the factor structure.

Figure 6.2: A Strategic Contingencies Model

O r g a n i z a t i o n a l	ORGANIZATIONAL EFFECTIVENESS	ORGANIZATIONAL DIRECTION
	OE 1 Strengthening leadership principles	OD 1 Creating a vision regarding the future
	OE 2 Facilitating internal communication	OD 2 Clarifying roles & responsibilities
	OE 3 Delivering employee development	OD 3 Determining strategicm directions
	OE 4 Improving staff/council relations	OD 4 Identifying core services
	OE 5 Dealing with sensitive issues	OD 5 Determining community needs
	OE 6 Enhancing public awareness	OD 6 Ensuring effective decision making
	OE 7 Enabling a positive work environment	OD 7 Evaluating service delivery effectiveness
OE 8 Maximizing employee performance	OD 8 Facilitating processes to manage change	
		OD 9 Establishing & sticking to priorities
		OD 10 Implementing actions plans
		OD 11 Enhancing public perception
		OD 12 Maximizing technology & equipment
C o m m u n i t y	COMMUNITY SERVICES	COMMUNITY DEVELOPMENT
	CS 1 Enhancing First Nations relations	CD 1 Exploring revenue generation
	CS 2 Promoting inter-municipal cooperation	CD 2 Promoting new economic development
	CS 3 Responding to environmental issues	CD 3 Creating tourist destination attractions
	CS 4 Controlling growth & urban sprawl	CD 4 Promoting a sense of community pride
	CS 5 Managing natural resource use	CD 5 Promoting community growth
	CS 6 Ensuring effective waste management	CD 6 Retaining existing businesses
	CS 7 Facilitating healthy lifestyles	CD 7 Facilitating external partnerships
		CD 8 Dealing with community safety
	CD 9 Obtaining public involvement	

Notes: Variable text has been truncated or modified for display purposes

Strategic Context Analysis

Survey respondents rated the importance of 45 strategic contingencies on a scale of 1 (Low) to 5 (High) and indicated which four of these items were currently most critical to their organization. Differences among and between the top ten importance ratings and critical choice frequencies were explored using information obtained about the respondent – personal demographics and the local government they work in – organizational characteristics (see Chapter 3).

The four strategic contexts permit an economical examination of the CAO strategic perspectives by way of 12 independent variables (IV) - *Age, Gender, Background, CAO Experience, Education, Structure, Community Features, Population, Province/Territory, Number of Staff, Number of Councillors* and *Electoral System* (see Chapter 3).

Regression analyses and Multiple Analysis of Variance (MANOVA) reveal the relationship between these IVs with the strategic contexts as dependent variables (DV). Comments and findings from the CAO interviews are used to validate and/or explain observed differences.

Importance Rank

New composite variables were created by adding the means of variables assigned to each of the four factors (see Table 6.6). *ORGANIZATIONAL EFFECTIVENESS (OE)* and *ORGANIZATIONAL DIRECTION (OD)* scenarios were consistently ranked 1st and 2nd respectively among all independent variables. *COMMUNITY SERVICES (CS)* and *COMMUNITY DEVELOPMENT (CD)* scenarios vary in the in the 3rd and 4th place rank among some independent variables. The same rank order of the strategic contexts

emerged from the 2000 survey data analysis, except *CD* is always ranked ahead of the *CS* scenario. These results in both surveys suggest a CAO's strategic perspective bias toward *organizational* over *community*-oriented strategic contexts.

Table 6.6: Strategic contexts – Importance Rank

Rank	Strategic contexts	2008 Mean	2000 Mean
1	<i>ORGANIZATIONAL EFFECTIVENESS</i>	3.72	3.92
2	<i>ORGANIZATIONAL DIRECTION</i>	3.53	3.85
3	<i>COMMUNITY DEVELOPMENT</i>	3.28	3.66
4	<i>COMMUNITY SERVICES</i>	3.24	3.36

Importance Differences

Multiple regression analyses were conducted using the factor score (see Chapter 3) for each strategic context using all five personal demographics and seven organizational characteristics (Childs, 1973: 197). In a multiple linear regression model, the adjusted R square (R^2) measures the proportion of the variation in the dependent variable accounted for by the IVs (Tabachnick & Fidell, 2001: 147). The adjusted R square values for the *OD* (adjusted $R^2 = .047$), *OE* (adjusted $R^2 = .020$), *CD* (adjusted $R^2 = .129$) and *CS* (adjusted $R^2 = .035$) indicate only 2 to 13% of these factor's variance is explained by the set of regression equation variables (Rubinfeld, 2000: 219). The complete IV set is not a good predictor of strategic context importance (see Table 6.7).

The *F*-ratios for *OD* [$F(12, 383) = 2.63, p < .00$], *CD* [$F(12, 360) = 5.59, p < .00$] and *CS* [$F(12, 386) = 2.19, p < .01$] indicate a significant association between the IV set and three of the DVs but not *OE* [$F(12, 389) = 1.68, p < .06$]. The null hypothesis is

rejected for these factors because the F scores are significant but small ($p < .01$). A review of t -statistics (see Table 6.8) is required to determine if any independent variables have some predictive value in explaining strategic perspective differences.

Gender ($t = 2.45, p < .02$) and *Population* ($t = 2.43, p < .02$) are significantly associated with the *ORGANIZATIONAL DIRECTION (OD)* strategic context. Female respondents rated *OD* importance higher than male CAOs. CAOs from communities with a population over 3,000 gave *OD* greater importance than those from smaller communities. These significant IV rating influences did not affect the consistent *OD* second place rank among all IVs.

The CAO's *Gender* ($t = 1.94, p < .05$) and *Background* ($t = -2.44, p < .05$) had a significant association with the *ORGANIZATIONAL EFFECTIVENESS (OE)* scenario. Female CAOs rated *OE* higher than male CAOs. CAOs with some non-local government background gave *OE* less importance than those with only local government experience. However, the consistent first place rank of the *OE* scenario was not affected by these two IVs.

The *COMMUNITY DEVELOPMENT (CD)* scenario was impacted by *Gender* ($t = 3.12, p < .00$), *Education* ($t = -2.42, p < .02$), *Province / Territory* ($t = 4.53, p < .00$) and *Community Features* ($t = -2.48, p < .01$). Female CAOs ranked *CD* higher ($X = 3.44$) than male respondents. CAOs with no university education rated its importance lower than those with a university degree. Urban CAOs gave *OD* greater importance than those from a rural setting. CAOs throughout the country rated its importance higher than colleagues from British Columbia and Alberta. The impact of these IVs was noticeable in the changed *CD* 3rd rank to 4th rank order with *CS* for these IV sub-populations.

Table 6.7: Strategic Contexts – Regression Analyses

<i>FACTOR / Variable</i>	<i>OD</i> Beta / <i>t</i>	<i>OE</i> Beta / <i>t</i>	<i>CD</i> Beta / <i>t</i>	<i>CS</i> Beta / <i>t</i>
<i>Gender</i>	.143 / 2.45*	.115 / 1.94*	.181 / 3.12**	.135 / 2.28*
<i>Age</i>	.076 / 1.25	.026 / .424	.069 / 1.15	.059 / .969
<i>Education</i>	-.103 / -1.81	-.062 / -1.10	-.134 / -2.42*	-.043 / -.760
<i>Background</i>	.015 / .288	-.127 / -2.44*	-.010 / -.199	-.027 / -.512
<i>CAO Experience</i>	-.598 / .550	-.035 / .598	-.062 / -1.06	-.043 / -.738
<i>Number of Staff</i>	-.080 / -1.37	.119 / 1.27	-.062 / -.673	-.027 / -.294
<i>Structure</i>	-.103 / -1.70	.092 / 1.52	-.024 / -.412	.083 / 1.38
<i>Population</i>	.231 / 2.42*	.046 / .489	.060 / .637	.046 / .482
<i>Province / Territory</i>	.084 / 1.64	-.048 / -.937	.230 / 4.54**	-.068 / -1.31
<i>Community Features</i>	-.011 / -1.87	-.008 / -.141	-.141 / -2.48*	.130 / 2.24*
<i>Electoral System</i>	-.080 / -1.38	-.008 / -.146	-.071 / -1.24	-.152 / -2.62*
<i>Number of Councillors</i>	.056 / .974	.070 / 1.22	.019 / .332	.120 / 2.09*
Adjusted R Squared	.047	.020	.129	.035
Standard Error of Estimate	.60119	.55219	.62209	.42649
Significance * = $p < .05$ and ** = $p < .01$				

The *COMMUNITY DEVELOPMENT (CD)* scenario was impacted by *Gender* ($t = 3.12, p < .00$), *Education* ($t = -2.42, p < .02$), *Province / Territory* ($t = 4.53, p < .00$) and *Community Features* ($t = -2.48, p < .01$). Female CAOs ranked *CD* higher ($X = 3.44$) than male respondents. CAOs with no university education rated its importance lower than those with a university degree. Urban CAOs gave *OD* greater importance than those from a rural setting. CAOs throughout the country rated its importance higher than colleagues from British Columbia and Alberta. The impact of these IVs was noticeable in the changed *CD* 3rd rank to 4th rank order with *CS* for these IV sub-populations.

The *COMMUNITY SERVICES (CS)* scenario was affected by four IVs - *Gender* ($t = 2.28, p < .02$), *Community Features* ($t = -2.23, p < .03$), *Electoral System* ($t = -2.63, p < .01$) and *Number of Councillors* ($t = 2.09, p < .04$). Female CAOs rated the *CS* scenario higher than male CAOs. Urban CAOs gave less importance to the *CS* scenario than those from a rural setting. At-large electoral system CAOs rated the *CS* scenario lower than those from ward systems. CAOs with ten or more councillors gave greater importance to the *CS* scenario than those with fewer elected officials. The impact of these IVs was noticeable in the changed *CS* rank order with *CD* from 4th rank to 3rd rank within these IV sub-populations.

Personal demographics did not demonstrate a predictive association to the strategic contexts. *Gender* had a significant association with all strategic contexts. The female CAO population had higher strategic context means than their male counterparts. However, this enhanced rating did not produce noticeable differences in the strategic context rankings other than the previously noted inversion of *OD* over the *OS* compared to male CAOs.

MANOVA was used to examine the amount and strength of the strategic context linear equations with the emerging potential predictor variables - *Education*, *Gender* and *Work Experience* (see Table 6.8). Only *Gender* produced significant *F* values for the *CS* [$F(4, 418) = 5.08, p < .03$] and *CD* scenarios [$F(4, 418) = 7.37, p < .01$]. The eta-squared values indicate only 0.8 to 2.13% of the *CD* and *CS* their variance is explained by *Gender*. The amount and impact of these IVs was small. The strategic contexts were not significantly affected, or at least they were not sensitive to the personal demographic IVs.

Table 6.8: Strategic Contexts- MANOVA – Personal Demographics

VARIABLES	Wilks' Lambda	MS	F	Sig.	Eta Squared
<i>Gender</i> ^(a)	.977				
ORGANIZATIONAL EFFECTIVENESS ^(b)		.42	1.45	.23	.014
ORGANIZATIONAL DIRECTION ^(b)		1.04	2.87	.09	.008
COMMUNITY SERVICES ^(b)		.88	5.08	.03	.004
COMMUNITY DEVELOPMENT ^(b)		2.96	7.37	.01	.021
<i>Work Experience</i> ^(a)	.960				
ORGANIZATIONAL EFFECTIVENESS ^(b)		.59	2.04	.11	.017
ORGANIZATIONAL DIRECTION ^(b)		.08	.23	.88	.002
COMMUNITY SERVICES ^(b)		1.52	.87	.46	.007
COMMUNITY DEVELOPMENT ^(b)		.74	1.84	.14	.015
<i>Education</i> ^(a)	.971				
ORGANIZATIONAL EFFECTIVENESS ^(b)		.23	.79	.50	.007
ORGANIZATIONAL DIRECTION ^(b)		.02	.05	.98	.000
COMMUNITY SERVICES ^(b)		.05	.29	.84	.002
COMMUNITY DEVELOPMENT ^(b)		.52	1.29	.28	.011

Codes: Degrees of Freedom (*df*): ^(a) = 4 & ^(b) = 418; Sig. = Significance; SS = Mean Square; & *F* = *F* score

Community Features, Province/Territory, Number of Councillors and Electoral System each impact specific C. Rural CAOs placed more importance on CS than their urban colleagues. CAOs with ward systems that tend to have greater than ten elected officials ($r = .161, p < .01$) gave greater importance to CS than CAOs from at-large electoral systems with fewer council members. British Columbia and Alberta CAOs differed from their colleagues with a decreased importance for CD in favour of CS.

MANOVA exposed the significant but small effect of the strategic context linear equations with potential IVs (see Table 6.9) - *Community Features, Province/Territory, Number of Councillors and Electoral system* (Healey al, 1999: 84). *Community Features, Province/Territory, and Electoral System* each explains 3% of the OE scenario's variance. *Number of Councillors* explains 3% of the variance in the CS scenario. The *Province/Territory* explains 5 to 9% of the OE, OS and CS variance.

Overall, the IVs had some explanatory but little predictive value for the strategic contexts' importance. There was empirical evidence that female CAOs tend to see the overall strategic context differently than males. *Province/Territory* also had an impact on strategic perspectives. The importance of the *COMMUNITY SERVICES* increased with the *Number of Councillors*. *ORGANIZATIONAL EFFECTIVENESS* was affected the most by organizational characteristics. Strategic contexts are composite variables and further exploration is required to see if strategic contingency differences have been diluted.

Table 6.9: Strategic Contexts - MANOVA – Organizational Characteristics

VARIABLES	Wilks' Lambda	MS	F	Sig.	Eta Squared
<i>Population</i> ^(a)	.911				
<i>ORGANIZATIONAL EFFECTIVENESS</i> ^(b)		.84	3.26	.02	.040
<i>ORGANIZATIONAL DIRECTION</i> ^(b)		.12	.35	.79	.004
<i>COMMUNITY SERVICES</i> ^(b)		.19	1.33	.26	.017
<i>COMMUNITY DEVELOPMENT</i> ^(b)		.45	1.29	.27	.016
<i>Province/Territory</i> ^(a)	.716				
<i>ORGANIZATIONAL EFFECTIVENESS</i> ^(b)		.49	1.91	.03	.089
<i>ORGANIZATIONAL DIRECTION</i> ^(b)		.36	1.04	.41	.051
<i>COMMUNITY SERVICES</i> ^(b)		.28	1.91	.03	.089
<i>COMMUNITY DEVELOPMENT</i> ^(b)		.64	1.88	.04	.088
<i>Structure</i> ^(a)	.920				
<i>ORGANIZATIONAL EFFECTIVENESS</i> ^(b)		.75	2.92	.04	.036
<i>ORGANIZATIONAL DIRECTION</i> ^(b)		.28	.82	.49	.010
<i>COMMUNITY SERVICES</i> ^(b)		.04	.25	.86	.003
<i>COMMUNITY DEVELOPMENT</i> ^(b)		.35	1.01	.38	.013
<i>Electoral System</i> ^(a)	.940				
<i>ORGANIZATIONAL EFFECTIVENESS</i> ^(b)		.58	2.23	.09	.028
<i>ORGANIZATIONAL DIRECTION</i> ^(b)		.40	1.16	.32	.015
<i>COMMUNITY SERVICES</i> ^(b)		.14	.96	.41	.012
<i>COMMUNITY DEVELOPMENT</i> ^(b)		.04	.12	.95	.001
<i>Number of Councillors</i> ^(a)	.880				
<i>ORGANIZATIONAL EFFECTIVENESS</i> ^(b)		.69	2.69	.47	.033
<i>ORGANIZATIONAL DIRECTION</i> ^(b)		.11	.33	.80	.004
<i>COMMUNITY SERVICES</i> ^(b)		.34	2.27	.08	.030
<i>COMMUNITY DEVELOPMENT</i> ^(b)		.23	.66	.58	.008

Codes: Degrees of Freedom (*df*): ^(a) = 4 & ^(b) = 418; Sig. = Significance; SS = Mean Square; & F = F score

Summary - Strategic Context

Regression analyses were conducted for each strategic contingency as a DV using the 12 IVs. There were more than three times as many strategic contingencies with significant associations to the IVs (see Appendix 6.3) within the *community* compared to the *organization*-oriented scenarios. Notable strategic contingency importance differences were masked when these highly interrelated items were empirically clustered.

Multiple regression analyses produced more significant strategic contingency associations with *Gender* (15) and *Education* (10) compared to other personal demographics (2 to 4). These significant *t* values were found mostly in *COMMUNITY DEVELOPMENT*. Regression equations and MANOVA confirm female CAOs had more affinity for *CD* than males which carried over to CAOs with a university *Education* because females were less likely to have a university education ($r = -.312, p < .00$).

The regression equations and MANOVA confirmed that *Province/Territory*, *Number of Councillors* and *Electoral system* had an impact on CAO strategic perspectives. Alberta and British Columbia CAOs ranked *CS* lower than other CAOs. Ward systems tended to have greater than ten council members ($r = .161, p < .01$) resulting in higher CAO importance toward *CS* compared to CAOs from at-large electoral systems with fewer elected officials. The *community*-oriented strategic contexts were impacted more by the personal demographics and organizational characteristics than *organization*-oriented strategic contexts.

Overall, the strategic contexts reveal that CAOs gave greater importance overall to *organization* versus *community*-oriented matters. The high item intercorrelations caused the numerous strategic contingencies differences to be masked within the strategic

contexts. Consequently there is merit in exploring the individual strategic contingencies further to gain a better understanding of CAO strategic perspectives.

Strategic Contingency Analysis

Item analysis provides insights to CAO strategic perspectives that were not detected through strategic context analysis. The importance and critical choice frequencies were compared to differentiate between CAO's perceptions of *what should be* and *what is* important. The top ten 2008 strategic contingencies were compared to the 2000 survey results. Comments and content analysis results from the CAO interviews (see Chapter 2) were used to validate and/or explain empirical findings.

Top Ten Importance Rank

The range of importance means for all strategic contingencies in the 2008 survey is 2.40 (slightly important) to 4.22 (extremely important) indicating that all the items were relevant to the CAOs' strategic perspectives. The top ranked items provide insights to which ones CAOs see as having utmost importance. The shifts in rank among the IVs are 0 to 13 places with 34% of the rank order shifts (ROS) over 5 places – a suitable cut-off to observe the more substantial ranking differences through multiple regression analyses.

The top ten importance items in the 2008 survey (see Table 6.10 & Appendix 6.3) were led by a concern for *Water quality & supply*. This short list indicates the surveyed CAOs gave greater importance to *organization* over *community-oriented* matters (*OE & OD*). Eight of these items were *organization-oriented* toward work place, communication and strategic planning. Only two were *community-oriented* topics concerning infrastructure. The infrastructure items did not factor load within the four-factor solution

highlighting the need to examine all strategic contingencies to properly explore CAO strategic perspectives. For this study's purpose, the infrastructure items were considered *COMMUNITY SERVICE* given they relate to core services of a local government to meet citizen service needs.

Table 6.10: Strategic Contingencies – Top Ten Importance Rank

Rank	Strategic Contingencies (<i>STRATEGIC CONTEXTS</i>)	Mean
1	Ensuring Water Quality & Supply (<i>CS</i>)	4.22
2	Creating a Vision for the Future of the Community (<i>OD</i>)	4.05
3	Replacing 'Existing' Infrastructure & Facilities (<i>CS</i>)	4.01
4	Providing a Positive Internal Work Environment (<i>OE</i>)	3.88
5	Facilitating Effective Internal Communication (<i>OE</i>)	3.84
6	Balancing Work & Personal Life (<i>OE</i>)	3.82
7	Determining Community Needs (<i>OD</i>)	3.77
8	Addressing Sensitive Issues in a Timely Manner (<i>OE</i>)	3.73
9	Strengthening Leadership Principles & Skills (<i>OE</i>)	3.71
10	Ensuring Transparent & Effective Decisions (<i>OD</i>)	3.69

Codes: () = subjective scenario assignment

Regression analysis was undertaken with the strategic contingency rating (mean) as the dependent variable using the 12 IVs. The resulting *B* weights and *t* values indicate the significance of mean differences. The squared multiple correlations (R^2) for regression analyses of each DV range from .039 to .148 indicating only 4 to 15% of any strategic contingency can be accounted for using all IVs (SPSS 16.0 Guide, 2005: 287). Any significant outcomes will have a small effect with explanatory rather than predictive value.

The *Number of Staff* was highly correlated with *Community Population* ($r = .831, p < .001$) and *Structure* ($r = -.319, p < .01$). CAOs from communities under 10,000 (ROS=

-8) which is correlated with less than 100 staff (ROS= -7) gave less importance to *Leadership principles & skills* than those from larger communities. CAOs from smaller municipalities stated in the CAO interviews they were simply too busy with service delivery to give the human resource system the attention it deserves.

Regional government CAOs with fewer than 20 staff placed less emphasis on *Enabling a positive work environment* (ROS= -6) than those from municipalities with more than 100 staff. Greater numbers of staff were less likely in regional governments ($r = -.319, p < .000$). Regression analyses substantiate a relationship for the *Number of Staff* ($B = .294, df (13,392), t = 2.28; p < .02$) and *Structure* ($B = .394, df (13,392), t = 2.48; p < .01$) with the importance of *Enabling a positive work environment*.

CAOs with fewer staff reported a heavy workload as a leadership challenge more often (11 times) in the CAO interviews than CAOs (2) from larger communities (see Appendix 8.2). They indicated they had limited resources to handle both operational and political demands compared with larger community CAOs. CAOs with more staff said they could give more effort toward creating a positive work environment because they spent less time supervising staff. The *Number of Staff* affects the CAO's strategic perspectives.

Electoral System was correlated with *Structure* ($r = .381, p < .01$) and *Community Features* ($r = -.319, p < .01$). CAOs in rural, regional settings with a ward system gave greater attention (ROS= +9) to *Decision making* than CAOs from urban, municipalities with at-large electoral systems. There is a significant linear relationship between the *Community Features* with *Decision making transparency* ($B = .257, df (13,392), t = 2.90; p < .00$). The Regional Municipality of Greater Sudbury CAO indicated what he believed

to be the key difference in regional and municipal *Structures*. At-large electorates have various community interests, but they are not institutionalized as defined electorates with a directly accountable elected official. He felt that ward councillors take a closer interest in decision making to figure out how constituents' needs get addressed. *Structure* combined with *Electoral System* influences the CAO strategic view of the decision making process.

Atlantic CAOs differed the most (4 items) in the top ranked items with decreased attention to *organization*-oriented matters in favour of *community*-oriented concerns for *Economic development*, *Infrastructure* and *Provincial downloading*. Saskatchewan and Manitoba mirror this rating feature. *Province/Territory* impacts strategic perspectives if there is a dominant strategic imperative that impacts most local governments in a region.

Regression analyses substantiate a relationship between the *Province/Territory* with *Retaining existing businesses* ($B = .184$, $df (13,393)$, $t = 2.66$, $p < .008$). Interviewed CAOs frequently mentioned economic development (19 times) as a *reactive* community leadership challenge in response to closing industries and tax base shortfalls. It was also mentioned most frequently (18) particularly among British Columbia and Alberta CAOs where there was a more robust economy during the survey period as a *proactive* leadership challenge. This finding reveals how the external environment can present issues or opportunities. It is a regional imperative if it affects most local governments within a specific region regardless of other organizational characteristics.

In summary, there was a fair degree of commonality across the seven organizational characteristics for the strategic contingencies of utmost importance. The top ten list analysis indicates that a few organizational characteristics do affect CAO specific

strategic contingencies versus strategic contexts. As *Community Population* increases so does the *Number of Staff* that causes the CAO to give more importance to *Leadership* or *Work environment* matters. *Rural* areas tend to have regional governments with wards that fragment political interests prompting increased CAO importance for the *Decision making process*. Some critical environmental conditions affecting communities generate regional imperatives such as economic concerns that impact communities and therefore CAOs in a particular region regardless of other organizational characteristics.

There were a few differences among utmost importance items associated with the personal demographics. Female CAOs placed more importance on *Dealing with sensitive issues* ($B = .207$, $df (13,394)$, $t = 2.20$, $p < .03$) and *Creating a vision* ($B = .245$, $df (13,395)$, $t = 2.58$, $p < .01$) than males. CAOs with no university education also ranked *Dealing with sensitive issues* lower than those with a university education ($B = -.230$, $df (13,394)$, $t = -2.54$, $p < .01$). These differences did not have a considerable rank order affect because female CAOs and those with less education tended to rate all item means higher.

More experienced CAOs, correlated with *Age* ($r = .469$, $p < .001$) ranked *Dealing with sensitive issues* (ROS= +9) higher than less experienced colleagues. While the regression analysis did not produce a significant t score ($B = .028$, $df(13,394)$, $t = -.317$, $p < .75$), the CAO interview analysis indicated more experienced CAOs spent more time (39% vs. 15%) in the political realm with greater likelihood of sensitive issues (see Appendix 8.2)

Regression analyses using all the IVs (see Appendix 6.4) for each strategic contingency provides empirical evidence that some organizational characteristics and

personal demographics affect some strategic contingencies that were not detected within the strategic context analyses. Overall, organizational characteristics impact CAO strategic perspectives more than personal demographics. The top ranked items indicate that CAOs gave greater importance to *organization* than *community*-oriented strategic contingencies.

Regardless of organizational characteristics and personal demographics there were some common issues facing the CAO. Nevertheless, the importance ratings only tell us about CAO aspirations or what he or she thinks *should be* important, but not *what is* actually receiving local government attention. A more complete picture of the actual strategic context is derived by also considering the critical choices.

Top Ten Critical Choice Rank

The critical choices provide CAO insights to what local governments are actually attending to (see Table 6.11). The critical choice short list was more *community*-oriented than the top ten importance items. Eight of the top ten critical choices were *community*-oriented - infrastructure and community development compared with two *organization*-oriented matters - strategy and internal relations.

There were more notable rank order shifts ($> +/- 5$) for the top critical choices associated with organizational characteristics than among the importance short list. Four of the short listed critical choices had not factor loaded satisfactorily into a strategic context. As stated earlier, these infrastructure items had been deemed more *community* than *organization*-oriented by the researcher for non-empirical analysis purposes. Three strategic contingencies in particular stood out as divergent among personal demographics and organizational characteristics compared to the other top ten critical choices.

Table 6.11: Strategic Contingencies – Top Ten Critical Choices

Rank	Strategic Contingencies	Frequency
1	Replacing 'Existing' Infrastructure & Facilities (<u>CS</u>)	200
2	Ensuring Water Quality & Supply (<u>CS</u>)	158
3	Creating a Vision for the Future of the Community (<i>CD</i>)	116
4	Developing New Infrastructure & Facilities (<u>CS</u>)	95
5	Promoting New Economic Development (<i>CD</i>)	92
6	Dealing with Provincial Government Downloading (<u>CS</u>)	64
7	Managing Solid & Liquid Waste (<u>CS</u>)	63
8	Retaining Existing Local Businesses (<i>CD</i>)	56
9	Improving Council/Staff Relations (<i>OE</i>)	55
10	Promoting Growth & Well Designed Communities (<i>CD</i>)	53

() subjective scenario assignment

Organizational attention to *Dealing with Provincial Downloading* dissipates with larger communities (ROS = -8), regional governments (ROS = -32) and in Alberta, British Columbia and Nova Scotia (ROS -14, -21 & -16). During the CAO interviews, smaller community CAOs indicated downloaded functions and getting Provincial grants as leadership challenges more frequently than larger community CAOs (12 vs. 4). CAOs from larger governments commented they rely less on the Province for resources. Community size impacts a local government's dependency on the Province and therefore the CAO's level of importance for *Dealing with Provincial Downloading*.

The British Columbia, Nova Scotia and Alberta CAOs attached less importance to *Dealing with Provincial Downloading*. Discussions with several municipal association executive directors highlighted that fact that local government legislation in these *Provinces* was reviewed with local government input several years prior to the 2008 survey. Provincial government influences such as legislative downloading are another

regional imperative that can transcend the influence of other organizational characteristics.

Rural CAOs gave considerably less attention to *Managing solid & liquid waste* than their urban counter parts (ROS = -17). A municipality was less likely to be rural ($r = -.300, p < 0.00$) than a regional government. Rural areas tended to have property owner septic systems while municipalities are responsible for integrated public water and sewage systems. Urban CAOs more frequently mentioned infrastructure replacement (10 times) as a leadership challenge than their rural counterparts (4). This difference was more pronounced because rural CAO infrastructure concerns actually just centred on roads not waste management or utility systems. *Community Features* – rural/urban setting affects how a strategic contingency may or may not impact the strategic perspectives of the CAO.

Attention to *Improving Council and staff relations* was greater for CAOs from larger (ROS = +7) communities compared to smaller community CAOs (< 3,000) as well as ward (ROS = +7) compared to at-large electoral systems. Larger communities were more likely to have ward electoral system ($r = .259, p < 0.01$). As reported earlier, ward representatives take on a more direct relationship with staff that often causes role confusion and conflict.

Top critical choices were influenced by *Province/Territory* conditions. Alberta and British Columbia respondents gave less attention to *Promoting new economic development* or *Retaining existing businesses* (ROS -31 & -15) compared to other regions. A prevailing negative economic condition as stated earlier is a regional imperative that local governments must address. *Community Population* (correlated with

Number of staff and Number of Elected Officials), *Electoral System* and *Province/Territory* appear to be major factors for some critical choice differences among CAOs.

The critical choices were not substantially different due to personal demographics. The one exception is *Dealing with sensitive issues* selected more frequently by CAOs over 44 years and 10 years CAO experience. During the CAO interviews experienced CAOs cited political astuteness - dealing effectively with issues facing council most frequently (25 vs. 6 times) as a key competency for CAO success. Younger CAOs more often referred to local government (23 vs. 6) and legislative knowledge (14 versus 2) as critical to success (see Appendix 8.1).

The overall top ten critical choice list analyses indicate that *Population, Structure, Electoral System* and *Province/Territory* influence the critical choices of CAOs. Critical choice strategic contingencies appear to be influenced more by organizational characteristics than by the CAO's personal demographics.

Importance versus Critical Choice Differences

There were noticeable rank order shifts (> + or - 9) between the overall top ten importance ratings and critical choice frequencies. Six *organization*-oriented items – *Positive work environment, Work/life balance, Internal communications, Sensitive issues, Leadership principles* and *Effective decision making* viewed as very important were not selected as critical choices. These important items were displaced by *community*-oriented matters – *New economic development, Provincial government downloading, New infrastructure, Promoting growth, Existing business support* and *Waste management*. The

top three items – *Existing infrastructure*, *Water quality* and a *Community vision* were the same albeit in a different order on both the top ten importance and critical choice lists.

The importance ratings tell us about the CAO's strategic aspirations because there is no constraint imposed. The critical choice component limits the CAO to report what they observe. The importance ratings convey CAO strategic perspectives on *what should be* important while the critical choice frequencies provide insights to *what is* important to the organization. The important *organization*-oriented strategic contingencies are displaced by critical choices that are *community*-oriented. The 70% change between these perspectives reinforces the need to differentiate between CAO aspirations and observations.

The CAO interviews offer two significant consequences of this *what should be / what is* shift. Community challenges draw CAOs into the political realm whereas organizational aspirations allow them to stay in the administrative realm. Entry into the strategic and policy spheres increases the chances for role confusion and reduces his or her attention to organizational systems and services. This schism is a potential precursor to role dissonance for the CAO by the CAO and council.

2000 versus 2008 Survey Differences

The 2000 survey offers an opportunity to see if CAO strategic perspectives changed over the eight-year time span. The sample populations have similar organizational characteristic and personal demographic frequencies. The importance ratings and critical choices are examined to see if changes had occurred due to the 2000 to 2008 time span.

The 2000 top importance items had more of a dual *community/organizational*-orientation than in 2008 (see Table 6.12). Five items were *community*-oriented compared

to two in 2008. There was increased importance attached to the *organization*-oriented strategic contingencies in 2008. The 2008 list contains eight of the 2000 items allowing for rank order differences greater than five places. The concerns propelled by the deaths in Walkerton due to E. coli contamination after the 2000 survey caused the emergence of *Water quality* (and addition to the 2008 survey). Overall, the 2008 CAOs gave less emphasis to *community*-oriented matters - *Future infrastructure* and *Business retention* in favour of *organization*-oriented items - *Leadership*, *Decision making* and *Life balance*.

Table 6.12: Top Importance Rank - 2000 & 2008 Survey Differences

2000 Rank	Strategic Contingencies	2008 Rank
NA	Ensuring Water Quality & Supply (<u>CS</u>)	1
5	Creating a Vision for the Future of the Community (OD)	2
8	Replacing 'Existing' Infrastructure & Facilities (<u>CS</u>)	3
10	Providing a Positive Internal Work Environment (OE)	4
13	Facilitating Effective Internal Communication (OE)	5
<u>16</u>	Balancing Work & Personal Life (OE)	6
7	Determining Community Needs (OD)	7
11	Addressing Sensitive Issues in a Timely Manner (OE)	8
<u>24</u>	Strengthening Leadership Principles & Skills (OE)	9
<u>22</u>	Ensuring Transparent & Effective Decisions (OD)	10
1	Financing Future Infrastructure needs (<u>CS</u>)	19
2	Retaining Existing Businesses (CD)	24
3	Maximizing Employee Performance (OE)	12
4	Dealing with Provincial Government Downloading (<u>CS</u>)	15
6	Promoting New Economic Development (CD)	13
9	Clarifying Roles & Responsibilities (OD)	30

___ = Shift more than 5 places over top ten; **bold font** = common items; & () subjective assignment

Eight critical choices dominated by *community*-oriented matters - infrastructure and economy were the same in both the 2008 and 2000 surveys (see Table 6.13). The CAOs' observations suggest a consistent *community*-orientation in the 2000 and 2008 surveys.

Five of the top ten importance items were displaced in the critical choice perspectives of the 2008 survey. In the 2000 survey, there were only two importance items displaced (see Table 6.14). The 2000 *what is* and *what should be* perspectives were more aligned than in the 2008 survey. Simply put, the top ten list analysis ranks indicate a distancing of CAO perceptions on *what should be* important – *organization*-oriented strategic contingencies and their observations of *what is* the actual strategic context of local government because of increased emphasis on *community*-oriented strategic contingencies.

Table 6.13: Top Critical Choice Rank - 2000 & 2008 Survey Differences

2000 Rank	Strategic Contingencies	2008 Rank
1	Replacing 'Existing' Infrastructure & Facilities (CS)	1
NA	Ensuring Water Quality & Supply (CD)	2
5	Creating a Vision for the Future of the Community (OD)	3
4	Developing New Infrastructure & Facilities (CS)	4
2	Promoting New Economic Development (CD)	5
3	Dealing with Provincial Government Downloading (CS)	6
<u>24</u>	Managing Solid & Liquid Waste (CS)	7
6	Retaining Existing Local Businesses (CD)	8
9	Improving Council/Staff Relations (CD)	9
10	Promoting Community Growth (CD)	10
7	Clarifying Roles & Responsibilities (OD)	<u>29</u>
8	Examining Regionalization & Amalgamation (CS)	<u>20</u>

_ = Shift greater than 5 places beyond the top ten; **bold font** = common items; & () subjective scenario assignment

Some older (> 44 years) and more experienced (> 10 years) CAOs noted during the CAO interviews that they had an increased concern about organizational capacity due to pressures of service delivery, human resource, and council/staff relation challenges. These CAO aspirations in 2008 for *what should be* - improved *organization* capacity

however are displaced by their observations of *what is* actually receiving organizational attention - *community* matters.

What Should be versus What If?

During the CAO interviews, CAOS would often couch their response as the way it is, not the way they would like it be. The more experienced CAOs frequently said they spent too much time in the political realm helping council to deal with community challenges compared to their desire to spend more time in the administrative realm enhancing organizational capacity. There appears to be reluctance on the part of the CAO to be very active in the political realm – strategic direction and policy choice spheres. This sentiment may be a source of the CAO’s differentiation of importance and critical choice perceptions.

Table 6.14: 2000 Survey – What Is/What Should Be Shifts

Importance	Strategic Contingencies	Urgency
1	Financing Future Infrastructure needs (CS)	4
2	Retaining Existing Businesses (CD)	6
3	Maximizing Employee Performance (OE)	<u>25</u>
4	Dealing with Provincial Government Downloading (CS)	3
5	Creating a Vision for the Future of the Community (OD)	5
6	Promoting New Economic Development (CD)	2
7	Determining Community Needs (OD)	11
8	Replacing 'Existing' Infrastructure & Facilities (CS)	1
9	Clarifying Roles & Responsibilities (OD)	7
10	Providing a Positive Internal Work Environment (OE)	<u>23</u>
<u>44</u>	Examining Regionalization & Amalgamation (CS)	<u>8</u>
15	Improving Council/Staff Relations (OE)	9
<u>43</u>	Promoting Community Growth (CD)	10

___ = Shift greater than 5 places beyond the top ten; **bold font** = common items; & ? = no scenario assignment

Summary – Strategic Contingencies

The high degree of agreement for the top ranked importance and critical choice items indicates there is a high level of consensus regarding items of utmost importance regardless of personal demographics and organizational characteristics compared to the other 35 items. CAOs appear to have a lot in common when it comes to strategic perspectives of the key issues within the strategic context of local government.

Only one significant top ranked item difference was significantly associated with personal demographics. *Dealing with sensitive issues* generates different importance ratings based on *Gender, Age* and *CAO experience*. Male CAOs tended to be older and more experienced than females. The CAO interviews indicated experienced CAOs spent more time in the political realm dealing with political or sensitive issues than those with less than 10 years experience. Activity in the political realm may be associated with CAO strategic perspective differences.

Province/Territory, Electoral Systems, Number of Staff, Community Features and *Number of Councillors* impact specific top ranked items. Regional imperatives such as negative economic conditions impact the strategic context regardless of other organizational characteristics. Fragmented political structures and more councillors increase CAO importance toward *COMMUNITY SERVICE* contingencies and political/administrative relations. Rural community CAOs had a different view of *CS* strategic contingencies related to inherently different infrastructure system responsibilities.

CAO strategic perspectives are affected more by organizational characteristics than personal demographics. Overall, the impact of the IVs is difficult to pattern beyond item

analysis other than to note that the *community*-oriented matters are more vulnerable to IV differences than the *organization*-oriented strategic contingencies.

The consistency between the lowest ranked importance and critical choices items centre on *COMMUNITY DEVELOPMENT* efforts such as *Promoting healthy lifestyles, Partnerships, Developing relations with First Nations* and *Dealing with community safety concerns*. These themes dominate current goal and vision in local government strategic plans¹. Yet it would appear these community enhancement topics are not what local governments are focusing on. We only get an accurate strategic context by examining *what is* happening versus CAO aspirations or officially stated organizational goals.

The CAO's importance for *organization*-oriented items is quite different than the *community*-oriented matters that local governments are actual working on. This difference appears to be the result of increased *organization*-oriented concerns not decreased *community*-oriented challenges. Community challenges have stayed the same over the eight-year period. It is organizational capacity that has become more stressed to meet these community needs that influences the CAO's administratively biased strategic aspirations.

The strategic contingencies provide insights that would be lost if the 2008 survey data analysis was limited to the strategic contexts. There is merit to not limit the strategic contingencies questionnaire to only those items that fit into a factor pattern. Otherwise, the overall top ranked infrastructure items or the focus on First Nations relations that occurs primarily in British Columbia would be missed.

Summary – CAO Strategic Perspectives

This chapter has focused on examining the strategic context of local government using the strategic perspectives of the CAO. The resulting 2008 survey data set offered an opportunity to test the utility of the strategic contingencies questionnaire for repeated uses. It also enabled the examination of strategic perspectives of surveyed CAOs.

The Questionnaire

The factor analyses verify the stability of a factor structure for the strategic contingencies questionnaire's content through two uses in a 2000 and 2008 survey. Confirmatory factor analysis reproduced a four-factor structure established for the instrument's use in the 2000 survey with 36 of the questionnaire's 45 items. The four-factor solution is the most parsimonious representation (41.24%) of the 2008 survey data which is constrained by high item intercorrelations. The variable alignment to the factors is consistent for 86% of the items. Cronbach's Alpha values indicate the internal consistency of each robust factor (loadings > .4) is satisfactory for exploratory purposes.

The content coherency of each factor is readily interpretable. The four-factor content reflects and the empirical results support the underlying dimensions of the study's strategic context matrix including the *organization/community* and the *current/future* dimensions. The strategic contingency model is suitable for exploring strategic perspective data derived through the strategic contingencies questionnaire's use.

The 2008 Survey

The top ten analyses indicate a high degree of CAO consensus regarding items of utmost importance regardless of personal demographics and organizational characteristics

compared to the other 35 items. CAOs appear to have a lot in common when it comes to personal strategic perspectives of the strategic context for local government.

The strategic context and top ten strategic contingency rank analyses indicate the surveyed CAO's gave more importance to *organization* versus *community*-oriented strategic contingencies. The strategic contexts provide a macro-view of the strategic context. These composite variables however are not as sensitive as strategic contingencies for a more complete picture of CAO strategic perspectives.

Regression equations as well as MANOVA confirm that *Gender*, *Province/Territory*, *Number of Councillors* and *Electoral System* have the most frequent significant associations with strategic context importance. *CAO Experience*, *Age*, *Community Features*, and *Structure* also significantly impact some strategic contingencies. *Community*-oriented scenarios – *OE & OD* have more significant IV associations compared to the *organization*-oriented strategic contexts – *CD & CS*.

A notable finding was the difference between CAO aspirations for - *what should be* and observations of – *what is*. The CAO's importance for *organization*-oriented items was displaced by *community*-oriented matters that local governments are actually working on. The strategic contexts provide an economic view of the strategic context to compare CAO strategic perspectives with leadership preferences in the next chapter.

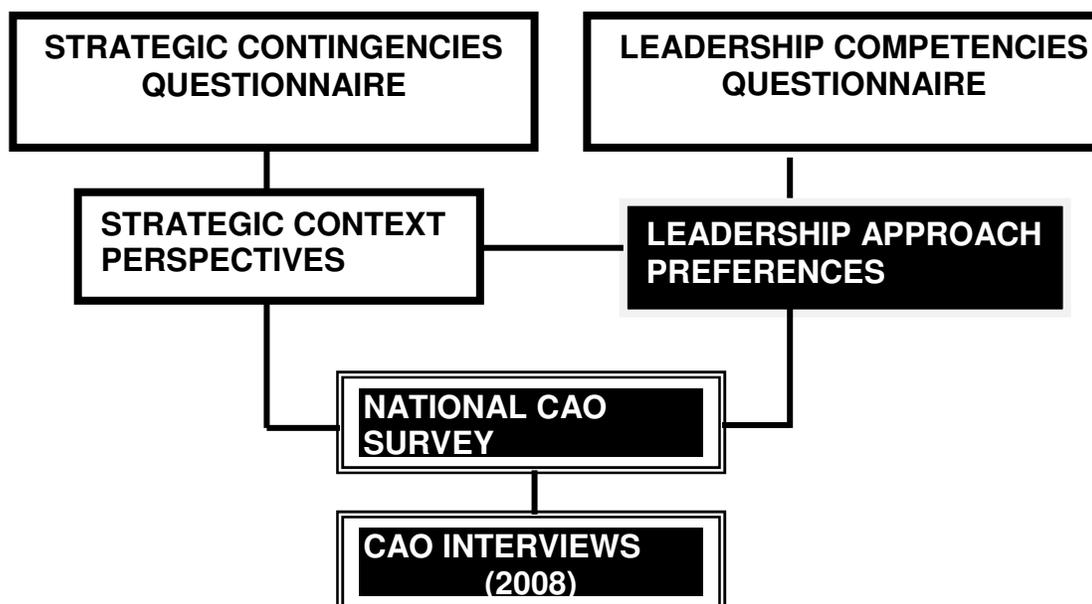
Chapter 6 - Endnotes

Note 1: Based on the outcomes of 24 strategic planning processes conducted by the researcher between January 2006 and December 2007.

Chapter 7 Findings: The Leadership Approach

This chapter analyses CAO leadership competencies through the 2008 CAO survey and interviews to examine the leadership component of the study's situational leadership construct (see Figure 7.1). Firstly, it reports on the best factor solution representing the data and its compatibility with the study's leadership style matrix. Multivariate analyses to depict differences for the resulting leadership capacities using personal demographics and organizational characteristics are reported in section two. In section three, descriptive statistics and CAO interview information are used to examine the CAO leadership preference differences. The resulting CAO profile is compared to the local government manager (LGM) profile developed during the local government leadership model development process. The summary advocates the use of the leadership competencies questionnaire and leadership styles matrix to understand CAO leadership preferences.

Figure 7.1: Study Components - Leadership Preferences



Factor Structure

There were 48 leadership competencies contained in the leadership competencies questionnaire used in the 2008 CAO survey. Exploratory factor analysis (EFA) was used to see if this data set revealed a factor structure similar to the study's leadership styles matrix (Chapter 2). A theoretically relevant set of leadership capacities provides an economical means to understand CAO leadership approaches.

Best Factor Solution

Principal Component Analysis (PCA) with Varimax rotation using the Oblimin procedure was employed within the factor analysis requirements outlined previously (Chapter 3). Unrestricted rotations as well as those set to four and six factors failed to converge within 25 iterations. Set to eight factors, a factor solution representing 59.56% of variance emerged (See Appendix 7.1) as the best factor structure. It produced robust factors with content coherency and intra-scale content alignment with the leadership style matrix. Adequate to good internal consistency of the factors was signalled with Cronbach's Alpha coefficients between .68 and .83 (Nunally & Bernstein, 1994).

The Factors

A variable was assigned to a factor if it had a significant ($> .50$) or important ($> .40$) loading (Stevens, 2002:395). The rotated matrix for eight factors was re-organized by each variable's highest factor loading (see Tables 7.1 to 7.8). The survey data set was limited by high item-correlations. Consequently, a variable that had a minimal ($> .3$) loading was also used if its meaning appeared consistent with the rest of the variables

within a particular scale (Norman & Streiner, 1994: 139). All 48 items of the leadership competencies questionnaire's fit within the preferred eight-factor solution.

The *VISIONARY (VI)* factor focuses on helping council to serve the public interest (see Table 7.1) representing 35.9% of the variance and has six significant ($> .50$) and one important variable ($> .40$). The intra-item scale has a good (.829) Cronbach's Alpha.

Some of its items relate to looking at the big picture for the community. *Pursues sustainability, Builds partnerships, Understands the public interest, Manages uncertainty* and *Creates a shared vision* reflect a need for CAOs to develop and pursue a preferred community future. It involves *people-centred* skills necessary to help elected officials pursue a shared vision among diverse stakeholders that reflect the public interest.

One of the key roles of the CAO is to advise Council in its functions. *Effective governance* and *Politically astute* converge on the CAO's interaction with elected officials. Interviewed CAO's mentioned strategic planning frequently (37 times) as a key competency for dealing with leadership challenges they were facing. Many CAO's also mentioned at the end of the interview that the key to CAO success was the political savvy (76%) necessary to be effective in understanding and responding to the needs of elected officials while helping them create a strategic direction for the community.

Table 7.1: 2008 Survey - *VISIONARY* Factor

Competencies	Factor Loading
8.2 Pursues Sustainability - ensures ongoing capacity	.508
8.3 Contributes to Effective Governance - provides quality advice	.599
8.4 Builds Partnerships - aligns interests with other organizations	.523
8.5 Understands Public Interest - distinguishes between public & private benefit	.593
8.6 Politically Astute - excels in political/administrative interface	.645
6.5 Manages Uncertainty - builds comfort in dealing with change	.404
6.1 Creates Shared Vision - develops a cooperative spirit	.495
Scale Alpha / Retained Items	.829 / 7

The *DIRECTOR (DI)* factor captures a CAO's requirement to effectively deal with strategic imperatives facing the organization (see Table 7.2). It represents 3.54 % of variance and has three significant ($> .5$) and three important variables ($> .4$) along with one marginal ($> .3 < .4$) variable. The internal consistency test produces a good Cronbach's Alpha (.824).

CAOs need to be constantly scanning and responding to the environment to guide the organization's efforts. *Takes a proactive approach, Leverages technology, Pursues service delivery alternatives* and *Translates plans into action* are task-centred activities to interpret and react to strategic influences impacting the local government. Again, the strategic aspect of the CAO's leadership role is reinforced, but he or she must accurately view the strategic context not only from their view but others as well.

Local governments exist to serve the needs of citizens. *Demonstrates client orientation* and *Assess client needs* give attention to the community as a major source of strategic influences for a CAO. Understanding the client is critical to the CAO's responsibility for service delivery. *Acts with passions* could intuitively be associated with any leadership capacity. Its alignment here reinforces that the CAO is guided by a conviction to both seek client feedback and influence organizational directions.

Table 7.2: 2008 Survey - *DIRECTOR* Factor

Competencies	Factor Loading
6.4 Acts with Passion- believes in what they are doing	.477
4.1 Pursues Delivery Alternatives - thinks creatively about options	.455
4.2 Assesses Client Needs - strives to be responsive	.632
6.6 Takes a Proactive Approach - scans for & seeks opportunities	.361
4.5 Leverages Technology - maximizes operational efficiency	.440
7.3 Demonstrates Client Orientation - focuses on the customer	.582
5.2 Translates Plans into Action - sets timeframes & targets	.557
Scale Alpha / Retained Items	.824 / 7

The *MANAGER (MA)* factor focuses on the need to develop positive relations with others to get things done (Table 7.3). It represents 3.13% of variance and has seven items with five significant ($>. 5$) and two important ($>. 4$) variables. The inter-item scale produces a good Cronbach's Alpha (.816).

Some of the items speak to the need for leaders to display good interpersonal skills. *Listens actively*, *Values others* and *Exhibits life/work balance* reflect the *people-centred* need for a CAO to be able to relate to and establish good rapport with others. Interviewed CAOs stressed the need to give attention to staff as well as council. Further, the CAO cannot directly ensure organizational performance; they must engage staff to gain their confidence to motivate them to achieve organizational goals.

In addition to good one-on-one relations, the CAO must also be able to articulate his or her expectations of others. *Delegates responsibility*, *Builds internal cooperation*, *Simplifies processes* and *Manages multiple projects* focus on the need to organize staff to achieve organizational aims. These competencies reinforce the underlying human element of the production subsystem within local government. The human and service delivery sub-systems are co-dependent elements of an effective local government.

Table 7.3: 2008 Survey - *MANAGER* Factor

Competencies	Factor Loading
2.2 Listens Actively - seeks to understand others	.485
2.3 Values Others - respects diverse views & personalities	.456
1.3 Exhibits Personal Life Balance - work, family & self	.567
5.4 Delegates Responsibility Effectively - supervises others' performance	.524
5.5 Simplifies Complex Processes - takes a systems approach	.527
5.6 Manages Multiple Projects - determines sequence of activities	.520
6.3 Builds Internal Cooperation - links internal functions & teams	.518
Scale Alpha / Retained Items	.816 / 7

The *PRODUCER (PR)* factor centres on a leader's efforts to take action and achieve desired outcomes (see Table 7.4). It represents 2.98% of variance and has five items with two significant ($> .5$) and three important ($> .4$) factor loadings. The intra-scale reliability analysis produces an adequate ($>.70$) Cronbach's Alpha (.77).

Takes initiative, Coordinates resources, Sets priorities and Facilitates effective decisions centre on getting results. The CAO is responsible for the service delivery sphere of the administrative realm. They must constantly direct *task*-centred efforts to achieve day-to-day service aims. These production competencies were not cited often by large community CAOs during for the strategic challenges mentioned in the CAO interviews, but they were for CAOs in smaller organizations. The focus on getting things done may represent threshold competencies assumed to exist for a CAO strategic role in a larger organization. They are no longer as dominant because these CAOs have senior staff to oversee operational matters.

Is credible could be associated with any leadership capacity. Its alignment here reinforces the imperative required for gaining the respect of staff to perform consistently in achieving organizational aims. Without acceptance of the CAOs leadership approach, followers may resist CAO directions and reduce organizational effectiveness.

Table 7.4: 2008 Survey - *PRODUCER* Factor

Competencies	Factor Loading
1.5 Is Credible - integrity & trustworthiness	.475
3.5 Takes Initiative - has a willingness to act	.438
4.3 Coordinates Resources & Activities - maximizes productivity	.438
4.4 Sets Priorities - manages competing demands	.673
5.3 Facilitates Effective Decisions - information & options analysis	.561
Scale Alpha / Retained Items	.767 / 5

The *FACILITATOR (FA)* items reflect the importance of developing productive work groups (Table 7.5). It represents 2.78% of variance and has eight items with one significant ($> .5$) and six important variables ($> .4$) along with one marginal ($> .3 < .4$) variable. The inter-item scale produces a good Cronbach's Alpha (.812).

Builds trust, Builds interpersonal relations, and Demonstrates consistent behaviour are aligned with the collaborative focus of this cluster. These items are also highly correlated with the *MANAGER* cluster that is also focused on working with groups of people (see Appendix 7.1). Non-CAO interviewees frequently referred to a CAOs ability to relate well with people rather than accomplishments as noteworthy competencies of outstanding CAOs.

Builds Teams, Builds consensus, Involves stakeholders, Focus on results and Articulates clear expectations all have to do with interacting with others. These *people-centred* skills are purposeful efforts to align the diverse individuals' aims toward shared group goals. Facilitation was the most frequently mentioned competency for CAO success. It is a precursor to success in mobilizing a group of people into a team that is required to effectively deal with numerous leadership challenges.

Table 7.5: 2008 Survey - *FACILITATOR* Factor

Competencies	Factor Loading
2.1 Builds Trust - exhibits value-based approach	.442
2.4 Builds Interpersonal Relations - establishes rapport with others	.445
2.5 Builds Consensus - facilitates agreement among interests	.445
1.1 Demonstrates Consistent Behaviour - lives good personal values	.389
4.6 Focuses on Results - measures outputs & outcomes	.474
3.1 Builds Effective Teams - establishes positive culture	.438
3.2 Articulates Clear Expectations - describes success & outcomes	.629
8.1 Involves Stakeholders - maximizes public participation	.425
Scale Alpha / Retained Items	.812 / 8

The *ENTREPRENEUR (EN)* factor reflects a continuous need to creatively maximize organizational effectiveness and efficiency (Table 7.6). It represents 2.63% of variance and has five items with three significant ($> .5$) and two important variables ($> .4$). The inter-item scale produces an adequate Cronbach's Alpha (.775).

Leverages resources, Pursues risks, Promotes innovation, Encourages innovation and *Markets effectively* are all focused on local government operations - the production of services. In part, they speak to a *task*-centred mindset required to challenge the status quo and constantly seek best practices for organizational excellence. Council and the public alike want to know that there is good value for money associated with service delivery and an innovative approach is required to ensure services are delivered efficiently.

Interviewed CAOs from smaller communities frequently mentioned the need for innovation to continue to deliver services with the same or diminished resources. CAOs from larger communities on the other hand mentioned the need to instil an entrepreneurial environment for encouraging staff to constantly pursue service delivery excellence. In either case, this group of competencies brings attention to the increased need for local government to operate in a business-like fashion.

Table 7.6: 2008 Survey - *ENTREPRENEUR* Factor

Competencies	Factor Loading
5.1 Leverages Resources - creative acquisition & allocation	.461
7.1 Pursues Calculated Risks - takes an entrepreneurial approach	.546
7.2 Promotes Continuous Innovation - regularly reviews operations	.540
6.2 Encourages Innovation - thinks creatively	.498
7.6 Markets Effectively - promotes services & products	.659
Scale Alpha / Retained Items	.775 / 5

The *MENTOR (ME)* grouping represents the importance of developing personal mastery and sharing leadership with others (Table 7.7). It represents 2.34% of variance and has five items with four significant variables ($> .5$) and one important variable ($> .4$). The inter-item scale produces an adequate Cronbach's Alpha (.766).

Pursues learning is a personal demonstration of an interest to constantly improve one's personal and professional development. The organizational literature is full of learning organization concepts (Senge, 1990) highlighting the need for organizational development of human resources to strengthen organizational capacity for dealing with change and the pursuit of excellence. These sentiments however are merely words unless the CAO actually models the learning culture through efforts at personal mastery – sharing knowledge and developing personal areas of weakness.

Shares leadership, Communicates clearly, Celebrates success and *Coaches others* bring attention to nurturing the performance capacity of others. These *people-centred* competencies direct attention away from the leader's own accomplishments toward the success of others. The CAO cannot do everything; he or she depends on the initiative of subordinates to oversee internal operations. Subordinates need to feel recognized and challenged in order to maximize organizational effectiveness.

Table 7.7: 2008 Survey - *MENTOR* Factor

Competencies	Factor Loading
3.3 Coaches Others Effectively - demonstrates personal competence	.514
3.4 Shares Leadership - clarifies roles & responsibilities	.362
1.4 Pursues Lifelong Learning - seeks new knowledge & feedback	.590
1.6 Celebrates Success - recognizes others & accomplishments	.642
1.2 Communicates Clearly - written, verbal & non-verbal	.500
Scale Alpha / Retained Items	.766 / 5

BUILDER (BR) reflects the importance of establishing a cooperative approach to ensure organizational effectiveness (Table 7.8). It represents 2.27% of variance and has four items with two significant ($> .5$) and two important variables ($> .4$). The inter-item scale produces a marginal ($> .6 < .7$) Cronbach's Alpha (.675).

Facilitates goal alignment, Takes a neutral approach, Responds to needs and *Ensures accountability* focus on aligning organizational processes with internal and external needs. The CAO must reconcile competing organizational interests to ensure individuals and departments are heading in the same direction. He or she must take a *task-centred* approach to balance conflicting community and environmental influences and control conditions for favourable environmental alignment.

Table 7.8: 2008 Survey - *BUILDER* Factor

Competencies	Factor Loading
3.6 Facilitates Goal Alignment - links personal & organizational goals	.516
2.6 Takes Neutral Approach - is objective in making decisions	.692
7.4 Responds to Needs/Gaps - assesses desires & needs	.433
7.5 Ensures Accountability - takes a business-like approach	.477
Scale Alpha / Retained Items	.675 / 4

The overall scale (.96) is greater than the intra-scale consistencies (.68 to .83) reinforcing the uni-dimensional aspect of this correlation matrix (McDonald, 1985: 219). Multiple regression analyses were conducted using the factor score (see Chapter 3) for each leadership capacity using all five personal demographics and seven organizational characteristics (Childs, 1973: 197). Resulting factor intercorrelations ($r = .546$ to $.708$; $p < .01$) are moderate ($< .70$) indicating they measure (see Table 7.9) separate, but highly related, latent variables (Bryant & Yarnold, 1995: 112). The correlation matrix also

reveals evidence of the *task/people*-centred leadership dimension proposed in the leadership styles matrix.

Table 7.9: 2008 Survey - 8 Factor Correlation Matrix

FACTORS (Theoretical Approach)	1	2	3	4	5	6	7	8
1. VISIONARY (VI) - People	1.00							
2. DIRECTOR (DI) - Task	.663	1.00						
3. MANAGER (MA) - People	.650	.574	1.00					
4. PRODUCER (PR) - Task	.577	.758	.667	1.00				
5. FACILITATOR (FA) - People	.708	.691	.694	.639	1.00			
6. ENTREPRENEUR (EN)-Task	.603	.634	.578	.615	.591	1.00		
7. MENTOR (ME) - People	.622	.610	.667	.621	.643	.587	1.00	
8. BUILDER (BR) - People	.594	.601	.575	.580	.592	.546	.588	1.00

Notes: N = 462; All Pearson Correlations are significant at the 0.01 level (2-tailed)

There is weak empirical support for a *task/people*-centred duality among the leadership capacities in relative terms since all the factors is highly correlated.

FACILITATOR (FA) and *MANAGER (MA)* factors relate highest with *VISIONARY (VI)* while the *MENTOR (ME)* correlates highest with *MANAGER (MA)*. These groupings speak to facilitating and managing diverse human interests toward a common vision - as *people*-centred. The *PRODUCER (PR)*, *BUILDER (BR)* and *ENTREPRENEUR (EN)* factors correlate highest with *DIRECTOR (DI)*. Theses factors focus on means to ensure resources are directed toward achieving organization's strategic directions - *task*-centred.

A two-factor solution adds further empirical support for the *people/task* duality (see Appendix 7.1). Most of the *VISIONARY*, *MANAGER*, *FACILITATOR*, and *MENTOR* items load highest (>.40) on Factor 1. The *DIRECTOR*, *ENTREPRENEUR* and *BUILDER* items load on Factor 2. The *PRODUCER* items load on both factors. Using the factor correlations, 2 factor results and content coherency, the leadership capacities are considered compatible with the leadership styles matrix as follows:

- *People-centred- VISIONARY, MANAGER, FACILITATOR and MENTOR*
- *Task-centred- DIRECTOR, ENTREPRENEUR, PRODUCER and BUILDER*

Summary – CAO Leadership Model

The eight-factor solution with 48 items is the most parsimonious empirical reduction of the survey data. This factor structure reflects the essence, not the complexity of the CAO leadership role since the leadership competencies are highly correlated. It enables the researcher to economically examine the leadership approach of the study's situational leadership construct based on CAO leadership preferences.

Each factor has content coherency around a leadership capacity theme. There is adequate to good internal consistency range for the factors with a marginal value ($>.60$ & $<.70$) acknowledged for *BUILDER* (.68). Factor scale reliability is deemed good for exploratory analysis purposes given the constraint imposed by high item-correlations.

Concurrence of six of the panel of ten local government managers verified the retention of the eight hypothesized labels. The translational fidelity (Cook and Campbell, 1979) of leadership competencies enables a wide berth of content coherency between the factor structure and the study's conceptual construct. The meaning of some competencies is broad enough that they do not change the essence of each factor's content alignment with the proposed leadership capacities.

There was high panel member agreement on the factor labels (80 to 100%) except for the *ENTREPRENEUR* (60%) and *BUILDER* (60%) labels. These two groupings contain competencies that are more specific to local government compared to the other six leadership capacities common to the other leadership models reviewed by the researcher (see Appendix 7.2). The *ENTREPRENEUR* capacity was also closely

associated with a Collaborator label and *BUILDER* with a Broker label of the Competing Values Framework (see Chapters 2 & 4).

The preferred factor structure also reflects a *task/people* dimensional duality. Four factors reflect *people*-centred leadership. Four capture more of a *task*-centred approach. The resulting CAO leadership model (see Figure 7.2) provides an empirical and theoretical means to examine the leadership preferences of CAOs.

Figure 7.2: A CAO Leadership Model

TASK-ORIENTATION	PEOPLE-ORIENTATION
<p>PRODUCER</p> <ul style="list-style-type: none"> 1.5. Is Credible 3.5. Takes Initiative 4.3. Coordinates Resources & Activities 4.4. Sets Priorities 5.3. Facilitates Effective Decisions 	<p>MANAGER</p> <ul style="list-style-type: none"> 2.2. Listens Actively 2.3. Values Others 1.3. Exhibits Personal Life Balance 5.4. Delegates Responsibility Effectively 5.5. Simplifies Complex Processes 5.6. Manages Multiple Projects 6.3. Builds Internal Cooperation
<p>DIRECTOR</p> <ul style="list-style-type: none"> 6.4. Acts with Passion 4.1. Pursues Delivery Alternatives 4.2. Assesses Client Needs 6.6. Takes a Proactive Approach 4.5. Leverages Technology 7.3. Demonstrates Client Orientation 5.2. Translates Plans into Action 	<p>FACILITATOR</p> <ul style="list-style-type: none"> 2.1. Builds Trust 2.4. Builds Interpersonal Relations 2.5. Builds Consensus 1.1. Demonstrates Consistent Behaviour 4.6. Focuses on Results 3.1. Builds Effective Teams 3.2. Articulates Clear Expectations 8.1. Involves Stakeholders
<p>ENTREPRENEUR</p> <ul style="list-style-type: none"> 5.1. Leverages Resources 7.1. Pursues Calculated Risks 7.2. Promotes Continuous Innovation 6.2. Encourages Innovation 7.6. Markets Effectively 	<p>MENTOR</p> <ul style="list-style-type: none"> 3.3. Coaches Others Effectively 3.4. Shares Leadership 1.4. Pursues Lifelong Learning 1.6. Celebrates Success 1.2. Communicates Clearly
<p>BUILDER</p> <ul style="list-style-type: none"> 3.6. Facilitates Goal Alignment 2.6. Takes Neutral Approach 7.4. Responds to Needs/Gaps 7.5. Ensures Accountability 	<p>VISIONARY</p> <ul style="list-style-type: none"> 8.2. Pursues Sustainability 8.3. Contributes to Effective Governance 8.4. Builds Partnerships 8.5. Understands Public Interest 8.6. Politically Astute 6.5. Manages Uncertainty 6.1. Creates Shared Vision

Notes: The variable text has been truncated or modified for display purposes

Leadership Capacities Analysis

The eight leadership capacities provide an economical means to examine CAO leadership preferences by way of 12 independent variables (IV) - *Age, Gender, Background, CAO Experience, Education, Structure, Community Features, Population, Province/Territory, Number of Staff, Number of Councillors and Electoral System* (see Chapter 3). Regression analyses and Multiple Analysis of Variance (MANOVA) reveal the relationship between the leadership capacities as dependent variables (DV) and these IVs. CAO interview comments are used to validate and/or explain observed differences.

Importance Rank

The rank order of the leadership capacities (see Table 7.10) suggests that CAO's leadership preferences are more *people-centred*. However, more detailed statistical analyses are required to determine the significance of this rank order.

Table 7.10: Leadership Capacities - Importance Rank

Rank	LEADERSHIP CAPACITY / Approach	Mean
1	<i>PRODUCER (PR) - Task</i>	4.06
2	<i>MANAGER (MA) - People</i>	3.88
3	<i>VISIONARY (VI) - People</i>	3.88
4	<i>FACILITATOR (FA) - People</i>	3.85
5	<i>MENTOR (ME) - People</i>	3.85
6	<i>DIRECTOR (DI) - Task</i>	3.79
7	<i>BUILDER (BR) - Task</i>	3.70
8	<i>ENTREPRENEUR (EN) - Task</i>	3.50

Importance Differences

Multiple regression analyses were conducted using the factor score (see Chapter 3) for each leadership capacity using all five personal demographics and seven organizational characteristics (see Table 7.11 & 7.12). The adjusted R square values for the *VI* (adjusted $R^2 = .065$, $p < .000$), *EN* (adjusted $R^2 = .026$, $p < .034$), *DI* (adjusted $R^2 = .033$, $p < .016$), *FA* (adjusted $R^2 = .042$, $p < .004$), *BR* (adjusted $R^2 = .024$, $p < .039$), *PR* (adjusted $R^2 = .022$, $p < .058$), and *ME* (adjusted $R^2 = .029$, $p < .023$) indicate only 2.2 to 4.2% of these factors' variance and none for *MA* (adjusted $R^2 = .00$, $p < .485$) is explained by the IV set (Rubinfeld, 1996: 219). The complete IV set is not a good predictor of CAO leadership preferences using the leadership capacities.

However, the *F*-ratios for the *VI* [$F(12, 388) = 3.32$, $p < .00$], *EN* [$F(12, 387) = 1.89$, $p < .03$], *DI* [$F(12, 384) = 2.11$, $p < .02$], *FA* [$F(12, 391) = 2.45$, $p < .00$], *BR* [$F(12, 394) = 1.84$, $p < .04$], *PR* [$F(12, 386) = 1.73$, $p < .05$], and *ME* [$F(12, 393) = 2.00$, $p < .02$] leadership capacities indicate a significant association between the set of IVs and seven of the DVs but not for *MA* [$F(12, 388) = .963$, $p < .485$]. The null hypothesis is rejected for the *VI*, *DI*, *EN*, *ME*, *BR*, *PR* and *FA* factors because the *F* scores are significant ($p < .05$). The *F* scores are small and a review of *t*-statistics (see Table 6.8) is required to determine if any of the independent variables, rather than the entire set of IVs, have some value in explaining leadership preferences.

Some personal demographics have a meaningful relationship with leadership capacities. *Gender* has a significant relationship with CAO importance of six leadership capacities. Female respondents rate all leadership capacities other than *VI* and *FA* higher than the males. However, the rank order for *PR*, *EN*, *MA* and *BR* are not affected.

Rankings for *VISIONARY* (Female - 6th vs. Male - 2nd) and *FACILITATOR* (Female - 5th vs. Male - 3rd) are lower while the ranks for *DIRECTOR* (Female - 4th vs. Male - 6th) and *MENTOR* (Female - 2nd vs. Male - 3rd) are higher than male CAOs.

Age has a significant linear relationship with *VISIONARY* (*VI*) and *FACILITATOR* (*FA*). As CAOs get older, they attach more importance to the *VI* and *FA* capacities. This finding is consistent with CAO interview results. Older CAO's who are less likely to be female ($r = -.185$) indicate they spend more time in the strategic direction sphere of the political realm than the service delivery sphere of the administrative realm compared to younger CAOs. As well, older CAOs also mentioned facilitation skills (47%) as the second most mentioned critical leadership competency for aspiring CAOs.

Table 7.11: People-Centred Leadership Capacities - Regression Analyses

<i>FACTOR / Variable</i>	<i>VI</i> Beta/t	<i>ME</i> Beta/t	<i>MA</i> Beta/t	<i>FA</i> Beta/t
<i>Gender</i>	.054/.942	.202/3.46**	.109/1.82*	.092/1.59
<i>Age</i>	.109/1.83*	.058/.962	.030/.483	.231/3.84**
<i>Education</i>	-.005/-.087	.006/.105	-.070/-1.22	-.045/-.808
<i>Background</i>	.036/.708	.023/.453	-.055/-1.06	-.016/-.310
<i>CAO Experience</i>	-.044/-.769	.015/.258	-.014/-.238	-.115/-1.99*
<i>Number of Staff</i>	.129/1.39	.104/1.12	.120/1.22	.024/.257
<i>Structure</i>	.048/.846	-.012/-.215	-.039/-.659	.044/.771
<i>Population</i>	.121/1.30	.025/.261	.002/.024	.074/.772
<i>Province / Territory</i>	-.03/-.58	.020/.390	-.055/-1.06	.034/.666
<i>Community Features</i>	.035/.596	.095/1.58	-.020/-.334	.020/.326
<i>Electoral System</i>	.014/.245	-.010/-.181	-.004/-.076	-.058/-1.12
<i>Number of Councillors</i>	.087/1.56	.103/1.81*	.019/.330	.096/1.68
Adjusted R Squared	.065**	.029*	-.001	.042**
Standard Error of Estimate	.79240	.63746	.80800	.79285
Significance * = $p < .05$ and ** = $p < .01$				

CAO Experience has a significant relationship with *FA*, *DI* and *EN* capacities.

Increased experience parallels increased age with greater *FACILITATOR* importance as previously reported because *Age* and *CAO experience* are highly correlated ($r = .469$).

Conversely, CAOs with less than 10 years experience give more attention to the

ENTREPRENEUR (EN) capacity than those with over 10 years of CAO experience).

Likewise, they give greater importance to *DIRECTOR (DI)* than their more experienced counterparts.

The CAO interviews offer some rationale for this diminished attention to *ENTREPRENEUR* and *DIRECTOR* by experienced CAOs. CAOs with more than 10 years experience that tend to be in larger organizations (65%) with over 100 staff reported that they spent very little time (13%) in the service delivery sphere. They have managers who oversee and maximize service efficiency. This is in contrast to the focus of CAOs with less work experience that tend to be in smaller local governments (92%) with less than 100 staff that are more involved in service delivery (38%).

CAO interviews and closer variable analysis suggest *Gender, Age* and *CAO Experience* signal leadership preferences centred on the changing CAO's leadership role rather than the personal demographics. The CAO interviews indicate that more experienced CAOs who tend to be male, spend less time (13%) in the service delivery sphere than younger CAOs (38%). They gave less attention to *ENTREPRENEUR* and *DIRECTOR* competencies associated with service production because they operate more in the political realm (57%) than younger CAOs (32%). They favour *FACILITATOR* competencies for ensuring effectiveness in the strategy and policy spheres. The leadership role, more so than personal demographics seem to underlie CAO leadership preference differences.

The *Number of Councillors* is empirically related to *MENTOR (ME)* and *BUILDER (BR)*. CAOs with more than 10 elected officials gave more importance the *ME* capacity

than those with fewer elected officials. CAOs with more council members also gave greater importance to *BUILDER* than those with less than 10 councillors.

Table 7.12: Task-Centred Leadership Capacities - Regression Analyses

<i>FACTOR / Variable</i>	<i>EN</i> Beta/t	<i>PR</i> Beta/t	<i>R</i> Beta/t	<i>DI</i> Beta/t
<i>Gender</i>	.113/1.91*	.171/2.88**	.173/2.97**	.248/4.21**
<i>Age</i>	.094/1.54	.037/.609	.039/.646	.080/1.31
<i>Education</i>	-.054/-.043	-.062/-1.08	-.043/-.769	-.012/-.215
<i>Background</i>	.029/.558	.032/.611	.053/1.03	-.014/-.260
<i>CAO Experience</i>	-.110/-1.86*	-.057/-.963	-.018/-.300	-.111/-1.87*
<i>Number of Staff</i>	.030/.310	.124/1.21	.078/.824	.046/.497
<i>Structure</i>	.018/.304	-.067/-1.14	.044/.763	-.029/-.496
<i>Population</i>	.117/1.21	.072/1.38	-.044/-.465	.084/.893
<i>Province / Territory</i>	.082/1.59	.072/1.39	.047/.911	.053/1.02
<i>Community Features</i>	.063/1.04	-.060/-.967	.001/.015	-.015/-.253
<i>Electoral System</i>	-.084/-1.45	.039/.665	-.061/-1.06	.061/1.054
<i>Number of Councillors</i>	.063/1.10	.021/.356	.117/2.05*	-.023/-.399
Adjusted R Squared	.026*	.022*	.024*	.033**
Standard Error of Estimate	.66853	.54669	.67350	.73823
Significance * = $p < .05$ and ** = $p < .01$				

MANOVA was used to examine the amount and strength of the leadership capacity linear equations with the potential emerging predictor IVs - *Gender, Age, CAO Experience, Number of Councilors* and *Number of Staff* (see Table 7.13). *Gender* produced significant F values for *DI* [$F(12, 391) = 8.77, p < .00$], *PR* [$F(12, 394) = 4.67, p < .03$], and *BR* capacities [$F(12, 394) = 8.81, p < .00$]. *Age* did the same for *VI* [$F(12, 391) = 4.51, p < .00$] and *FA* capacities [$F(12, 394) = 4.67, p < .003$]. The Eta Squared values indicate a maximum of 2.1 to 3.7% of the DV variance is explained so the amount and impact was small. It would appear that the leadership capacities are not predictive through the selected personal demographics and organizational characteristics.

Table 7.13: Leadership Competencies - MANOVA

VARIABLES	Wilks' Lambda	MS	F	Sig.	Eta Squared
<i>Gender</i> ^(a)	.851				
<i>VISIONARY</i> ^(b)		2.2	3.34	.07	.008
<i>DIRECTOR</i> ^(b)		4.8	8.77	.00	.021
<i>MANAGER</i> ^(b)		.09	.13	.72	.000
<i>PRODUCER</i> ^(b)		1.4	4.67	.03	.011
<i>FACILITATOR</i> ^(b)		.06	.09	.76	.000
<i>ENTREPRENEUR</i> ^(b)		.98	2.14	.14	.005
<i>MENTOR</i> ^(b)		1.5	3.58	.06	.009
<i>BUILDER</i> ^(b)		3.9	8.81	.00	.021
<i>Age</i> ^(a)	.866				
<i>VISIONARY</i> ^(b)		2.9	4.51	.00	.033
<i>FACILITATOR</i> ^(b)		3.5	5.16	.00	.037
<i>CAO Experience</i> ^(a)	.913				
<i>FACILITATOR</i> ^(b)		.29	.43	.73	.003
<i>ENTREPRENEUR</i> ^(b)		.57	1.27	.28	.009
<i>Number of Councillors</i> ^(a)	.940				
<i>MENTOR</i> ^(b)		.58	2.23	.09	.028
<i>Number of Staff</i> ^(a)	.817				
<i>PRODUCER</i> ^(b)		.69	2.69	.47	.033
<i>BUILDER</i> ^(b)		.11	.33	.80	.004

Codes: Degrees of Freedom (*df*): ^(a) = 8 & ^(b) = 406; Sig. = Significance; SS = Mean Square; & *F* = *F* score

Summary - Leadership Capacities

Regression analyses were conducted for each leadership capacity as a DV using the 12 IVs (see Appendix 7.3). *Gender* (26) and *Age* (11) produce the most significant *t* values ($p < .05$) compared to other IVs (3 to 6). The regression equation and MANOVA results confirm that *Gender* and *Age* have an overall affect on CAO leadership preferences.

In summary, leadership preferences appear to be affected by the leadership role assumed by the CAO in accordance with organizational characteristics. In larger

organizations with greater numbers of staff (> 100) and number of councillors (> 10), CAOs are more likely involved in the political realm relying on *FACILITATOR*, *BUILDER*, *MENTOR* and *VISIONARY* leadership capacities. These CAOs are more likely to be older (> 50 years), more experienced males. In smaller organizations with less staff (< 100) and councillors (< 10), the CAO is apt to be younger (< 39 years) and less experienced (< 10 years) with more reliance on *DIRECTOR*, *PRODUCER* and *ENTREPRENEUR* leadership capacities to be effective in the service delivery realm. Likewise, female CAOs tend to be in smaller organizations with less staff ($r = -.450$). The organizational characteristics and personal demographics that have a significant relationship with the leadership capacities appear to be rooted in the leadership role assumed by the CAO given the size of the organization.

Leadership Competency Analysis

Respondents rated the importance of 48 leadership competencies. They were also asked to indicate which two of the six competencies in each of the eight leadership capacities were most critical to their CAO role. The top ranked leadership competencies were explored using respondents' personal demographics and organizational characteristics. The importance ratings and critical choice frequencies were compared to differentiate between CAO leadership preferences and leadership requirements. The top ranked leadership perceptions were compared to the leadership competencies mentioned during the CAO leadership interviews and the LGL Management Profile created through the local government leadership model development process (see Chapter 5).

Importance Rank

The narrow range of means for all leadership competencies was 4.52 (extremely important) to 3.20 (important) indicating that all the items were relevant to CAOs and their leadership role. A review of top ranked items permits a comparison of which ones CAOs see as having utmost importance. The resulting top ten lists for CAO subpopulations with different personal demographics or organizational characteristics facilitate a focused examination of CAO leadership preferences.

The top ten ranked importance items (see Table 7.14) are lead by a concern for a regard by others gained through trust and credibility. Six of the top items were *people-centred* toward trust, values and communication. Four were more *task-centred* on strategic results, performance and direction. This short list is more *people/task* balanced than the *people-centred* LGL Management Profile during the leadership model development process (see Chapter 5). This indicates CAOs have a leadership profile that is somewhat different than other levels of managers in local government.

Table 7.14: Leadership Competencies - Top Ten Importance Rank

Rank	Leadership Competencies	Mean
1	Is Credible - integrity & trustworthiness (P)	4.52
2	Builds Trust - exhibits value-based approach (P)	4.13
3	Contributes to Effective Governance - provides quality advice (P)	4.13
4	Communicates Clearly - written, verbal & non-verbal (P)	4.12
5	Sets Priorities - manages competing demands (T)	4.08
6	Translates Plans into Action - sets timeframes & targets (T)	4.04
7	Listens Actively - seeks to understand others (P)	4.03
8	Takes Initiative - has a willingness to act (T)	4.03
9	Ensures Accountability - takes a business-like approach (T)	4.03
10	Values Others - respects diverse views & personalities (P)	4.00

Code: P = People & T = Task-Centred

The top ten importance items indicate some major shifts in rank order (ROS) greater than five places (> 5) among CAOs reflecting different organizational characteristics. CAOs from communities over 10,000 (and over 100 staff) gave less importance to *Listens actively* (ROS = 10) and *Ensures accountability* (ROS = 10) than those from smaller communities ($< 3,000$). As previously reported, the *Number of Staff* increases with *Community Population* (.831, $p < 0.01$). It would appear that the CAOs from larger organizations ($> 3,000$) displace direct staff relations with broader group leadership efforts.

Regression analyses substantiate a relationship for *Number of Staff* ($B = .142$, df (12,396), $t = 1.98$; $p < .04$) with the finding that CAOs with over 100 staff place more emphasis on *Builds teams* (Rank = 6). Interviewed, large community CAOs highlighted the attention they give to ensuring the management team has clear direction since they have less time for one-on-one staff contact. The CAO must ensure that department managers are effective in supervising staff and managing operational matters.

The interviews with CAOs from larger organizations indicate they gave more attention to dealing with council (67%) than those from smaller communities (23%). This difference shows up in the profound rank difference for *Politically astute*. It is ranked second by large community CAOs and 38th by small community CAOs. Organizational size appears to impact the leadership preferences of CAOs as to where they spend their time – in the administrative or political realm.

CAOs in regional government place more emphasis on *Politically astute* than those from municipalities (ROS = 22) as well as those from ward compared to at-large electoral systems (ROS = 25). Regression analyses substantiate a relationship for *Electoral System*

($B = .154$, $df (12,396)$, $t = 2.09$; $p < .03$) with *Politically astute*. Regional governments are more likely to have ward systems ($.381$, $p < 0.01$). *Structure* combined with *Electoral System* appears to influence the political realm activity of the CAO.

Interviews with county and regional district CAOs previously highlighted that wards create direct accountability for councillors leading to demands on the CAO that are not consistent with council direction. The CAO walks a delicate line in responding to both individual councillor and council demands. The key observation here is not so much that two threshold competencies - *Listens actively* and *Ensures accountability* become less important but that two other competencies - *Builds teams* and *Politically astute* are substantively elevated under certain organizational characteristics.

The British Columbia CAOs differ the most (3 items) in the top ranked items with decreased attention to *Contributes to effective governance*, *Sets priorities* and *Translates plans into action* in favour of *Life long learning* (5 versus overall rank of 35) and *Personal/work life balance* (3 versus 40). The leadership competencies for strategic corporate results seem to be displaced by concerns for personal well-being.

Personal well-being both as a person and leader is a prevalent concern through the CAO interviews. CAOs are aware of the need for personal well-being and some are simply exhausted in their role and seeking balance in their lives. Regression analyses substantiate a relationship for *Province/Territory* ($B = .3025$, $df (12,395)$, $t = 2.43$; $p < .02$) with *Personal/work life balance*. The increased attention to personal development for CAOs from BC is hard to explain empirically.

However, a review of professional development programs in each Province indicates that British Columbia has the most comprehensive professional development

program in the country offered through the Local Government Management Association of British Columbia in partnership with three academic agencies. This feature may place personal development more on the CAO's leadership radar in British Columbia compared to other Provinces and Territories.

The top ten items have a few major shifts in rank for *Gender*. Male CAOs place less emphasis on *Active listening* compare to females (ROS = 7). Regression analyses substantiate a relationship for *Gender* ($B = .215$, $df (12,396)$, $t = 3.06$; $p < .00$) with *Active listening*. Males favour *Politically Astute* more than female CAOs (Rank = 2 vs. Female rank of 44). *Translates plans into action* receives less emphasis among males than females in favour of *Delegates responsibilities* (8 vs. female rank of 25).

These leadership preference differences may be partially the result of the previously mentioned staff focus in smaller organizations and a council focus in larger organizations by CAOs regardless of *Gender*. Female CAOs are more likely working in smaller organizations (63%) while organizations with over 100 staff have a male CAO (81%). Nevertheless, there is evidence with the 24 other item differences that female and male CAOs do have different leadership preferences.

Analysis of the top ranked importance items indicates that CAOs gave balanced attention to *people* and *task*-centred leadership competencies. The top ten leadership preferences and CAO interview insights suggest that *Gender*, *Number of Councillors*, *Number of Staff* and *Province/Territory* influence CAO leadership preferences.

CAO interviews strengthen the notion that CAOs in small organizations tend to be more involved in day-to-day functions that limit CAO capacity in the political realm. Conversely, larger organizations both enable and require the CAO to step out of

operations and help council with strategic matters in the political realm. CAOs from smaller organizations comment that they would like to spend more time in helping council to determine strategic directions. But if they have a choice, they will focus on ensuring the effectiveness and efficiency of the administrative realm.

This shift from an operational leader in a small organization to a strategic leader in larger organizations is heralded by the leadership competency - *Politically astute*. It increases in importance not only with organizational size but also for regional versus municipal government *Structures* and ward versus at-large *Electoral Systems*. This finding suggests there may be two forces in play.

The CAO in a larger organization simply has the capacity to spend less time in the administrative realm. The fragmented interests and complexity of larger, regional and/or ward systems may also draw the CAO into the political realm. Consequently, a key leadership competency preference shift is associated with activity in the political realm caused by organizational characteristics, not necessarily personal demographics. Notwithstanding, the strength of some leadership preference differences may be affected by *Gender*.

Critical Choice Rank

Importance ratings tell us what CAOs think ought to be a leader competency - CAO leader preferences. Critical choice results provide insights to what CAOs select as the key leader competencies when their choices are limited - CAO leadership requirements (see Table 7.15). The *people/task* competency balance of the importance ranking is preserved in the critical choice short list although the three of the short listed items are different.

Table 7.15: Leadership Competencies - Top Ten Critical Choices

Rank	Leadership Competencies	Frequency
1	Is credible (T)	363
2	Builds trust (P)	303
3	Set Priorities (T)	273
4	Ensures accountability (T)	271
5	Builds effective teams (P)	258
6	Contributes to effective governance (P)	252
7	Translates plans into action (T)	239
8	Communicates clearly (P)	224
9	Demonstrates client orientation (T)	207
10	Creates shared vision (P)	200

Code: P = People & T = Task-Centred

The notable rank order shifts (> 5) among the top ten critical choices are of a similar nature to the importance ratings that are impacted by organizational size - *Number of Staff*, *Number of Councillors* and government *Structure*. In smaller municipalities there is less emphasis on *Creates a share vision* (Rank = 18) in favour of *Managing multiple projects* (Rank = 10). Regression analyses substantiate a relationship for *Structure* ($B = .074$, $df (12,396)$, $t = 2.00$; $p < .04$) and *Number of councillors* ($B = .184$, $df (12,396)$, $t = 1.96$; $p < .05$) with *Creates a shared vision*.

CAOs in smaller communities reported during the interviews that they focus on getting members of council to agree on what needs to be done with scarce resources. They are focused on managing projects in a manner that requires council to set priorities to match available resources. CAOs in larger and regional governments indicate that the stakeholder landscape is diverse requiring processes to create a community vision. Council relies on the community vision to harmonize councillors' views.

CAOs indicated during the CAO interviews that councils do not spend sufficient time in the strategy sphere. Regional CAOs and those with more staff emphasize *Politically astute* (Rank = 2) as the competency required to navigate among diverse councillor interests. They indicated their frustration with efforts to engage council in longer term strategic planning through community engagement processes. Smaller community CAOs focus on *Translating plans into action* (Rank = 5) and attempt to focus council's limited strategic interest on setting short-term priorities. The CAO leadership approach appears to shift from a tactical project focus to more of a political process as a local government increases in size or political complexity.

CAOs from larger organizations with more councillors ($r = .445, p < 0.01$) also favour *Politically astute* (Rank = 4) over *Translates plans into action* (Rank = 21). Again, CAO interviews offer two explanations for this occurrence. CAOs with more managers concerned with implementation of strategies are not consumed with operational matters. Depending on mayoral power and council cohesion, the CAO is often drawn into the strategy sphere to facilitate a sense of direction. Organizational size impacts the leadership role of the CAO and therefore their leadership preferences. Concomitantly, CAOs frequently mentioned facilitation as a key skill for success in larger organizations.

Alberta and British Columbia respondents gave less attention to *Translates plans into action* (Ranks = 16 & 15) and more toward *Politically astute* (Ranks = 4 & 5) compared to Manitoba, Saskatchewan and Atlantic Canada. These latter regions tend to reflect smaller communities in the survey and this difference may be associated more with organization size than *Province/Territory*. Likewise Manitoba and Saskatchewan

gave less attention to *Creates a shared vision* (Ranks = 17 & 29) as previously noted for smaller communities.

Increased *Community population* and subsequently *Number of Staff* and/or *Number of Councillors* appear to shift the strategic leadership attention of the CAO. Smaller community CAOs focus on shorter term strategic priorities and strategy implementation. CAOs in larger organizations attempt to undertake strategic planning processes to merge council and stakeholder interests. They rely on facilitative leadership to develop strategic directions with council white being politically astute.

CAOs over 44 and with over 10 years of CAO experience gave less attention to *Demonstrates client orientation* (Ranks 14 & 19) and more toward *Politically astute* (Ranks = 5 & 7) than younger, less experienced CAOs (Ranks = 23 & 36). CAOs with no university education place less emphasis on *Creates a share vision* (Rank = 17) than older, experienced CAOs (Ranks = 2 & 5) in favour of *Managing multiple projects* (Rank = 11).

Younger ($r = .283; p < .001$) and less educated CAOs ($r = .348; p < .001$) are more likely to be in smaller organizations. Again this direct project and customer orientation may be more the result of organizational size as previously described. This difference could be associated the CAO leadership role in larger organizations that causes them to focus on the needs of council and strategic direction versus a client and project management.

The top ten critical choice analyses indicate that increased *Community Population* and subsequently *Number of Staff* and *Number of Councillors* influence CAO leadership preferences. CAOs from larger organizations emphasize political relations and strategic

planning over the client and project management competencies favoured by CAOs from smaller communities. Interviewed CAOs from smaller communities indicated that they would like to be more strategic but are consumed with day-to-day operational oversight.

Larger and more complex organizations cause the CAO to increasingly rely on *Political astuteness*. This competency's significance is signalled with organizational size and increased political complexity associated with a ward electoral system and/or number of elected officials, but it is a requirement for all CAOs. Interviewed CAOs frequently referenced political savvy and facilitation skills as critical to CAO success in working with council. It is the critical leadership competency that differentiates the CAO as an operational manager from those who assume a strategic leader role.

The critical choice differences associated with *Age, Gender, CAO Experience* and *Education* are more the result of the CAOs leadership role than personal demographics. CAOs in larger organizations tend to be older (> 44 years), more experienced (> 10 years), and better educated male CAOs. Consequently, it is organizational size, not personal demographics that affect the leadership approach of a CAO.

A comparison of importance and critical choice results is required to validate whether CAO leadership preferences and actual leader requirements are significantly different. Does the CAO favour certain leadership competencies as preferences, but have different leadership requirements?

Leader Preferences versus Requirements

The top rated importance items provide insights to leadership preferences from the importance ratings and leadership requirements from the critical choices. An analysis of these two lists produces core, omission, gap and critical competencies (see Table 7.16).

Core competencies are those that show up on both short lists. There are eight leadership competencies that appear on the top ten importance and critical choices (+ or - 5). Four are *task* and four are *people-centred* competencies to offer a balanced CAO leadership competency short list. Other than *Contributes to good governance*, the other seven competencies show up on 21 other non-local government leadership models reviewed by the researcher. They are universal attributes of leaders in any setting.

Table 7.16: CAO Leader Preferences vs. Requirements

Importance	Leadership Competencies (<i>CAPACITY/Focus</i>)	Critical Choice
1	Is Credible - integrity & trustworthiness (<i>PRODUCER/Task</i>)	1
2	Builds Trust (<i>FACILITATOR/People</i>)	2
3	Contributes to Effective Governance (<i>VISIONARY/People</i>)	5
4	Communicates Clearly (<i>MENTOR/People</i>)	7
5	<i>Sets Priorities</i> (<i>PRODUCER/Task</i>)	17
6	Translates Plans into Action (<i>DIRECTOR/Task</i>)	6
7	<i>Listens Actively</i> (<i>MANAGER/People</i>)	21
8	<i>Takes Initiative</i> (<i>PRODUCER/Task</i>)	15
9	Ensures Accountability (<i>BROKER/Task</i>)	3
10	<i>Values Others</i> (<i>MANAGER/People</i>)	19
11	Builds Teams (<i>FACILITATOR/People</i>)	4
26	<u>Demonstrates client orientation</u> (<i>DIRECTOR/Task</i>)	8
19	<u>Creates a shared vision</u> (<i>VISIONARY/People</i>)	9
14	Takes a proactive approach (<i>DIRECTOR/Task</i>)	10

Code: Bold = Core; Italics = Latent; Underlined =Gap; & CAPITALS = Critical Competency

Omission competencies - *Values others* (ROS = 9) and *Listens actively* (ROS = 14) are viewed as very important but are not in the top critical choices. Respondents view them as preferences but not as requirements. There are two possible reasons for this outcome based on the CAO interviews. Many interviewees indicated that they wanted to spend more time mentoring individuals and team building. But smaller community CAOs

were often pre-occupied with service production and many larger community CAOs acknowledged the need to spend more time on the staff versus council.

Organizational conditions can divert attention from a preferred *people* toward a required *task*-centred approach. It is not so much that these *people* competencies are less important but are displaced because of other *task* leadership requirements. It is assumed that lesser rated competencies exist; they are just not emphasized when CAOs are required to make critical choices. Alternatively, it may indicate that these competencies are not given sufficient attention. In either case, they are leadership omissions.

Two other displaced competencies - *Set priorities* (Rank 5 to 17) and *Takes initiative* (8 to 15) associated with taking action are displaced with strategic planning - *Demonstrates client orientation* (Rank 26 to 8) and *Creates a shared vision* (19 to 9). Some new CAOs indicated during the interviews that this was one of the biggest mindset adjustments in moving from a department manager or smaller community CAO to larger community CAO position. They could no longer spend as much time directly with projects, in fact if they did, they might be interfering with the role of a line manager.

At the same time, discussions with several local government consultants (see Appendix 3.5) indicated that a common complaint toward CAOs is that they do not spend enough time with staff; but rather they are perceived to be too political by catering to the needs of council. The omission competencies should not be assumed to be present and require constant attention or else they can become leadership liabilities.

Demonstrates client orientation (Rank 26 to 8) and *Creates a shared vision* (19 to 9) are labelled commission competencies. They do not show up strongly as leadership preferences but are viewed as leadership requirements. These competencies may be

leadership attributes that are not firmly associated with the CAO role compared to the core competencies. Many CAOs reported in the CAO interviews that council is not interested in strategic planning and that it is a chore to keep it active in the strategy sphere, but recognize the need to do so. At the same time, many noted an increased sensitivity to ensure quality customer service not unlike competitive market place enterprises.

Contributes to good governance is distinct to the CAO leader profile compared to the 23 other public sector leader profiles examined by the researcher. It reflects the importance of the CAO as a civic executive to contribute to democratic effectiveness. This competency highlights the close relationship that the CAO has with political officials. Not only is the CAO concerned with operational efficiency in the administrative realm but must work in the political realm to achieve organizational effectiveness which includes commission leadership competencies required for good governance.

It is complemented by the emergence of *Politically astute* as a leadership requirement particularly for CAOs from larger organizations. It is not as prevalent for CAOs from smaller communities and therefore does not make it to the overall importance or critical choice short lists. Nevertheless, interviews overwhelmingly highlight that this is a critical competency for the CAO.

The development of a CAO leader profile from the 2008 survey indicates that some CAO competencies do differ significantly from department or operational managers in local government.

CAO Leader Profile

A CAO leader profile (see Table 7.17) is developed from the top ten items of the importance and critical choice short lists (+ or - 5). Seven items are common among the top ten of both lists. This high convergence on the core leader competencies indicates a high degree of alignment between CAO preferences for and requirements of the CAO leadership role. *Takes a proactive approach*, *Demonstrates client orientation* and *Creates a shared vision* are added because they reflect key leadership requirements.

Table 7.17: CAO Leader Profile

Leader Competencies
1. Is Credible - integrity & trustworthiness
2. Builds Trust - exhibits value-based approach
3. Contributes to effective governance - provides quality advice
4. Communicates Clearly - written, verbal & non-verbal
5. Translates Plans into Action - sets timeframes & targets
6. Ensures Accountability - takes a business-like approach
7. Builds Effective Teams - establishes positive culture
8. Demonstrates client orientation - focus on the customer
9. Creates a shared vision - develops a cooperative spirit
10. Takes a proactive approach - scans for & seeks opportunities
11. Politically Astute - excels in political/administrative relations

The CAO interview content analysis also supports this emerging CAO leader profile. These top ten competencies mirror the most frequently mentioned competencies in response to the leadership challenge questions. *Politically astute* was mentioned the most during the CAO interviews and it is added to the CAO leader profile. The development of a CAO leader profile from the 2008 survey indicates that some CAO competencies do differ significantly from operational managers in local government.

To determine if the CAO leader profile differs from other managers in local government, the profile from the local government leadership modeling process (see Chapter 5) was used (see Table 7.18). The local government manager (LGM) profile was compiled from the input of 180 people, mostly supervisors and managers (90%). The seven competencies common to the CAO and LGM leadership profiles are also common to the 23 public sector leadership profiles reviewed by the researcher.

Table 7.18: CAO & LGM Profile Comparison

CAO	Leadership Competencies	LGL
X	<u>Is Credible</u> - integrity & trustworthiness	X
X	<u>Builds Trust</u> - exhibits value-based approach	X
X	Contributes to effective governance - provides quality advice	
X	<u>Communicates Clearly</u> - written, verbal & non-verbal	X
X	<u>Translates Plans into Action</u> - sets timeframes & targets	X
X	Ensures Accountability - takes a business-like approach	
X	<u>Builds Effective Teams</u> - establishes positive culture	X
X	Demonstrates client orientation - focus on the customer	
X	<u>Creates a shared vision</u> - develops a cooperative spirit	X
X	Takes a proactive approach - scans for & seeks opportunities	
X	<u>Listens Actively</u> - seeks to understand others	X
	Promotes continuous innovation - regularly reviews operations	X
	Articulates clear expectations - describes success	X

Codes: Underlined = Core; **Bold** = CAO-specific competencies

The critical competencies differentiate the CAO leader requirements from department managers. *Takes a proactive approach*, *Ensures accountability* and *Demonstrates client orientation* competencies are strategic requirements replacing the operational focus on *Promotes continuous innovation* and *Articulates clear expectation* to ensure efficient service delivery. The CAO leader profile is somewhat different than the

department manager in local government because of the CAO's role in the political realm.

The operational manager is charged with service effectiveness, while the CAO is responsible for organizational effectiveness. In some sense the oversight requirement is similar to that of a department manager requiring the core competencies: just the scope is different. This operational manager to strategic leadership shift is common to leaders in other sectors and not unique to the CAO in local government.

Summary Leadership Competencies

It is *Contributes to effective governance* and *Politically astute* that truly defines the CAO leader role from that of an operational manager in local government. These two competencies were contained in the local government leadership framework of 24 leadership competencies used in the local government leadership modeling process. Both of these competencies did not emerge in any of the five leader profiles during this process involving predominantly operational managers.

An endless number of CAO stories told to the researcher reinforce the notion that skilled operational managers do not necessarily make good CAOs unless they can effectively operate in the political realm. On the other hand, some CAOs that exhibit political savvy in one local government are not successful in another because they try to operate in the political realm without council support. Many successful CAOs operate like operational managers because they do not venture into the political realm and council does not want them to. Some CAOs who operate as operational managers are not successful because council requires their activity in the political realm.

Political astuteness is a critical competency that is complex since it can lead to the success or demise of a CAO. Situational leadership fit appears to be related to organizational needs dictated by organizational size and political arrangements that define the CAO's activity in the political realm.

Summary – CAO Leadership Preferences

This chapter examined the leadership approaches of CAOs using the leadership preferences of the CAO. The resulting 2008 survey data set offered an opportunity to test the utility of the leadership competencies questionnaire. It also enabled the examination of leadership preferences of CAOs in comparison to leadership requirements for CAOs and the leadership profile for department managers in local government.

The Questionnaire

Factor analysis established a latent structure for the leadership competencies questionnaire's content. Exploratory factor analysis produced a factor structure that includes all of the instrument's 48 items. The eight-factor solution is the most parsimonious representation (59.56%) of the highly intercorrelated leadership competencies. Overall, Cronbach's Alpha values indicate the internal consistency of each robust factor (loadings > .4) is satisfactory (> .70) for exploratory purposes.

The content coherency of each factor or leadership capacity is readily interpretable. The eight-factor content reflects and the empirical results support the underlying dimensions of the study's strategic context matrix. The *people/task* duality is also evident in the thematic content of the emergent factors labelled as *people*-leadership capacities - *MENTOR (ME)*, *MANAGER (MA)*, *FACILITATOR (FA)*, and *VISIONARY (VI)* with

PRODUCER (PR), *DIRECTOR (DI)*, *ENTREPRENEUR (EN)* and *BUILDER (BR)* as the *task*-leadership capacities. A two-factor solution and factor correlation matrix provides empirical support for the *people/task* duality of the leadership competencies questionnaire content.

These eight leadership capacities reflect a theoretically sound construct to explore CAO leadership preferences of the 2008 survey data set using the Competing Values Framework and contemporary leadership theories.

The 2008 Survey

The 2008 survey indicates that the CAO leadership role; shaped by specific organizational characteristics affect the CAO leadership approach. In larger organizations with greater *Numbers of Staff* (> 100) and *Number of Councillors* (> 10), CAOs are more likely involved in the political realm relying on *people*-centred *FACILITATOR*, *MENTOR* and *VISIONARY* leadership capacities. These CAOs are more likely to be older, more experienced males.

In smaller organizations with less staff (< 100) and councillors (< 10), the CAO is apt to be younger and less experienced with more reliance on the *task*-oriented *DIRECTOR*, *PRODUCER* and *ENTREPRENEUR* to be effective in service delivery. Female CAOs tend to be in smaller organizations with less staff ($r = -.450$) and exhibit similar tendencies. The significant relationship of *Age*, *Gender*, *CAO Experience* and *Education* with the leadership capacities appear to be rooted in the leadership role dictated by organizational size.

The analysis of the top ranked leadership competencies and CAO interviews indicate that CAOs in small organizations tend to favour *task* competencies for managing

day-to-day functions. Conversely, larger organizations both enable and require the CAO to step out of operations and help council with strategic matters in the political realm. The leadership preference differences are more the result of the CAOs leadership role in the political realm than personal demographics.

This shift for a CAO from an operational manager in a small organization to a strategic leader in larger organizations is heralded by *Politically astute* and *Contributes to effective governance*. The importance of these two critical competencies increases with organizational size and to a lesser extent for *Structure* - regional versus municipal government and ward versus at-large *Electoral Systems*.

An analysis of the CAO and LGM profiles confirms seven core competencies common with other public sector leadership models examined by the researcher (see Appendix 7.2). It also reveals five critical competencies *Takes a proactive approach*, *Ensures accountability* and *Demonstrates client orientation* - in addition to *Political astuteness* and *Contributes to effective governance* that differentiate the CAO leader from other public sector or local government manager profiles.

Younger, less experienced male as well as female CAOs share commonalities with the department manager that focus on service production more than the strategic focus of older, more experienced CAOs that are predominantly male. Further examination indicates this similarity is associated with the level of direct responsibility for service delivery and limited activity in the political realm, not position titles or personal demographics. As organizational size increases, the CAO is less involved in day-to-day activities and more involved in the political realm.

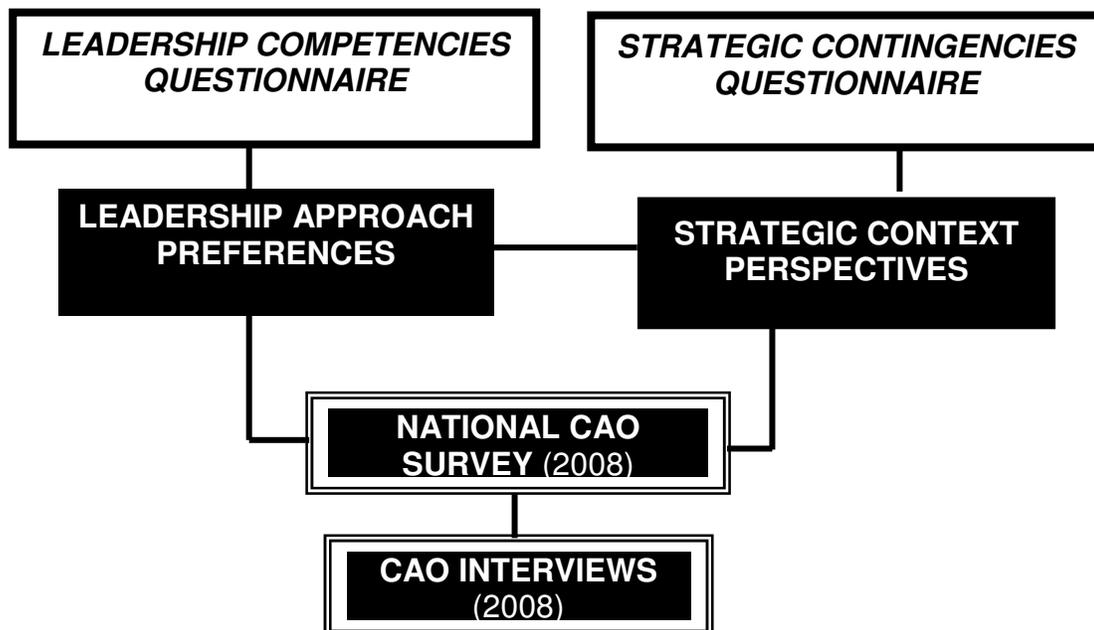
The analysis of importance and critical choices reveals that organizational characteristics - *Number of Councillors, Number of Staff, Structure* and *Electoral System* associated with increased organizational size can divert attention from a CAO's preferred *people*-leadership approach toward *task*-centred leader requirements. Larger organizations tend to have older, more experienced and male CAOs.

The 2008 survey outcomes suggest that the strategic context of larger organizations compared to smaller organizations may be a precursor to different CAO leadership approaches. The leadership capacities (and leadership competencies) provide an economical way to portray CAO leadership approaches and compare CAO strategic perspectives with leadership preferences in the next chapter.

Chapter 8 Findings: Situational Leadership

This chapter focuses on the situational leadership aspect of the CAO's role – the relationship of his or her leadership approach to the prevailing strategic context (see Figure 8.1). The first section employs regression analyses and multivariate analysis to examine this relationship with the empirically derived factors – strategic contexts (see Chapters 4 & 6) and leadership capacities (see Chapters 5 & 7). The situational leadership phenomenon was also examined in through content analysis of the CAO leadership interviews using the study's conceptual constructs. In the summary, the empirical results are linked to the interpretive findings to reveal the nature of situational leadership for the contemporary CAO role.

Figure 8.1: Study Components – Situational Leadership



Empirical Analysis

The empirical data analysis provides evidence that CAO strategic perspectives have a relationship to CAO leadership preferences. In Chapter 6, it was revealed that organizational characteristics – in particular organizational size affects CAO strategic perspectives of the prevailing strategic context. CAO strategic perspectives in turn impact CAO leadership preferences that emerge as *people* or *task*-centred leadership styles for different strategic contexts. The empirical evidence supports the notion that a CAO selects different leadership styles for different strategic contexts.

Multivariate analyses used strategic contexts as independent variables (IV) with the leadership capacities as dependent variables (DV) to determine if strategic perspectives influence a CAO's leadership preferences. Significant relationships are examined using the study's core functions chart and strategic context matrices (see Chapter 4) as well as the leadership styles matrix (see Chapter 5).

Factor scores were previously used to produce strategic context and leadership capacity variables. The four strategic contexts reflect a latent structure for 36 of the 45 items of the strategic contingencies questionnaire (see Chapter 6). The eight leadership capacities capture underlying dimensions of all 48 leadership competencies questionnaire items (see Chapter 7).

Multiple regression analyses were conducted for each independent/dependent composite variable combination to determine the proportion of the variation in the DVs accounted for by the IVs. MANOVA was used to examine the amount and strength of the DV linear equations with the IVs as potential predictor or explanatory variables.

Strategic Context – Leadership Approach Relationship

The initial exploration of situational CAO leadership determined if strategic perspectives were associated with leadership preferences. Multiple regression analyses used strategic contexts as IVs and leadership capacities as DVs. MANOVA determined if a CAO's view of the strategic context influences his or her leadership approaches. Stepwise regression equations are used to determine the mediating effect of personal demographics and organizational characteristics on the strategic context-leadership approach relationship. The *people/task* leadership styles and *organization/ community* strategic contexts of the study's conceptual constructs were used to interpret the empirical findings.

The adjusted R square values (R^2) indicate the variance of leadership capacity explained by the strategic context set are *VISIONARY* (adjusted $R^2 = .322$), *DIRECTOR* (adjusted $R^2 = .371$), *MANAGER* (adjusted $R^2 = .320$), *PRODUCER* (adjusted $R^2 = .293$), *FACILITATOR* (adjusted $R^2 = .330$), *ENTREPRENEUR* (adjusted $R^2 = .294$), *MENTOR* (adjusted $R^2 = .325$) and *BUILDER* (adjusted $R^2 = .368$). 29 to 37% of the leadership capacity variance is explained by this IV set. The strategic context presents a moderate (Frankfort-Nachmias & Nachmias, 2000: 259) association to the leadership capacities.

The *F*-ratios for the strategic context set's relationship to each leadership capacity are *VISIONARY* ($F(4, 380) = 46.67, p < .00$), *DIRECTOR* ($F(4, 378) = 57.44, p < .00$), *MANAGER* ($F(4, 379) = 46.11, p < .00$), *PRODUCER* ($F(4, 379) = 40.65, p < .00$), *FACILITATOR* ($F(4, 384) = 48.80, p < .00$), *ENTREPRENEUR* ($F(4, 382) = 41.19, p < .00$), *MENTOR* ($F(4, 388) = 48.16, p < .00$) and *BUILDER* ($F(4, 388) = 57.97, p < .00$). These *F*-ratios and size of effect (see Table 8.2) indicate a significant, strategic context-

leadership capacity association that is worthy of further exploration (Healey al, 1999: 84). The *t*-statistics (see Table 8.1) determine the predictive value of each strategic context in explaining leadership capacity importance.

ORGANIZATIONAL DIRECTION (OD) has a significant relationship to all leadership capacities. Respondents who rank the *OD* scenario high are more likely to rank all the leadership capacities high. Female respondents generally rated the *OD*'s importance higher than male CAOs and gave increased importance to all leadership capacities except for *VISIONARY (VI)* over males. Generally, CAOs under 44 also gave *OD* and all leadership capacities slightly less importance than those who were over 44 years of age.

Table 8.1: Strategic Context X Leadership Capacity – Regression Analyses

<i>FACTOR</i>	<i>OD</i> Beta/ <i>t</i>	<i>OE</i> Beta/ <i>t</i>	<i>CD</i> Beta/ <i>t</i>	<i>CS</i> Beta/ <i>t</i>	Adjusted R Squared
<i>VISIONARY</i>	.462 / 7.66**	.124 / 2.36*	.009 / .163	.059 / 1.08	.322 / 6643
<i>DIRECTOR</i>	.426 / 7.24**	.021 / .404	.074 / 1.40	.189 / 3.62**	.371 / 6013
<i>MANAGER</i>	.246 / 4.11**	.320 / 6.08**	.031 / .562	.083 / 1.53	.320 / 6724
<i>PRODUCER</i>	.381 / 6.26**	.115 / 2.15*	.126 / 2.24*	.014 / .246	.293 / 4766
<i>FACILITATOR</i>	.436 / 7.41**	.021 / .397	.064 / 1.17	.142 / 2.66**	.330 / 6729
<i>ENTREPRENEUR</i>	.278 / 4.55**	.080 / 1.50	.237 / 4.22**	.063 / 1.14	.294 / 5818
<i>MENTOR</i>	.238 / 4.06**	.265 / 5.11**	.176 / 3.24**	.023 / .426	.325 / 5287
<i>BUILDER</i>	.387 / 6.80**	.006 / .112	.258 / 4.91**	.051 / .981	.368 / 5381

Significance * = $p < .05$ and ** = $p < .01$

OD affects all leadership capacities as the general factor representing 27.2% of the survey data set's strategic contingency variance. Nevertheless, the partial eta-squared

values produced through MANOVA (10 to 66%) indicate its effect is differentiated in explaining leadership capacity variance (see Table 8.2). Its highest significant impact is on *VISIONARY (People-centred)*, *FACILITATOR (People)*, *DIRECTOR (Task)* and *BUILDER (Task)* reflecting a balanced *people/task*-centred leadership approach.

ORGANIZATIONAL EFFECTIVENESS (OE) has a significant relationship to *VISIONARY* ($t = 2.36, p = .00$), *MANAGER* ($t = 6.08, p = .00$) and *MENTOR* ($t = 5.11, p = .00$). CAOs with over 10 councillors rated the *OE* importance greater than those with fewer councillors. Their ratings were also higher for the *VI*, *MA* and *ME*. Similar higher importance ratings were produced for CAOs with over 20 staff from populations over 3,000 compared to CAOs with fewer staff from smaller communities.

The *OE* impact explains 21 to 66% of leadership capacity variance. Larger community CAOs have more staff ($r = .831, p < .00$) and councillors ($r = .445, p < .00$). Greater CAO attention to organizational performance in larger organizations is associated with increased CAO preference for *people*-centred *VISIONARY*, *MANAGER*, and *MENTOR* leadership competencies.

COMMUNITY DEVELOPMENT (CD) has a significant relationship with *PRODUCER* ($t = 2.24, p = .05$), *ENTREPRENEUR* ($t = 4.22, p = .00$), *BUILDER* ($t = 4.91, p = .00$) and *MENTOR* ($t = 3.24, p = .00$). CAOs from communities under 3,000 and urban settings give greater importance to *CD* than larger community and rural CAOs. The lower *CD* rating for CAOs with fewer staff and councillors is associated with higher importance ratings for *PRODUCER*, *ENTREPRENEUR*, *BUILDER* and *MENTOR*.

Table 8.2: Strategic Context X Leadership Capacity - MANOVA

VARIABLES	Wilks' Lambda	MS	F	Sig.	Eta-Square
<u>VISIONARY</u> ^(a)	.004				.75
ORGANIZATIONAL DIRECTION ^(b)		.55	3.52	.00	.81
ORGANIZATIONAL EFFECTIVENESS ^(b)		.39	1.80	.00	.69
COMMUNITY DEVELOPMENT ^(b)		.65	2.93	.00	.78
COMMUNITY SERVICES ^(b)		.24	1.93	.00	.70
<u>DIRECTOR</u> ^(a)	.002				.78
ORGANIZATIONAL DIRECTION ^(b)		.59	5.03	.00	.85
ORGANIZATIONAL EFFECTIVENESS ^(b)		.46	3.23	.00	.79
COMMUNITY DEVELOPMENT ^(b)		.65	2.79	.00	.76
COMMUNITY SERVICES ^(b)		.27	3.41	.00	.80
<u>MANAGER</u> ^(a)	.005				.73
ORGANIZATIONAL DIRECTION ^(b)		.58	3.37	.00	.78
ORGANIZATIONAL EFFECTIVENESS ^(b)		.45	2.68	.00	.74
COMMUNITY DEVELOPMENT ^(b)		.70	3.17	.00	.77
COMMUNITY SERVICES ^(b)		.26	2.78	.00	.75
<u>PRODUCER</u> ^(a)	.088				.46
ORGANIZATIONAL DIRECTION ^(b)		.81	3.86	.00	.59
ORGANIZATIONAL EFFECTIVENESS ^(b)		.54	2.28	.00	.47
COMMUNITY DEVELOPMENT ^(b)		.86	2.67	.00	.50
COMMUNITY SERVICES ^(b)		.31	2.34	.00	.47
<u>FACILITATOR</u> ^(a)	.000				.86
ORGANIZATIONAL DIRECTION ^(b)		.52	4.79	.00	.90
ORGANIZATIONAL EFFECTIVENESS ^(b)		.41	3.25	.00	.85
COMMUNITY DEVELOPMENT ^(b)		.64	4.89	.00	.90
COMMUNITY SERVICES ^(b)		.25	3.79	.00	.87
<u>ENTREPRENEUR</u> ^(a)	.068				.49
ORGANIZATIONAL DIRECTION ^(b)		.72	3.15	.00	.58
ORGANIZATIONAL EFFECTIVENESS ^(b)		.53	2.46	.00	.52
COMMUNITY DEVELOPMENT ^(b)		.82	2.77	.00	.55
COMMUNITY SERVICES ^(b)		.33	2.86	.00	.56
<u>MENTOR</u> ^(a)	.096				.44
ORGANIZATIONAL DIRECTION ^(b)		.77	3.38	.00	.56
ORGANIZATIONAL EFFECTIVENESS ^(b)		.60	3.03	.00	.53
COMMUNITY DEVELOPMENT ^(b)		.82	2.50	.00	.48
COMMUNITY SERVICES ^(b)		.32	2.48	.00	.47
<u>BUILDER</u> ^(a)	.146				.38
ORGANIZATIONAL DIRECTION ^(b)		.92	4.21	.00	.55
ORGANIZATIONAL EFFECTIVENESS ^(b)		.47	1.78	.00	.34
COMMUNITY DEVELOPMENT ^(b)		.95	2.94	.00	.46
COMMUNITY SERVICES ^(b)		.31	2.13	.00	.38

CODES: Degrees of Freedom (df): ^(a) = 4 & ^(b) = 3.52; Sig. = Significance;
SS = Mean Square; & F = F score

The *CD* impact significantly explains 10 to 66% of overall variance in the leadership capacities. Smaller community CAOs have fewer staff and councillors in an urban rather than rural setting ($r = -.393, p < .00$). Smaller community CAOs gave less attention to *COMMUNITY DEVELOPMENT* leading to greater CAO preference for the *task-centred PRODUCER, ENTREPRENEUR* and *BUILDER* as well as *people-centred MENTOR*.

COMMUNITY SERVICES (CS) has a significant relationship with *DIRECTOR (DI)* ($t = 3.62, p = .00$) and *FACILITATOR (FA)* ($t = 2.66, p = .00$). CAOs with fewer than 20 staff give more importance to *CS* than CAOs with more staff. They do the same for *DI*. Conversely, CAOs with more staff give greater importance to *FA* than CAOs with fewer staff. This relationship is similar for *Age* correlated to *Number of Staff* ($r = .304, p < .00$).

The *CS* association is very insightful with its differentiated impact (30 to 67%) on leadership capacity importance. CAOs with over 100 staff gave less importance to *CS* which is associated with a CAO leadership preference for the more *people-centred FACILITATOR*. CAOs with fewer staff were more concerned with service production which is associated with increased CAO preference for the *task-centred DIRECTOR*.

Situational Leadership Mediating Variables

Regression analyses were used to determine whether the strategic context-leadership capacity relationship is mediated by the personal demographics or organizational characteristics. Stepwise regressions retained significant independent variables ($p < .01$) – personal demographics, organizational characteristics and strategic contexts for explaining the variance in the dependent variables – leadership capacities (Tabachnick & Fidell, 2001: 133). Further stepwise regression analyses examined the mediating effect of statistically

significant personal demographics and organizational characteristics on improving the leadership capacity variance accounted for by the statistically significant strategic context predictor values (Miles & Shelvin, 2001: Chapter 7).

Stepwise regression equations were conducted for the eight leadership capacities (DVs) with the strategic contexts as predictor variables (IVs) and *Gender*, *CAO Experience*, *Number of staff*, *Number of Councillors* and *Electoral System* as potential mediator variables (IVs) based on the previous empirical analyses. *Number of Staff* was retained in three of the eight equations and *Gender* was kept in two while *Number of Councillors*, *Age*, *CAO Experience* and *Electoral System* remained in only one each.

The mediation impact of *Number of Staff* was examined for the significant relationships between *ORGANIZATIONAL DEVELOPMENT* and *COMMUNITY SERVICE* with *VISIONARY*, *MENTOR* and *DIRECTOR*. For the *VISIONARY* leadership capacity, it mediated the impact of *ORGANIZATIONAL EFFECTIVENESS* by 6.5% (adjusted $R^2 = .286$ versus $.343$) to explain 34 versus 28.6% of this factor's variance ($F(1,421) = 170.28$, $p < .00$) and the impact of *COMMUNITY SERVICE* (adjusted $R^2 = .129$ versus $.199$) by 7% to achieve 20 versus 13% of variance explained ($F(1,428) = 64.79$, $p < .000$).

Number of Staff has an interaction effect of less than 1% on *DIRECTOR* via *COMMUNITY SERVICE* and *ORGANIZATIONAL DEVELOPMENT* only when combined with *Gender*. The mediation of *Gender* (adjusted $R^2 = .311$) on *DIRECTOR* with *ORGANIZATIONAL DEVELOPMENT* (adjusted $R^2 = .298$) is less than 1%. Its mediating impact on *DIRECTOR* (adjusted $R^2 = .230$) is less than 2% when combined with *COMMUNITY SERVICES* (adjusted $R^2 = .217$). The impact of *Gender* and *Number of Staff*

(adjusted $R^2 = .234$) improves the representation of *MENTOR* variance accounted for by *ORGANIZATIONAL DEVELOPMENT* (adjusted $R^2 = .214$) by 2% or less.

These noted significant strategic context-leadership capacity relationships do not have a large effect to begin with; nor are the predictor variables substantially enhanced by the mediator variables with the best potential interaction effect – *Number of Staff* and *Gender*. Interestingly, the *people-centred* leadership capacities – *VISIONARY*, *FACILITATOR* and *MENTOR* are impacted more by the interaction of the personal demographics and organizational features with the strategic contexts than the *task-centred* leadership capacities. This pattern, rather than empirical strength is further evidence that larger organizational size does affect CAO leadership approaches toward a *people-centred* leadership style. This relationship is linked to *Gender* because smaller organizations tend to have female CAOs while larger ones have male CAOs. Organizational size has been previously linked to the type of strategic context a CAO faces. Therefore the logic of a mediated relationship pattern for organizational size and gender with some strategic contexts for some leadership preferences is reinforced.

The *community/organization-orientation* of strategic perspectives differentiates among CAO leadership preferences. The *current/future-focus* among CAO importance ratings for the *organizational* dimension produces a balanced *people/task* centred leadership pattern while a *community-orientation* does not. This confirms CAO strategic perspectives are significantly associated with leadership preferences.

ORGANIZATIONAL DEVELOPMENT produces significant associations with all leadership capacities and *ORGANIZATIONAL EFFECTIVENESS* has four for a total of 12 significant *ORGANIZATIONAL* relationships. *COMMUNITY DEVELOPMENT*

generates four while *COMMUNITY SERVICES* has three for a total of seven significant *COMMUNITY* regression equations. The *organization*-oriented strategic perspectives - *OD* and *OE* have stronger associations with leadership preferences than those that are *community*-oriented – *CD* and *CS*.

The *organization*-oriented *OE* and *OD* have differentiated associations with the leadership capacities. *OE* captures the human element of organizations and is associated more with *people*-centred leadership concerned with aligning and coordinating council and staff. *OD* focuses on organizational processes and is directed more toward *task*-centred leadership for determining and achieving strategic results.

Both *community*-oriented strategic contexts - *CS* and *CD* had a stronger association with *task*-centred (6) compared with the *people*-centred leadership capacities (2). An externally-focused strategic perspective is associated with leadership preferences for assessing and meeting community needs through service delivery. A *community*-oriented strategic perspective favours a *task*-centred leadership style.

The empirical analysis depicts a *people/task* pattern among organizational strategic perspectives and leadership preferences. *ORGANIZATIONAL EFFECTIVENESS* reflects an internally dominated strategic context from a CAO's perspective. Increased CAO attention to the *organizational* needs favours a *people*-centred leadership style comprised of *FACILITATOR*, *MENTOR*, *MANAGER* and *VISIONARY*. *COMMUNITY DEVELOPMENT* and *COMMUNITY SERVICES* focus on an externally dominated strategic context along with *ORGANIZATION DIRECTION* that reflects organizational effort to strategically respond to external influences. Increased CAO attention to

community needs aligns with the *task*-centred leadership style associated with *PRODUCER, ENTREPRENEUR, BUILDER* and *DIRECTOR*.

The *people/task* leadership duality is differentiated by the *current/future* focus of the CAO strategic perspective within *COMMUNITY SERVICE*. Here, its significant association with *DIRECTOR* and *FACILITATOR* illustrates that a *future-people* or *current-task* alignment is driven by organizational size. Smaller organization CAOs gave greater importance to the *CS* and *DIRECTOR* and less importance to the *FACILITATOR*. Larger community CAOs gave less importance to the *CS* scenario and *DIRECTOR* capacity but more to *FACILITATOR*.

This finding supports earlier assertions that smaller organization CAOs directly involved in service delivery favour a *task*-centred leadership style to respond to *current* community and organizational demands. Large community CAOs more concerned with organizational and governance effectiveness prefer a *people*-centred leadership style to favourably position the *future* of the organization and community.

The empirical data analysis provides evidence that CAO strategic perspectives have a relationship to CAO leadership preferences. In Chapter 6, it was revealed that organizational characteristics – in particular organizational size affects CAO strategic perspectives of the prevailing strategic context. CAO strategic perspectives in turn impact CAO leadership preferences that emerge as *people* and/or *task*-centred leadership styles for different strategic contexts. The empirical evidence supports the notion that a CAO selects different leadership styles for different strategic contexts.

Summary - Empirical Analysis

The empirical analysis of the strategic context and leadership capacity relationship demonstrates there is a meaningful association between CAO strategic perspectives and leadership style preferences. There is a *future-people* relationship that is distinct from the *current-task* association to portray strategic context influence on CAO leadership approaches.

Figure 8.2 – Situational Leadership – Strategic Context Analysis

FOCUS	SOURCE			
	INTERNAL (Organizational)		EXTERNAL (Community)	
CURRENT/ REACTIVE	<i>ORGANIZATION EFFECTIVENESS (OE)</i>		<i>COMMUNITY SERVICES (CS)</i>	
	Mentor Visionary Manager Facilitator		Facilitator	Director Producer Builder
FUTURE/ PROACTIVE	<i>ORGANIZATIONAL DIRECTION (OD)</i>		<i>COMMUNITY DEVELOPMENT (CD)</i>	
		Director Producer Entrepreneur Builder	Mentor	Builder Entrepreneur Producer
	People- Centred	Task- Centred	People- Centred	Task- Centred

The *F* scores, *t* and eta-squared values indicate a significant and moderate effect for the set of strategic contexts on all leadership capacities. The most dominant *t* scores of each strategic capacity regression equation indicate which leadership preferences were most impacted by strategic perspectives. The strategic context matrix offers a means to describe the emerging situational leadership phenomena (see Figure 8.2).

The *organizational/community* duality of the strategic contexts also produces a *people-task* leadership schism. Of the eight leadership capacities most associated with the two *organizational* dimensions; four are *people* and four are *task*-centred. Six of the eight leadership capacities significantly associated with the two *community* dimensions, are *task*-centred. CAO perceptions of an internally dominated strategic context in terms of organizational stability (*OE*) are closely associated with a *people* leadership approach. A *task* leadership style is closely associated with an externally-oriented strategic context driven by community matters (*CD & CS*) as well as organizational responses (*OD*) to community needs.

The *current/future* duality generates differentiated *people/task* leadership styles. Of the eight leadership capacities most significantly associated with the *current*-focus - four are *people* and four are *task*-centred. The *future*-focus is associated with four *task* and one *people* leadership capacities. A *proactive* strategic context (*OD & CD*) is more closely associated with a *people*-centred leadership approach.

The empirical analysis of the strategic context and leadership capacity relationship demonstrates there is a significant but weak association between CAO leadership preferences and CAO strategic perspectives. The leadership styles matrix and CAO interviews help to portray this complex relationship through contemporary leadership and organizational thought.

Interpretive Analysis

CAO interview content analysis provides a qualitative view of the situational leadership phenomena for CAOs. The interview questions centred on gaining CAO insights to the strategic context and leadership approach using the study's hypothetical

constructs – strategic context, core functions and leadership styles matrices as well as the local government leadership model. The resulting interpretive findings help to explain and validate the study's empirical results.

The Strategic Context Matrix

The strategic context matrix (see Chapter 4) is comprised of two dimensions (see Figure 8.3) of strategic contingencies. The internal or external source parallels the *organization (OD & OE)* and *community (CD & CS)*-orientation of the strategic contexts which are further delineated by a *current* or *future*-focus. This conceptual construct hypothesizes four strategic contexts that are *reactive* or *proactive*.

During the CAO interview, participants were asked to describe a leadership challenge for each strategic context and then identify leadership competencies that they felt helped them to deal with the strategic contingency. As well, they provided skills, knowledge or abilities that would help them to more effectively deal with the leadership challenge in the future. This behavioural event interview is an interpretive approach to better understand CAO strategic perspectives and leadership preferences.

The combined use of empirical and interpretive methodologies helps to more thoroughly understand CAO strategic perspectives and therefore the prevailing strategic context facing local government. The interview content analyses by way of word count frequencies was used to either verify and/or explain empirical findings of the CAO survey and validate the strategic contingencies questionnaire's content.

Figure 8.3: CAO Interview Analysis - Strategic Context Matrix

FOCUS	SOURCE							
	INTERNAL		EXTERNAL					
CURRENT	REACTIVE ORGANIZATION (<i>ORGANIZATIONAL EFFECTIVENESS</i>)		REACTIVE COMMUNITY (<i>COMMUNITY SERVICES</i>)					
	7	Interpersonal conflict	x	11	Regional governance	x		
	13	Too many balls – capacity	x	8	Drug & Alcohol issues	x		
	12	Poor council/staff relations	x	15	Inter-municipal relations	x		
	8	Staff performance evaluation	x	6	Land Use Conflicts	x		
	5	Management development	x	5	Crime reduction	x		
	Interview		Questionnaire		Interview		Questionnaire	
	<u>Budget balancing</u> (17) - Downloading (11) >Governance (6) <Rationalize staffing (4) <Employee in Crisis (3) <Staff Recruitment (11)		• <u>Leadership principles</u> > <u>Staff development</u> • <u>Public awareness</u> • <u>Technology</u>		>Econ. development (19) - Infrastructure funds (14) <u>Homelessness</u> (8) <u>Affordable housing</u> (7) - New facility issues (5) - Annexation (3)		> <u>First Nations relations</u> > <u>Environmental issues</u> • <u>Natural resource use</u> • <u>Waste management</u> • <u>Healthy lifestyles</u> • <u>Public involvement</u>	
FUTURE	PROACTIVE ORGANIZATION (<i>ORGANIZATIONAL DIRECTION</i>)		PROACTIVE COMMUNITY (<i>COMMUNITY DEVELOPMENT</i>)					
	23	Strategic planning	x	18	Economic development strategy	x		
	18	Long term fiscal plan	x	18	Sustainability Plan	x		
	4	Benchmarking	x	11	Community vision	x		
	8	Customer service & needs	x	8	New Business	x		
				4	Grant Initiatives (<i>creative revenue</i>)	x		
	Interview		Questionnaire		Interview		Questionnaire	
	<u>Green practices</u> (18) >Human resources (12) >Management training (7)		> <u>Role clarity</u> > <u>Core services</u> > <u>Effective decisions</u>		- New civic building (15) <u>Green strategy</u> (13) <u>Recycling program</u> (3) >First Nations (3)		• <u>Tourist attractions</u> • <u>External partnerships</u>	

Codes: - = included in questionnaire, not in a factor; ___ = not included in questionnaire; > = duplicated but not in the same strategic context; 22 = word frequency in interview; & x = questionnaire item

There was considerable overlap for the interview and questionnaire content (see Figure 8.3 and Appendix 8.1). Thirty-six of the 45 questionnaire items were raised at least four times before a relatively flat word-frequency line was evident. This high level (80%) of strategic contingency concurrence supports the relevance of the strategic contingencies questionnaire to CAOs in local government.

Notwithstanding the high content overlap, there are several observations directed toward the strategic contingencies questionnaire's content. Emerging strategic contingencies offer new content to keep the instrument current with the strategic context of local government. The nature of an item's wording also affects its translation fidelity and therefore its treatment as a *reactive* or *proactive* matter.

There are six leadership challenges raised through the CAO interviews that were not captured in the strategic contingencies questionnaire. The frequency of *Green strategy*, *Green practices* and *Recycling* signals CAO strategic importance toward the environment. *Homelessness* and *Affordable housing* indicate heightened attention to social issues while *Budget balancing* focuses on persistent organizational capacity concerns to sustain services. The study's instrument must be in sync with the contemporary strategic issues otherwise resulting strategic perspectives will fail to provide accurate insights to the CAO situational leadership phenomena.

The strategic contingencies questionnaire was developed in 2000 and updated with CAO interviews in 2007 with the addition of *Water quality*. Since then, the researcher has conducted 38 priority-setting sessions during 2008 and 2009 when the CAO interviews were conducted. Recurring top ten issues at these sessions were *Affordable housing* (including homelessness), *Service capacity* (budget balancing) and *Integrated sustainability strategy* (green strategy). The CAO interview and scan of recent local government priorities support the addition of these three strategic contingencies to the next version of the strategic contingencies questionnaire.

Three CAO interview items are contained in the survey instrument but did not factor load satisfactorily. They all refer to infrastructure funding – *New civic facilities*, *Existing infrastructure* and *Infrastructure funds*. The high relevance of these items in the survey reinforces the practice of analysing strategic individual strategic contingencies as well as strategic contexts. There are also questionnaire items that are not identified in the CAO interviews that should be examined whether they are relevant for the survey

instrument, even though they are aspects or services of the local government agenda such as *Tourism, Active lifestyles* and *Public involvement*.

A significant outcome of comparing the CAO interview and the strategic contingencies questionnaire is the matter of translational fidelity (Cook and Campbell, 1979). There are eight interview topics that are common to the CAO survey and interview but within a different strategic context. They do not change on the *community/organizational* dimension but do switch their *current/future* focus.

A strategic contingency can be viewed either as a current matter to be reacted to or a *future* initiative to be proactively pursued. During the CAO interview, *Economic development* was cited as a *reactive* community leadership challenge to deal with business retention and unemployment. It was also put forth as a *proactive* community challenge to enhance business and community growth.

Translational fidelity has two methodological implications. The researcher must word the strategic contingency properly to prompt a reaction most relevant to the contemporary nature of the item. Interview data helps to give the proper strategic context for economic development as to whether the term business retention or expansion should be used. Interview data from the survey population also helps to interpret strategic contingency results. In both cases, the open-ended data from the CAO's vantage point helps to reduce researcher interpretation bias.

The top ten strategic contingencies mentioned in the CAO interviews reflect the nature of the top ten critical choices more than the top ten importance list. All 10 of the critical choices, while seven of the importance items, were mentioned most frequently during the interview. As well, the three top ranked critical choices that were not in sync

with the importance list are the same for the short listed CAO interview items (see Table 8.3).

Table 8.3: CAO Interview Analysis – Strategic Contingencies

<u>2008 CAO SURVEY</u>		STRATEGIC CONTINGENCIES	<u>CAO INTERVIEW</u>
Importance	Choice		Frequency
1	4	Financing Future Infrastructure needs (CS)	8
2	6	Retaining Existing Businesses (CD)	2*
3	<u>25</u>	Maximizing Employee Performance (OE)	<u>26</u>
4	3	Dealing with Provincial Government Downloading (CS)	12
5	5	Creating a Vision for the Future of the Community (OD)	1
6	2	Promoting New Economic Development (CD)	2*
7	11	Determining Community Needs (OD)	-
8	1	Replacing 'Existing' Infrastructure & Facilities (CS)	9
9	7	Clarifying Roles & Responsibilities (OD)	7
10	<u>23</u>	Providing a Positive Internal Work Environment (OE)	-
<u>44</u>	<u>8</u>	Examining Regionalization & Amalgamation (CS)	<u>8</u>
<u>15</u>	9	Improving Council/Staff Relations (OE)	<u>3</u>
<u>43</u>	10	Promoting Community Growth (CD)	4
N/A		Budget Balancing	10
N/A		Green Strategy	6
N/A		Affordable Housing (& Homelessness)	5

CODES: __ = Shift greater than 5 places beyond the top ten; **bold font** = common items;
 * split item & () = no scenario assignment

The top ten leadership challenges are real current issues facing the CAO and are appropriately more aligned with the CAO critical choices than importance ratings (see Table 8.3). This finding reinforces the earlier observation that importance ratings tell more about CAO aspirations – *what should be* while critical choices indicate *what is* important to the organization.

Nevertheless, CAO importance perceptions are noteworthy since they reflect how the CAO sees the strategic context. Since the situational leadership is a social

phenomenon it is important to remember that perceptions, not just reality affect CAO perceptions. It is their view of the strategic context relative to reality that in part determines the appropriateness of their leadership approach or situational fit.

There was concurrence (within +/- 5 ranks) of nine items among the critical choice frequencies and importance ratings of the 2008 CAO survey with the leadership challenges mentioned in the CAO interviews. These items were substantiated as the top strategic contingencies facing the surveyed CAOs. There was a balanced *community/organization*-orientation (5/4 items) and *current/future*-focus (4/5) for the top ten matters. Overall, these key strategic contingencies facing CAOs suggest a reasonably balanced strategic context (see Table 8.4).

Table 8.4: Key CAO Strategic Contingencies

-
1. **Financing Future Infrastructure needs** (CS-C)
 2. **Retaining Existing Businesses** (CD-F)
 3. **Dealing with Provincial Government Downloading** (CS-C)
 4. **Creating a Vision for the Future of the Community** (OD-F)
 5. **Promoting New Economic Development** (CD-F)
 6. **Determining Community Needs** (OD-F)
 7. **Replacing 'Existing' Infrastructure & Facilities** (CS-C)
 8. **Clarifying Roles & Responsibilities** (OD-F)
 9. **Improving Council/Staff Relations** (OE-C)
-

(_) = subjective (non-empirical) scenario assignment; C = Current & F= Future

Three emerging strategic contingencies reflect the changing strategic context in local government (see Table 8.6). *Green strategy* is a recent civic response to increased societal concern for the environment. *Budget balancing* is a major concern to meet increased needs with limited resources. *Affordable housing* and *homelessness* reflect

recent community attention to the social element of sustainable communities. These strategic contingencies were indicative of a strategic context that is constantly changing due to primarily external, versus internal influences.

The Local Government Leadership Model

The local government leadership (LGL) model helps to economically codify the leadership competencies mentioned in the CAO interviews (see Chapter 5). Competency frequencies were aligned with the content of the leadership capacities (see Figure 8.4 & Appendix 8.2). The cumulative totals for each leadership capacity reveal preferred CAO leadership approaches for the four different strategic contexts.

Figure 8.4: CAO Interview Analysis – Local Government Leadership Model

FOCUS	SOURCE				Style
	INTERNAL		EXTERNAL		
CURRENT	REACTIVE ORGANIZATION (ORGANIZATIONAL EFFECTIVENESS)		REACTIVE COMMUNITY (COMMUNITY SERVICES)		Task - 563
	Director - 42	Mentor - 93*	Director - 111*	Mentor - 52	
	Producer - 78	Manager - 132*	Producer - 151*	Manager - 22	
	Entrepreneur - 47	Facilitator - 45	Entrepreneur - 67	Facilitator - 102*	
	Builder - 22	Visionary - 81*	Builder - 45	Visionary - 23	
	Task - 189	People - 351	Task - 374	People - 199	People - 550
FUTURE	PROACTIVE ORGANIZATION (ORGANIZATIONAL DIRECTION)		PROACTIVE COMMUNITY (COMMUNITY DEVELOPMENT)		Task - 628
	Director - 107*	Mentor - 47	Director - 72*	Mentor - 67	
	Producer - 59	Manager - 78	Producer - 82*	Manager - 36	
	Entrepreneur - 117*	Facilitator - 137	Entrepreneur - 42	Facilitator - 96	
	Builder - 67	Visionary - 143	Builder - 132*	Visionary - 108	
	Task - 340	People - 405	Task - 288	People - 307	People - 712
Style	Task - 529	People - 756	Task - 662	People - 506	

* = same as empirical analysis results for the CAO survey; 123 = frequency in CAO Interview; & __ = Preferred Leadership Capacity or Style

The CAO interview content analysis supports the content validity of the LGL model. Each leadership capacity is differentiated in its association with each of strategic

contexts. The leadership capacity alignment pattern is consistent for the survey and interview data thereby enabling the LGL model to be used to organize and compare empirical derived data from using the leadership competencies questionnaire with the interpretive results from CAO interviews.

Three of the four *ORGANIZATIONAL EFFECTIVENESS (OE)*, all *ORGANIZATIONAL DEVELOPMENT (OD)*, three of the four *COMMUNITY DEVELOPMENT (CD)*, and three of the four *COMMUNITY SERVICES (CS)* leadership capacity alignments were the same for the CAO survey and interviews. This leadership capacity alignment and the cumulative word count support the *task/people* duality associated with the LGL model. All leadership capacities have a distinct interpretive and empirical alignment with the strategic contexts to provide meaningful situational leadership insights.

A review of the leadership competencies mentioned at least three times during the CAO interview reveals the leadership competencies questionnaire's content relevancy, gaps and doubtful items (see Table 8.3). Thirty-four of the survey instrument's 48 leadership competencies items are mentioned in the open-ended interview. This high level (71%) of overlap supports the contemporary relevance of the LGL model and the leadership competencies questionnaire.

There were 11 leadership competency gaps between the survey instrument and CAO interview. Five omitted items can be readily assigned to a leadership capacity – *Performance management, Influencing others, Positive work environment* and *Self-confidence*. Six items seem to be professional rather than leadership competencies – *Local government knowledge, Professional networking, Financial management acumen,*

Municipal law, Human resource systems and Legislative knowledge. Interpretive techniques identify real life leadership challenges facing CAOs that should be considered for inclusion in the leadership competencies questionnaire to keep it relevant to the CAO situational leadership phenomena.

Fourteen questionnaire items did not emerge with any notable frequency (> 3) in the CAO interviews. Seven were behavioural qualities not mentioned by CAOs in relationship to CAO leadership challenges – *Is credible* (Survey Rank = 1), *Takes initiative* (8), *Values others* (1), *Takes proactive approach* (14), *Share leadership* (24) and *Pursues lifelong learning* (34). Given their upper range of importance ratings in the CAO survey, *Is credible* (1), *Takes initiative* (8), *Values others* (1), *Takes proactive approach* (14) and *Shares leadership* (24) are threshold competencies that are assumed to exist and simply not highlighted when CAOs think about significant leadership challenges. Threshold competencies should be retained in the LGL model and questionnaire. Low survey ranked *Share leadership* (24) and *Pursues lifelong learning* (34) should be deleted in future versions of the leadership competencies questionnaire.

Seven questionnaire items not mentioned in the CAO interviews include – *Pursues sustainability* (21), *Builds interpersonal relations* (22), *Celebrates success* (25), *Pursues delivery alternatives* (36), *Simplifies complex processes* (37), *Focus on results* (38), *Leverage technology* (46) and *Markets effectively* (48). These lower ranked items should be considered for deletion from the local government leadership model to make room for the gap competencies noted above.

Figure 8.5: CAO Interview Analysis – Leadership Competency Summary

TASK-ORIENTATION <u>15/21</u> (72%)	PEOPLE-ORIENTATION <u>19/27</u> (70%)
<p><i>PRODUCER</i> (3/5) <u>Is Credible</u> <u>Takes Initiative</u> <u>Coordinates Resources & Activities</u> <u>Sets Priorities</u> <u>Facilitates Effective Decisions</u></p>	<p><i>MANAGER</i> (5/7) + 1 <u>Listens Actively</u> <u>Values Others</u> <u>Exhibits Personal Life Balance</u> <u>Delegates Responsibility Effectively</u> <u>Simplifies Complex Processes</u> <u>Manages Multiple Projects</u> <u>Builds Internal Cooperation</u> <i>Creates positive work environment</i></p>
<p><i>DIRECTOR</i> (4/7) + 1 <u>Acts with Passion</u> – persistent <u>Pursues Delivery Alternatives</u> <u>Assesses Client Needs</u> <u>Takes a Proactive Approach</u> <u>Leverages Technology</u> <u>Demonstrates Client Orientation</u> <u>Translates Plans into Action</u> <i>Performance Management</i></p>	<p><i>FACILITATOR</i> (6/8) +1 <u>Builds Trust</u> <u>Builds Interpersonal Relations</u> <u>Builds Consensus</u> – <i>negotiating & reconciling</i> <u>Demonstrates Consistent Behaviour</u> <u>Focuses on Results</u> <u>Builds Effective Teams</u> <u>Articulates Clear Expectations</u> <u>Involves Stakeholders</u> <i>Problem Solving</i></p>
<p><i>ENTREPRENEUR</i> (4/5) <u>Leverages Resources</u> <u>Pursues Calculated Risks</u> <u>Promotes Continuous Innovation</u> <u>Encourages Innovation</u> <u>Markets Effectively</u></p>	<p><i>MENTOR</i> (2/5) + 1 <u>Coaches Others Effectively</u> <u>Shares Leadership</u> <u>Pursues Lifelong Learning</u> <u>Celebrates Success</u> <u>Communicates Clearly</u> <i>Self Confidence</i></p>
<p><i>BUILDER</i> (4/5) + 1 <u>Facilitates Goal Alignment</u> <u>Takes Neutral Approach</u> – <i>objective</i> <u>Responds to Needs/Gaps</u> <u>Ensures Accountability</u> <i>Influencing Others</i></p>	<p><i>VISIONARY</i> (6/7) <u>Pursues Sustainability</u> <u>Contributes to Effective Governance</u> <u>Builds Partnerships</u> <u>Understands Public Interest</u> <u>Politically Astute</u> <u>Manages Uncertainty</u> <u>Creates Shared Vision</u></p>
<p><i>ADDITIONAL</i> <i>Local Government Knowledge</i> <i>Professional Networking</i> <i>Financial Management Acumen</i> <i>Municipal Law</i> <i>Legislative Knowledge</i> <i>Human Resource Systems</i></p>	

Codes = ____ = common to questionnaire & CAO interview & *italics* = new from CAO interview

Fourteen questionnaire items did not emerge with any notable frequency (> 3) in the CAO interviews. Seven were behavioural qualities not mentioned by CAOs in relationship to CAO leadership challenges – *Is credible* (Survey Rank = 1), *Takes initiative* (8), *Values others* (1), *Takes proactive approach* (14), *Share leadership* (24) and *Pursues lifelong learning* (34). Given their upper range of importance ratings in the CAO survey, *Is credible* (1), *Takes initiative* (8), *Values others* (1), *Takes proactive approach* (14) and *Shares leadership* (24) are threshold competencies that are assumed to exist and simply not highlighted when CAOs think about significant leadership challenges. Threshold competencies should be retained in the LGL model and questionnaire. Low survey ranked *Share leadership* (24) and *Pursues lifelong learning* (34) should be deleted in future versions of the leadership competencies questionnaire.

Seven questionnaire items not mentioned in the CAO interviews include – *Pursues sustainability* (21), *Builds interpersonal relations* (22), *Celebrates success* (25), *Pursues delivery alternatives* (36), *Simplifies complex processes* (37), *Focus on results* (38), *Leverage technology* (46) and *Markets effectively* (48). These lower ranked items should be considered for deletion from the local government leadership model to make room for the gap competencies noted above.

Constant attention is required to reveal contemporary leadership competencies required of a CAO. The interpretive approach helps to identify the LGL model's gaps while endeavouring to keep the leadership competencies questionnaire to a reasonable length. More importantly, content validity efforts ensure that leadership competency survey efforts provide the best possible insights to the leadership preferences of CAOs to explore the situational leadership phenomena.

The CAO interview content analysis parallels the pattern of leadership style alignment to strategic contexts from the empirical analysis of the CAO survey data set. *ORGANIZATIONAL EFFECTIVENESS* continues to be associated primarily with a *people-centred* leadership approach. *COMMUNITY SERVICE* and *COMMUNITY DEVELOPMENT* along with *ORGANIZATIONAL DIRECTION* produce a *task-centred* leadership preference.

The top ten leadership competencies mentioned during the CAO interviews reflect the nature of both the top ten critical choices and importance items from the CAO survey (see Table 8.5). Seven of the critical choices and eight of the importance items were mentioned most frequently during the interview.

Table 8.5: CAO Interview Analysis – Leadership Competencies

CAO SURVEY			INTERVIEW
Importance	Choice	Leadership Competencies (<i>CAPACITY/Focus</i>)	
1	1	Is Credible - integrity & trustworthiness (<i>PR/Task</i>)	9
2	2	Builds Trust (<i>FA/People</i>)	7
3	5	Contribute to effective governance (<i>VI/People</i>)	10
4	7	Communicates Clearly (<i>ME/People</i>)	3
5	<u>17</u>	<i>Sets Priorities</i> (<i>PR/Task</i>)	4
6	6	Translates Plans into Action (<i>DI/Task</i>)	8
7	<u>21</u>	<i>Listens Actively</i> (<i>MA/People</i>)	--
8	<u>15</u>	<i>Takes Initiative</i> (<i>PR/Task</i>)	--
9	3	Ensures Accountability (<i>BR/Task</i>)	11
10	<u>19</u>	<i>Values Others</i> (<i>MA/People</i>)	6
11	4	Builds Teams (<i>FA/People</i>)	5
<u>26</u>	8	<u>Demonstrates client orientation</u> (<i>DI/Task</i>)	--
<u>19</u>	9	<u>Creates a shared vision</u> (<i>VI/People</i>)	2
14	10	Takes a proactive approach (<i>DI/Task</i>)	--
NA	NA	<i>Facilitation</i> - (<i>FA/People</i>)	1

Code: **Bold** = Core Competency & Underlined = Gap

There was concurrence of eight items among the top 2008 CAO survey critical choice frequencies and importance ratings as well as the CAO interviews (see Table 8.5). These eight items were substantiated as the core leadership competencies of the surveyed CAOs (see Table 8.6). This list exhibits a balanced *people/task*-centred (4/4) leadership approach to the prevailing strategic context of the surveyed CAOs.

Table 8.6: Core CAO Leadership Competencies

<ol style="list-style-type: none"> 1. Is Credible (<i>PR/Task</i>) 2. Builds Trust (<i>FA/People</i>) 3. Contributes to effective governance (<i>VI/People</i>) 4. Communicates Clearly (<i>ME/People</i>) 5. Sets Priorities (<i>PR/Task</i>) 6. Translates Plans into Action (<i>DI/Task</i>) 7. Ensures Accountability (<i>BR/Task</i>) 8. Builds Teams (<i>FA/People</i>)

A notable leadership competency finding from the CAO interview was reference to the competency - *Facilitation*. It was mentioned most frequently but is not specifically mentioned as a leadership competency, in the LGL model or questionnaire, albeit it is a leadership capacity label. It shows up in all four leadership challenge categories. It appears to be a core leadership competency that should be specified in both the LGL model and future versions of the leadership competencies questionnaire.

The local government leadership model provides a solid typology for assessing CAO strategic perspectives. Its content is very relevant to the contemporary local government CAO in Canada. It provides an effective means to classify both qualitative

and quantitative data. Finally, its alignment to the Competing Values Framework provides a theoretical basis to interpret for empirical and/or interpretive purposes.

The Core Functions Matrix

The core functions matrix (see Chapter 2) for local government is comprised of the political realm with strategic direction and policy choice spheres and the administrative realm with service delivery and coordination system spheres. The CAO interview respondents provided the percentage of time they spent as well as council in each of these spheres (see Figure 8.6 and Appendix 8.2). The results provide insights to how the CAO's functional activities might affect their strategic perspectives and leadership preferences (see Chapters 6 and 7).

Figure 8.6: Situational Leadership - Core Functions Analysis

POLITICAL REALM – CAO- 48% & COUNCIL – 57%			
<u>STRATEGIC DIRECTION</u>		<u>POLICY CHOICES</u>	
CAO 18%	COUNCIL 16%	CAO 30%	COUNCIL 47%
<u>COORDINATION SYSTEMS</u>		<u>SERVICE DELIVERY</u>	
CAO 36%	COUNCIL 24%	CAO 18%	COUNCIL 9%
ADMINISTRATIVE REALM – CAO = 52% & COUNCIL 43%			

The interviewed CAOs came from the 2008 survey population. It would be exhaustive to compare leadership capacity-strategic context alignments between the CAO interview and CAO survey data for each subject. Only notable explanatory variables identified through the empirical data analysis were used for interpretive analysis

purposes. General observations substantiate that the level of CAO activity in local government functions is linked to their strategic perspectives and leadership preferences.

The following independent variables are used because it has been previously demonstrated (Chapters 6 & 7) that they produce significant relationships to explain differentiated perceptions in the CAO survey:

- *Gender* which is correlated with level of *Education* ($-.312, p < 0.01$) because female CAOs tend to have less post-secondary education than male CAOs.
- *Age* with *CAO Experience* ($.469, p < 0.01$) since older CAOs tend to have more CAO experience (> 10 years).
- *Organizational Size* with higher *Community Population* ($> 3,000$) as a precursor for an increased (> 100) *Number of Staff* ($.831, p < 0.01$) and more (> 10) *Councillors* ($.445, p < 0.01$) associated with urban rather than rural *Community Features* ($-.319, p < 0.01$).
- *Electoral system* which is correlated to *Structures* ($-.381, p < 0.01$) with municipalities less likely to have a ward system than regional governments.

The CAOs (see Figure 8.4 and Appendix 8.2) indicated they spend considerable time in the political realm (48%) as well as council (63%). This outcome does not reflect the traditional political/administrative dichotomy that assigns greater role differentiation for CAO and council. It portrays a political/administrative duality that offers a more ambiguous or situational dynamic for the leadership role of the CAO.

CAO activity in the strategic direction sphere was associated with both strategic perspectives and leadership preferences. Female CAO (12%) and CAOs under 44 years of age (13%) spend less time in the strategic direction sphere than male (25%) and older

CAOs (35%). Likewise it has been reported that female and younger CAOs attach less importance to the *ORGANIZATIONAL DIRECTION* strategic context and *VISIONARY* leadership capacity.

CAOs reported that larger community councils spend more time (22%) in the strategic direction sphere than smaller community councils (12%). Older, male CAOs are more often in communities over 3,000. Increased strategic planning by council in larger organizations, and subsequently by these CAOs is associated with increased importance for *ORGANIZATIONAL DIRECTION* strategic contingencies and *VISIONARY* leadership competencies.

Councils of surveyed CAOs are active (47%) in the policy choices sphere with larger organizations being more involved (49%) than smaller organizations (35%). This trend is more pronounced for ward (57%) over at-large electoral systems (43%). Higher CAO activity is noted for policy making (30%) over strategic planning (18%).

Increased council activity in policy making requires varying degrees of increased CAO involvement depending on organizational size. Older CAOs indicate slightly less (27%) involvement in the policy sphere than younger CAOs from smaller organizations (33%). This is again the result of older male CAOs usually in larger organizations having more managers to assist in this function. Younger and female CAOs in smaller community CAOs spend relatively more time because of either increased council activity in the policy sphere and/or the fact that they have less staff to provide decision making advice to council.

CAO activity in the political is driven by his or her level of involvement in the policy choices sphere compared to the strategy direction sphere. Numerous CAOs said

they only reluctantly entered this sphere to fill a vacuum left by council's lack of strategic direction. At the same time, they felt confident in policy making activities to help council in the decision making process.

The level of council activity in the service delivery sphere (30%) is at odds to expected higher council involvement in political realm as ascribed by the traditional political/administrative dichotomy. Smaller community councils are more (48%) involved in operational matters compared to those in larger organizations (30%). The same occurs for ward (34%) compared to at-large (14%) electoral systems. Councils in smaller communities or ward systems are more apt to demonstrate considerable interest in service delivery according to interviewed CAOs.

CAOs in smaller organizations gave greater importance to *COMMUNITY SERVICES* and the *task-centred DIRECTOR*. CAO preference for control and organizing skills to ensure effective service production is associated with high council involvement in the service delivery sphere. Larger community CAOs gave less importance to *CS* along with the *people-centred FACILITATOR*. Low council involvement and greater numbers of staff is related to increased CAO leadership preference for consensus building and negotiating competencies. Further, CAO importance for *COMMUNITY SERVICES* is mediated by council involvement in the service delivery sphere and/or the number of managers they have to oversee operations.

Councils' involvement in the political realm causes CAO activity in the strategic direction and policy choice spheres. If council's involvement is high, it requires CAO advice for developing, debating and implementing strategic directions and policies. If its involvement is low then the CAO must enter the political realm to influence, if not

provide policy and strategic guidance to the organization. In either case, the political realm role draws CAO time from and importance for the administrative realm as demonstrated through the core functions analysis and the lower importance attached to *COMMUNITY SERVICES* in the CAO survey.

The core functions analysis provides evidence that the CAO's leadership role affects their strategic perspectives and leadership preferences. Older male CAOs that tend to be in large organizations, spent more time in the political realm gave greater importance to *ORGANIZATIONAL EFFECTIVENESS* and *ORGANIZATIONAL DIRECTION* and indicated a preference for a *people-centred* leadership approach – *MENTOR, FACILITATOR, MANAGER* and *VISIONARY*. Younger CAOs tend to be in smaller organizations, spent more time in administrative realm and gave greater importance to *COMMUNITY DEVELOPMENT* and *COMMUNITY SERVICES* and indicated a *task-centred* leadership preference – *DIRECTOR, ENTREPRENEUR, BUILDER* and *PRODUCER*.

The significance of the core function matrix analyses is its depiction of a variable that may supersede personal demographics and organizational characteristics to explain strategic perspectives and leadership preferences. *Age, Gender* and *CAO Experience* are linked to CAO positions in larger *Communities* with larger *Numbers of Councillors* and *Staff*. Older males in larger communities assume more of a political than the administrative role assumed by younger males as well as females in smaller organizations. The political role is associated more with an *organizational-orientation* while the *community-orientation* is more evident with an administrative role.

The CAO survey demonstrates *Organizational Size* affects the nature of the strategic contingencies facing a local government and also mediates the political / administrative role duality. The CAO adapts his or her leadership role to the prevailing strategic context which leads to a preference for different leadership styles. The leadership approach is a conscious choice that results in a preferred leadership style on the part of the CAO depending on the expected outcomes they have for the situation.

The Leadership Styles Matrix

The leadership styles matrix (see Chapter 2) has a *control* or *flexible* leadership approach matched to an *internal* and *external* effectiveness dimension. The interviewed CAOs gave examples of internal and external situations they would want to *control* activities and where they would be more *flexible*. They indicated the leadership competencies they would rely on to be effective for all four leadership styles.

All mentioned leadership competencies were assigned to one of the eight leadership capacities by the researcher using the leadership competency menu produced during the local government leadership modeling process. The cumulative frequencies for each leadership capacity were produced for reveals CAO leadership preferences in response to leadership challenges and for routine situations requiring a control or flexibility within each quadrant of the leadership styles matrix.

Figure 8.7: CAO Interview Analysis – Leadership Styles Matrix

C O N T R O L	SOURCE				
	INTERNAL		EXTERNAL		
	SITUATION Financial accountability (17), Internal conflict (11), Management team (9), HR policy adherence (9), Inter-dept cooperation (7), Workplace values (6), Budget process (6), Legislative adherence (5), Council meeting (5), Recruitment (5) & Policy creation (5)		SITUATION Unresolved community issues (14), Strategy development (12), Bylaw enforcement (5), Planning & development matters (9), Intergovernmental relations (8), Public safety (5) Stakeholder engagement (7) & Media messages (5)		<i>T=547</i> <i>P=459</i>
	Director 95(42)	Mentor 43(93)	Director 91(111)	Mentor 42(52)	
	Producer 79(78)	Manager 99(132)	Producer 93(151)	Manager 57(22)	
	Entrepreneur 39(47)	Facilitator 55(45)	Entrepreneur 65(67)	Facilitator 89(102)	
	Builder 57(22)	Visionary 37(81)	Builder 58(45)	Visionary 37(23)	
	<u>Task</u> 270(189)	<u>People</u> 234(351)	<u>Task</u> – 290(374)	<u>People</u> – 219(199)	
	Day-to-day operations (53), Policy adherence (9), Staff schedules (18), Staff matters (16), Service delivery (23), Intra-Council affairs (4) & Technical systems (6).		Community processes (28), Established entities (24), Economy (9), External requests (19), Community will (11) & Public information (17),		
Director 43(107)	Mentor 89(47)	Director 52(72)	Mentor 42(67)		
Producer 62(59)	Manager 132(78)	Producer 28(82)	Manager 38(36)		
Entrepreneur 22(117)	Facilitator 49(132)	Entrepreneur 42 (42)	Facilitator 84(96)		
Builder – 28(67)	Visionary 88(143)	Builder 68(132)	Visionary 98(108)		
<u>Task</u> – 155(340)	<u>People</u> 358(400)	<u>Task</u> – 223(288)	<u>People</u> – 262(307)		
Style	<u>Task</u> – 425(529)	<u>People</u> 592(751)	<u>Task</u> – 500(662)	<u>People</u> – 487(501)	

CODES: 22 = Routine activity - Competency Frequency; () Strategic Challenge - Competency Frequency; & ____ = Dominant Leadership Capacities or Style

The leadership situations mentioned by the CAOs concern routine activities, not strategic contingencies. For day-to-day situations that the CAO requires control of, the interviewed CAOs demonstrate a preference for *task* (547) over *people* (459)-oriented leadership competencies. When situations require a flexible approach they mentioned *people* (1,252) versus *task* (925)-oriented leadership competencies more often. This *control-task* and *flexible-people* situational leadership relationship is consistent with leadership research indicating leader motivations affect leader styles (McGregor, 1960; Likert, 1961; Burns, 1978; and Hersey, Blanchard & Natemeyer, 1979).

CAOs demonstrate a consistent leadership preference regardless whether their routine or strategic activities are *internal* or *external* in terms of the *control/flexible* leadership style. When routine CAO activities are *internally*-oriented the CAOs

leadership preferences are *people-centred*. Conversely, when their focus is *external*, a *task-centred* leadership approach is preferred. These results are consistent with the local government leadership model analysis of both the CAO interview and survey data. When the routine activities are further defined by the *internal/external* and *control/flexible* dimensions the resulting quadrants can be compared to the strategic context matrix analysis results. At this level of analysis, there are some differences that emerge for routine compared to strategic activities on the part of the CAO.

Internal routine matters requiring *control* are associated with *task-centred* leadership (*Task* = 270 vs. *People* = 234) while *current-focused internal* strategic contingencies produced a *people-centred* leadership approach (351 vs. 189). For day-to-day matters, the CAO relies on directive competencies to ensure organizational effectiveness, but when it comes to finding solutions for internal matters they prefer a facilitative style more suited to achieving consensus among organizational members.

For both *internal* routine activities matters requiring *flexibility* and *future-focused internal* strategic contingencies, a *people-centred* leadership approach is preferred by CAOs to achieve organizational aims. Both of these situational contexts prompt leader competencies that focus on building individual, team and organizational capacity, namely enabling others to know what needs to be done and then letting them do it. The internal leadership approach is generally *people-centred* but when it comes to controlling aspects of organizational effectiveness, the CAO preference switches to a *task* leadership style.

A *task-centred* leadership approach is preferred for both *external* routine activities matters requiring *control* and *current-focused external* strategic contingencies. A *task* leadership approach is preferred for overseeing service delivery, responding to external

influences or interpreting community needs. For matters where the organization is interacting with its environment, CAOs generally prefer a *task* leadership style, except when *future-focused external* strategic contingencies call for a *flexible* approach. These efforts involve engaging external interests in local government affairs and a *people-centred* leadership style emerges.

The leadership style matrix at this composite variable level of analysis generalizes and oversimplifies the CAO interview information. Its essential utility is its affirmation that CAO leadership is not only situational according to the strategic context it is also subject to the CAO's expectations. Leadership preferences do vary according to the nature of the strategic context and perhaps equally important to the CAO's perspective as to whether a *control* or *flexible* leadership outcome is appropriate.

Summary - Interpretive Analysis

The interpretive analysis of the CAO interview information provides a context to approach and interpret the quantitative analyses of the CAO leadership phenomena. It also reinforces the empirical determination of a meaningful association between CAO strategic perspectives and leadership preferences. The qualitative analysis demonstrates the utility of the study's theoretical constructs for organizing and understanding interpretive insights to the situational leadership phenomena.

The leadership competency frequencies derived from the open-ended solicitation of leadership challenges facing CAOs support the content validity of the strategic contingencies and leadership competencies questionnaires. At the same it time, the CAO interview provides considerations for item additions and deletions in future versions of

both instruments. Ideally, CAO interviews would take place before the instrument's next deployment to ensure its currency and relevance to the sample population.

A notable methodological consideration that emerges from the interpretive analysis is the matter of translation fidelity. Interviews help the researcher to properly present a strategic contingency as predominantly *reactive* or *proactive* in a questionnaire. If an item is primarily *reactive*, then it is important to word it as such to evoke the proper strategic perspective. If it is written as a *proactive* matter, then it may not produce an accurate reflection of CAO perceptions.

The interview methodology also helps the researcher to interpret quantitative data concerning the CAO situational leadership phenomena. Further insights enable the researcher to view the data from the sample population's viewpoint rather than his or her own. The CAO interview is a requisite companion method to validate the survey instruments and interpret survey results.

The *current/future* and *organizational/community* dualities that emerged from the empirical data analysis are given more depth with the interview data. A *task*-centred leadership style is preferred for matters that are more *reactive* in nature and require more immediate attention. More *proactive* matters requiring collaboration evoke *people*-centred leadership preferences. *Task* leadership preferences have a greater association with *community*-oriented strategic contingencies while a *people* leadership style is preferred for an *organizational*-oriented strategic context. The CAO is at the nexus of the organization/environment interface constantly adjusting their leadership style according to the relevance and immediacy of the prevailing strategic context.

The appropriate leadership approach is therefore dependent on the CAO's view of what is required to be successful. The leadership styles matrix analysis of the interview information signals a leadership preference difference between CAO expected outcomes. CAO *control* expectations are associated with a *task* while a *people*-centred leadership style is preferred for situations requiring *flexibility*. The CAO leadership style preferences in turn lead to differentiated leadership competency preferences. The preferred leadership approach to the strategic context is therefore affected both by dominant strategic contingencies and the CAO's view of what needs to be done.

The core functions matrix indicates that the CAO's situational leadership perceptions are associated with their role. CAOs that are more active in the political realm favour *people* over *task* leadership competencies than those focused in the administrative realm. The use of the study's conceptual constructs help to understand the CAO situational leadership phenomena as a situated action process in a manner that would not be possible with the empirical data alone.

Summary – Situational Leadership

This study's affirmation of the notion that an effective CAO leadership approach is dependent on the nature of the strategic context is not unique. Its contribution lies more in using and assessing the use of various quantitative and qualitative methods to explore the CAO situational leadership phenomena in local government. Further, its use of conceptual constructs offers some theoretical insights to understand both empirical and interpretive results. Ultimately, the data leads to some significant insights to coherently link some key factors affecting the CAO leadership role.

Methodology

The empirical and interpretive analyses support the validity of the study's instruments, conceptual constructs and findings. The competency frequencies from the CAO interviews have high convergence with the content of the strategic contingency and leadership competencies questionnaires. The content of these instruments demonstrated a high degree of currency with leadership challenges mentioned by CAOs during the interviews. The strategic contingencies and leadership preference were also very relevant to the sample population as evident in the high importance ratings and critical choice frequencies. Content validity of the study's instruments increases confidence in conclusions derived from survey data analysis.

Robust factors representing the survey data mirrored the local government leadership model and strategic contexts matrix. The comparative analysis of the resulting strategic contexts and leadership capacities using multivariate statistical methods provided a meaningful and economical means to examine the leadership approach and strategic context relationship as well as potential explanatory personal demographic and organizational characteristics.

Equally important to validating the utility of the instruments is the study's methodology to verify the findings. The empirically supported models provided a consistent framework to organize and compare empirical and interpretive sources of data. This methodological triangulation provides the researcher with different viewpoints to avoid researcher bias in interpreting study results.

Theoretical Constructs

The study was premised on the notion that revealing the strategic perspectives and leadership competency preferences would provide insights to the situational leadership phenomena. Strategic perspectives were solicited through the strategic contingencies questionnaire and interpreted with the strategic contexts matrix. The local government leadership model was used to explore leadership preferences obtained through the leadership competencies questionnaire.

The local government leadership model content was validated through the CAO survey and interview. Its eight leadership capacities are empirically supported by the CAO survey. Likewise the strategic contexts matrix is empirically linked to four strategic contexts. The study instrument's theoretical foundations are reliable for organizing, interpreting and comparing the study's empirical and interpretive data.

The core functions matrix provides data linked to both the strategic contingency and leadership competency results. It demonstrates utility in differentiating situational leadership perceptions to the CAO's activity in the political and administrative realms. The leadership styles matrix provides insights to the CAO's leadership disposition through a *control/flexible* effectiveness dimension. The study's theoretical constructs provide an effective means to interpret this study's findings using contemporary organizational and leadership concepts.

Findings

This chapter has focused on the relationship of the strategic perspectives (see Chapter 6) and leadership preferences (see Chapter 7) derived from the 2008 CAO

survey. It establishes numerous empirical associations among strategic contexts and leadership capacities differentiated by personal demographics and organizational characteristics that are supported by the CAO interview information. However, for an overall view of the situational leadership phenomena, it is best understood through the application of the study's conceptual constructs.

Strategic Context

The nature of the strategic context is portrayed in two ways through the strategic contexts matrix – focus and source of empirically associated strategic contingencies. The overall *current* or *future*-focus of the CAO's strategic perspective is impacted by *Organizational Size*. CAOs in smaller organizations focus more on current community and organizational needs and favour *task*-centred competencies. CAOs in larger organizations that have staff to deal with day-to-day operations prefer *people*-centred competencies to focus more on future community and organizational needs. Organizational size in terms of number of staff, number of councillors modifies the *current/future* strategic perspectives focus of the CAO.

There are strategic context-leadership capacity associations linked to personal demographics. However, a closer look reveals a common element underlying these explanatory variables is *Organizational Size*. Younger males as well as female CAOs are more likely to be in smaller organizations with different perceptions than older male CAOs who tend to be in larger organizations. The survey and interview results indicate strategic perspectives are influenced more by organizational than personal features.

A dominant *organization* or *community*-orientation produces a definitive *community-task* and *organizational-people* situational leadership pattern. CAOs focused

externally to produce community services and meet external needs favour competencies that get things done. CAOs prefer facilitative skills to align internal subsystems and organizational members to achieve internal or organizational effectiveness. The *organizational/community*-orientation of the prevailing strategic context impacts CAO strategic leadership preferences

Leadership Approach

The leadership styles matrix helps to examine the CAO leadership preferences. The empirical analysis indicates *proactive* CAOs place greater importance on enhancing *future* organizational or community capacity. Conversely, those with a *reactive* leadership disposition focus more on *current* internal or external matters. A CAO's leadership style disposition affects how they view the strategic context.

CAO enactment of leadership preferences for different strategic contexts is not a simple cause and effect relationship. In addition to assessing the nature of the strategic context or contingency, the CAO determines if a *control* or *flexible* leadership style is required. The CAO's view of what leadership approach will be most effective to achieve expected outcomes determines the particular competencies they will employ.

It is noteworthy that critical choices relate more to CAO observations of *what is* facing the organization than importance ratings. The critical choices are more aligned to the current leadership challenges mentioned by CAO during the interviews. The importance ratings tell us more about *what should be* important in the view of the CAO. The frame of reference that the CAO uses will affect how the researcher explores the prevailing strategic context.

Situational Leadership

The study results indicate a significant statistical relationship between CAO strategic perspectives and leadership preferences. The *people*-centred leadership capacities preferred for the strategic context concerned with developing the organization (*OD*) differ from the *task*-centred leadership capacities associated with ensuring organizational effectiveness (*OE*). Similarly the study empirically substantiates that *people*-centred leadership capacities associated with strategic contexts for dealing with the community's future (*CD*) are different than the *task*-centred leadership capacities for those strategic contexts focused on addressing current service delivery matters (*CS*).

These findings support the notion that the nature of a CAO's strategic context affects the CAO's leadership approach. The way a CAO views the strategic context as determined by their strategic perspectives or the importance of strategic contingencies creates a dominant strategic context. The CAO then determines if a *flexible* or *controlled* leadership approach is required to deal with the prevailing situation. Their interpretation of the strategic context informs which leadership capacities are best suited to the situation resulting in a leadership approach.

The appropriateness of the CAO's situational leadership approach is mediated by feedback from their employer – council. The study's situational leadership construct and methodology have utility to obtain and compare CAO perceptions with council views to examine CAO success in their leadership role.

CAO Leadership Role

The study also demonstrated that the leadership role of the CAO mediates how the various variables affecting situational leadership interact. CAOs active in the political

realm have different strategic perspectives and assume a different leadership style than those more active in the administrative realm.

CAOs predominantly involved in strategic direction and policy activities with council favour a *people*-centred leadership style. CAOs concerned more with service delivery and coordination systems prefer a *task*-centred leadership style. CAO strategic perspectives and leadership preferences are impacted by the functional role of the CAO.

Increased activity in the political realm is caused by council activity or inactivity in developing strategy or policy, as well as staff capacity to attend to day-to-day operations. Council may draw the CAO into the political realm for advice. Conversely the CAO may venture into it to fill a policy or strategy vacuum. The political/administrative duality is dynamic and situational to each council/CAO relationship. CAO situation leadership is affected by the CAO's and council's level of activity and expectations in the political realm.

The foregoing findings are based on a macro-level look at what affects a CAO's view of the prevailing strategic perspectives that in turn shape leadership preferences appropriate to the situation according to his or her leadership role. The composite variables enable the quantitative and qualitative findings to provide insights for developing some conclusions in response to the study's questions in Chapters 9 and 10 as well as implications for further research and local government practices in Chapter 11.

**PART FOUR – STUDY CONCLUSIONS
AND IMPLICATIONS**

Chapter 9 Methodological Conclusions

This chapter provides conclusions derived from the CAO survey and interview analyses. In section one the process for developing and using the strategic contingencies questionnaire is reviewed along with the reliability and validity of this instrument for future uses. The next section does the same for the leadership competencies questionnaire. The procedures for conducting behavioural event-based CAO interviews are also evaluated in section three. The summary summarizes the overall utility of the study methodology and instrument for interpretation of the 2008 survey data.

The methodological aspects of the study involved both quantitative and qualitative procedures. The instrumentation design review provided observations regarding the development of the leadership competencies and strategic contingencies questionnaires. The utility of these two instruments was also examined through their application and the subsequent interpretation of survey results. Methodological procedures were examined for the design, conduct and data interpretation stages of the CAO interview process.

The study's use of methodological triangulation verified the empirical reliability and interpretive validity of the CAO survey instruments. Statistical verification that the instruments measure what is intended increases confidence in the response differences observed in the CAO survey data set. Cross-validation of data reduction results with the hypothesized constructs enables the survey data to be economically interpreted in terms of a situational leadership construct based on contemporary organizational and leadership concepts.

Methodological conclusions concerning the instrument development, survey application and data interpretation address the following study questions:

- *Does the proposed four-factor solution reliably reflect underlying strategic contexts proposed for the strategic contingencies questionnaire?*
- *Do the proposed two- and eight-factor structures capture the leadership capacities attributed to the leadership competencies questionnaire?*
- *What is the utility of empirically codifying strategic contingencies in local government and leadership competencies for CAOs?*

Strategic Contingencies Questionnaire

The strategic contingencies questionnaire development process offers insights and constraints regarding its application. The survey data set provides an opportunity for testing the compatibility of the instrument's underlying structure with the hypothesized construct. Both the CAO survey and interview responses permit an examination of the utility of the strategic context matrix to organize and interpret strategic context data.

Instrument Development

The strategic contingencies questionnaire was initially created by the researcher using top ranked strategic contingencies facing 40 local governments during 1998/99. Forty-five of these items were used in a national survey of civic officials in 2000. This survey data set was subjected to factor analysis for determining the principal components of the instrument's latent structure. The resulting strategic contexts reflect 36 of the instrument's strategic contingencies. Reliability testing confirmed the stability of a four-factor structure that is compatible with the hypothesized strategic context matrix.

Currency

CAO perceptions were used to explore the strategic context or situational aspect of situational leadership construct. To accurately reveal the strategic context that a CAO faces it is important to present relevant content for the CAO to react to. Relevance is related to three conditions that emerged – currency, context and translation fidelity.

The strategic contingencies questionnaire's content must be real and distinct to local government. It must reflect real strategic contingencies that impact the role of a CAO. The use of a strategic contingencies questionnaire should employ means to constantly validate its content to the prevailing strategic context of the target CAO population.

The study's strategic contingencies are distinct to local government. The list of items for the strategic contingencies questionnaire came from local government strategic planning efforts. This source provided confidence that emerging factors labelled strategic contexts were an accurate reflection of the contemporary strategic context facing local government, not just any organization. The Canadian/Trinidad studies comparison indicated that efforts should also be taken to validate the content even for different study local government populations.

The study instrument items reflect real strategic contingencies facing CAOs. The upper range of importance means in the 2000 and 2008 verifies the relevance of all selected items to surveyed CAOs. The 2000 survey results indicated the scope of strategic contingencies was also very relevant to elected officials and managers permitting the comparison of strategic perspectives among a diverse range of civic officials.

The strategic context of local government is dynamic and the strategic questionnaire's content must be constantly refreshed. The environmental and social

matters revealed in the post-survey CAO interviews are absent in the survey instrument. There are also low ranked items that should be deleted if the length of the questionnaire is to be limited while accommodating new strategic contingencies. It is important is to validate the strategic contingencies questionnaire's content before it is used to collect CAO strategic perspectives. Concomitantly, the factor structure must be re-assessed each time new strategic contingencies are added to see if the number and nature of the strategic contexts change thereby limiting inter-study comparison using the strategic context matrix. Pre-survey interviews are a prerequisite to adjust the currency of the strategic contingencies questionnaire's content to the prevailing strategic conditions.

The consequence of currency efforts is that the factor structure or item pattern alignment may change. *Water quality* was added to the 2008 survey instrument but it did not fit into the four-factor solution. The addition of strategic contingencies that emerge as factorial outliers is not known until the survey data set is factor analysed. Items that do not align with the strategic context structure complicate economic comparative analysis of results but should not be ignored. However, this study has demonstrated their potential item-importance in the descriptive analyses to ensure a full picture of the strategic context.

What would be more problematic for comparative purposes is the erosion of the strategic context structure's representation of a survey data set because of the addition of new items. In this study, the factor structure was reasonably stable between the 2000 and 2008 surveys. However, it would follow that if a large number of strategic contingencies change that the nature of the strategic context and therefore the strategic contexts would change. This would be an inherent methodological implication for the use of the strategic

context matrix when the strategic contingencies are adjusted significantly to reflect a dynamic change in the strategic context of a local government.

Context

A critical instrument design consideration is the need to be certain what is being measured. This study uses importance ratings as CAO beliefs of *what should be* important and critical choices as CAO observations of *what is* important to the organization. This dual rating reveals differentiated CAO strategic perspectives.

The importance ratings convey how important each strategic contingency is to the CAO. The ratings reflect an aspiration that may or may not be linked to his or her reality. Their perception is affected by the strategic context as well as personal values, professional training or work experience. This means it cannot be asserted that the strategic context of the respondent's local government is truly reflected in his or her responses unless results are cross-validated by another relevant source or methodology such a council.

The critical choices reflect the CAO's observations about what the organization is actually working on. These frequencies produce a slightly different short list than the importance ratings, suggesting two different viewpoints are being solicited. The top critical choices are similar to the word frequencies for leadership challenges mentioned during the CAO interview. This finding confirms that critical choices are CAO observations of reality - what the CAO is currently facing, while importance ratings reflect CAO aspirations or beliefs of what ought to be, but may not be attended to by his or her local government.

This dual rating system is an important aspect of the strategic contingencies questionnaire. It ensures that conclusions from its use in a survey are properly associated with the CAO's view of *what should be* versus *what is* strategic context of the local government. Consequently, the situational aspect of situational leadership can be viewed with the realization that the strategic context is a social phenomenon that should be understood from both a CAO and an organizational perspective.

Translation Fidelity

The wording of a strategic contingency such as economic development produces different insights depending on its perceived meaning. If it is worded as focused on *Support existing businesses*, it gets a different response in the 2008 survey than *Developing new business*. A strategic contingency is usually a single item in the study's instrument, not two, and therefore subject to translation fidelity by the reader. Consequently, the more general term economic development may elicit different leadership preferences from CAOs.

Translation fidelity affects how questionnaire items are worded and subsequently how they are responded to. The CAO interviews revealed that *Support existing businesses* was a *reactive* scenario that CAO's face while *Developing new businesses* emerged as *proactive*. The researcher must validate that the wording of the strategic contingencies is indeed reflective of the hypothesized *reactive/proactive* dimension of the study's strategic context construct to ensure proper wording of the strategic contingency in the survey instrument.

It is important for the researcher to understand the perspective of the CAO's response to the importance of the strategic contingencies. Otherwise the researcher is

using their bias to interpret the meaning of empirical results. The interpretive value of the CAO interview lies in understanding the empirical verification of the *reactive* or *proactive* dimensions derived from the survey analysis. Interpretive techniques are therefore useful before a survey to maximize the expected measures before instrument design and afterwards to ensure accurate interpretation of data analysis.

Determination of the overall nature of a strategic context provides meaning to its significant association with CAO leadership preferences. The validation of a *reactive* or *proactive* strategic context enhances understanding of the relationship of the strategic context with CAO leadership approaches. It is therefore important to understand the impact of translation fidelity to properly understand the association of strategic contingencies or scenarios with leadership capacities or competencies. Validation is best done with interpretive techniques such as an interview to understand the motivation of CAO perceptions with the subjects completing the survey instrument.

Survey Application

It is equally important to a research endeavour that empirical results are not only statistically significant but also meaningful. Confirmation of the strategic contingencies questionnaire's underlying factor structure alignment with the study's strategic context matrix is a prerequisite to this end. The data set from the instrument's application in the 2008 CAO survey offers an opportunity to test the utility of the hypothesized *organizational/community*, *current/future* and *proactive/reactive* dimensions for describing the nature of the strategic context facing a CAO.

The variable pattern for the four factors that emerged both for the 2000 and 2008 surveys was fairly consistent (86%). With a simple factor structure, data error and distinct

variances may preclude a precise pattern match (Rummel, 1970: 456). In this study, the variables in the 2008 data set that shifted from the factor structure for the 2000 survey data set had similar, but moderate ($> .4$ & $< .5$) loadings on more than one factors and content coherency with other variables was used for its factor assignment. From an empirical point of view, it is the variables with high factor loadings ($> .5$) that differentiate a factor from others (Ibid: 457). For the exploratory purposes of this study, there were sufficient high factor loadings in each factor to provide a stable factor structure even with some associated variable adjustments.

The factor structure is robust, with a sufficient number of significant (> 0.5) or important (> 0.4) strategic contingency factor loadings. Each resulting scale had an acceptable (> 0.7) or good ($> .80$) internal consistency. The factors' content coherency permitted the labelling of each strategic context that mirrors the strategic contexts proposed in the strategic context matrix. This empirical alignment with a theoretical model enables examination of the 2008 survey data in terms of contemporary views of the situational aspect of the situational leadership construct.

The strategic context matrix is comprised of two dimensions. The *organizational/community* dimension reflects the internal or external orientation of the strategic contingency. The *current/future* dimension refers to its temporal focus or immediacy for attention. Based on a synthesis of organizational literature, the researcher proposed four strategic contexts to characterize a CAO's view of the strategic context for his or her local government – a *Proactive Community*, *Reactive Community*, *Proactive Organization* and *Reactive Organization*.

Current/Future Dimension

A *current/future* dimension was hypothesized for strategic contingencies. It has been previously shown that a strategic contingency was not always consistent with the *current/future* alignment. This temporal focus affects the CAO's response and the overall nature of the strategic context. The focus of the strategic contingency response is very dependent on its interpretation by the CAO respondent.

The *current* or *future* labelled factors are not significantly discrete given their moderate intercorrelations. The weak level of empirical support is accepted for the exploratory purposes of this study. The *current/future* duality among the strategic contexts is therefore meaningful in relative rather than absolute terms.

CAOs focused on service delivery to meet *current*-focused community demands in smaller communities favour more of a *task*-centred leadership style. A *people*-centred leadership preference is associated with CAOs in larger communities focused on organizational effectiveness to favourably position the *future* of the organization and community. The above *current/future* differentiation demonstrates an empirically and theoretically sound basis to examine the relationship of the strategic context facing a CAO with his or her leadership preferences.

The *current/future* dimension captures essence of the empirical codification of strategic contingencies into more manageable composite variables. It also produced significant differences using the personal demographic and organizational characteristic variables. The *current/future* dimension has utility to differentiate the nature of the strategic contingencies facing a CAO that could impact their leadership preferences.

Organizational/Community Dimension

The *organizational/community* source of strategic contingencies also demonstrated an empirically weak overlay to the strategic contexts. A weak *community* or *organizational*-factorial alignment of strategic contingencies was consistent for the two surveys. Consequently, the hypothesized *organizational/community* dimension of the strategic context matrix has some empirical support in relative, rather than absolute terms. This is deemed acceptable for exploratory purposes given the strategic contingencies are highly intercorrelated in the survey data set.

The *organizational/community* labels differentiated the CAO strategic perspectives in several ways. They demonstrated the overall difference between the short lists for *organizational*-orientation of *what should be* versus the *community*-orientation of the *what is* strategic contingencies. The CAO strategic aspirations were more internally focused while their observations revealed an organizational perspective that was more externally focused. As well, the *organizational/community* dimension differentiated among CAO strategic perspectives using the personal demographic and organizational characteristic variables. The emerging *organizational/community* duality informs us of why the CAO's strategic perspectives might differ depending on their internal or external strategic bias and/or the source of the prevailing strategic contingencies.

Most importantly to the study, the source of a strategic contingency is significantly associated with different leadership styles. *Community*-oriented strategic contexts had a stronger association with *task*-centred leadership capacities, while a *people*-centred leadership approach was preferred for *organizational*-oriented strategic perspectives. The factor structure portrayal of empirical results enables an economical analysis of the

relationship of a CAO's strategic perspectives and leadership preferences, albeit with cautious interpretation.

Data Interpretation

The strategic context matrix alignment with the items of the strategic contingencies questionnaire offers an opportunity to economically describe the strategic perspectives of CAO. Its empirical representation in the 2008 CAO survey data permits the researcher to describe the strategic context using several dimensions. However, this empirical model has limitations that require acknowledgment before arriving at conclusions.

The strategic contexts offer a parsimonious representation of the CAO survey data sets. The four-factor structure enabled the reduction of a large amount of data to manageable proportions. It permitted the examination of the strategic context in a manner that was more efficient to convey than individual item analysis. The strategic context typology also helped to codify unstructured word frequencies from the CAO interviews.

But, it is also limited in two ways. The four-factor solution only reflects 36 of the 45 strategic contingencies. Significantly ranked items such as *Water quality* and *Financing infrastructure* were not captured in the preferred factor structure. The strategic contexts do not provide a complete picture of the strategic context, and it is important to use the descriptive not just statistical features of the strategic contingencies.

The strategic contexts also only accounted for 41% of the variance of the 2008 survey data set. This limitation is expected for efforts to reduce social phenomena in a positivist manner. Consequently, the interpretation of the CAO survey and CAO interview data is limited to describing the essence rather than a precise picture of the strategic context facing surveyed CAOs. The cross-validation of survey observations with

CAO interview results provides greater confidence in conclusions derived from empirical analyses that demonstrate favourable directional, albeit weak statistical tendencies.

Instrumentation Problem Statement

The methodological review of the strategic contingencies questionnaire focuses on the following problem statement to assess its utility in this study:

- *Does the proposed four-factor solution reliably reflect underlying strategic contexts proposed for the strategic contingencies questionnaire?*

The four-factor solution representing the strategic contingencies questionnaire content reliably reflects the strategic context matrix within the 2008 CAO survey data set. The variable pattern is consistent through repeated uses in the 2000 and 2008 surveys. The factor structure was also stable between CAO and elected officials in the 2000 survey indicating it may be suitable for comparative purposes between different civic official populations – CAOs, council and management staff. The four factors are robust, with good content coherency and internal consistency, providing content validity for four strategic context labels that are parallel to the proposed strategic contexts of the strategic context matrix:

- ORGANIZATIONAL DIRECTION with Proactive Organization
- ORGANIZATIONAL EFFECTIVENESS with Reactive Organization
- COMMUNITY SERVICES with Reactive Organization; and
- COMMUNITY DEVELOPMENT with Proactive Community.

The four factors provide an economical means to reduce the strategic contingency data into manageable variables. The resulting strategic contexts reflect a meaningful typology associated with contemporary organizational theory to describe the situational

context that might affect CAO leadership preferences. Strategic context analysis should be complemented by descriptive statistics of all strategic contingencies to capture insights not included in the strategic contingencies questionnaire's latent structure.

Leadership Competencies Questionnaire

The leadership competencies questionnaire development process offers insights and constraints regarding its use in surveys. The 2008 survey data provides an opportunity to determine if the study's hypothesized construct is represented in its underlying structure. The CAO survey and interview responses permit an examination of the utility of the associated leadership style matrix for interpreting qualitative and quantitative data.

Instrument Development

The researcher created the content for the leadership competencies questionnaire through the input of 127 local government managers participating in five workshops held throughout Canada during 1999 and 2000. The consolidation of results from all sessions established a local government leadership model with 48 leadership competencies categorized into eight leadership capacities. These items were used in the 2008 CAO survey.

The 2008 survey data was subjected to factor analysis for determining the principal components of the instruments' latent structure. The resulting leadership capacities reflect all 48 leadership competencies. Reliability testing confirmed the stability of an eight-factor structure compatible with the hypothesized leadership styles matrix.

Relevant content is required to accurately reveal the CAO leadership approach because it is social phenomena driven by perceptions. As such, it is important to

recognize and address factors that impact interpretation of leadership competency preferences to properly understand the leadership aspect of the situational leadership phenomena. Three conditions – scope, differentiating power and duality emerged during the instrument’s development and application that affect its relevance.

Scope

New strategic contingencies emerge from internal and external conditions, but there are few novel leadership qualities per se; they are merely emphasized under certain conditions. It is therefore important to have an appropriate scope of leadership competencies that maximize the leadership preferences available to a survey population.

Thirty-four of the 48 items in the leadership competencies questionnaire were mentioned in the open-ended CAO interviews. This high level (71%) of overlap and the narrow range of high importance ratings in the survey indicate the scope of the instrument reflects relevant CAO leadership competencies. A valid and broadly based CAO leadership menu is important to capture leadership preference differences.

The CAO interviews revealed 14 competencies not included in the leadership competencies questionnaire. Eight of these could be amendments to the leadership competencies questionnaire content given their upper range of frequency. They could be retained as threshold competencies which are assumed to exist but are not CAO leadership preferences in the face of the leadership challenges mentioned during the CAO interviews. Relevance would be tested through a pilot use of a longer version of the questionnaire for a future sample population.

Relevant leadership competency additions could replace the lower ranked questionnaire items if they are found to be less relevant through a pilot test. Six of the 14

competencies are related to professional skills and should be kept aside so the local government leadership model does not become exhaustive with positional qualifications as well as leadership competencies.

An interpretive approach – such as the open-ended CAO interview helps to validate the scope of the closed leadership competencies questionnaire while also providing insights to explore and explain CAO leadership preferences.

Differentiating Power

The development of a local government leadership model has some merits and pitfalls in examining the CAO's leadership role. A good model would differentiate the CAO leadership role from other civic officials while providing a comparative platform. However, any time a model becomes too inclusive there is increased potential for it to lose its specificity for a target population such as CAOs.

The local government leadership model was initially developed by a broad range of managers in local government. The resulting competency list was compatible with the leadership content from interviews with CAOs in 2000 as well as 2008. The local government leadership model is relevant to CAOs and shows potential for comparative analysis among various types of local government leaders.

The local government leadership model demonstrated good utility through the leadership competencies questionnaire used in the 2008 survey. It was able to differentiate a LGL managerial profile created during the 2000 local government leadership modeling process from that of a CAO created from the 2008 survey. It also produced a Trinidad leadership profile that was distinct from the Canadian LGL managerial profile. The local government leadership model has good differentiating

power among different local government leadership populations. Further examination was required to determine why there were differences, as the leadership competencies questionnaire alone does not provide such data that was derived from leadership submissions, leadership interviews and/or the strategic contingencies questionnaire. Nevertheless, it stands alone for interpretation of leadership approaches that might be revealed with other situational leadership factors such as council expectations, personal motivations or behavioural attributes.

The local government leadership model revealed varied leadership preferences associated with some independent variables. Given the highly correlated nature of the data, leadership preference differences using personal demographics and organizational characteristics may be statistically significant but not strong. Significant but weak differentiation has meaning because of the empirical validation of the local government leadership model's representation of the survey data.

Duality

A leadership competency can simultaneously reflect different leadership styles – the *task* and *people*-centred approach. This duality accurately reflects the paradoxical nature of situational leadership. However, it can cause uncertainty as to the nature of CAO leadership preferences if this duality is not delineated within the survey responses.

Interpretive fidelity is different than translation fidelity. Translational fidelity refers to how a phrase is worded and subsequently understood by the reader. Interpretive duality refers to how it is applied by the reader. *Communicates clearly* can be viewed as *people*-centred to impart expectations, or as a *task*-centred leadership style to give commands to others. The motivation behind a CAO's leadership preference is difficult to determine

from empirical analysis alone and the researcher benefits from interpretive techniques with the surveyed subjects to assert meaning to their survey responses.

The empirical results support a *people/task* dimension. Weak factor correlations support a dual alignment of four leadership capacities. A two-factor solution loads the majority of *people*-assigned leadership competencies to one factor and likewise for *task*-assigned leadership competencies. It is the CAO leadership interviews that provide insights to this interpretive duality of CAO perceptions. There is close alignment of the leadership competencies for leadership challenges requiring *control* with the *task*-centred leadership and *flexibility* with *people*-centred leadership. The qualitative data provides increased confidence in the weak empirical *people/task* duality.

The Trinidad case study illustrated the significance of this duality. *Task*-centred leadership competencies were associated with situations requiring *control* and *flexibility*. The Canadian population displayed a *people*-centred bias only for situations requiring *flexibility*. The *people/task* duality helped the researcher to understand how the strategic context facing Trinidadians compared to Canadians affected leadership style.

Survey Application

Given the study's significant but weak empirical results concerning leadership capacity differences, it is important that associated leadership profiles be validated to derive meaning from statistical analyses. Confirmation of the local government leadership model and leadership style matrix with the leadership competencies questionnaire's underlying factor structure provides a theoretical foundation to interpret CAO leadership preferences. The 2008 CAO survey data set offers an opportunity to test the utility of the hypothesized *people/task*, *Competing Values Framework* and

control/flexibility dimensions for describing the nature of the leadership approaches assumed by the CAO.

The best empirical reduction of the 2008 survey data is an eight-factor solution containing all 48 leadership competencies. It is robust, with a significant (> 0.5) or important (> 0.4) factor loadings for the leadership capacities that have acceptable (> 0.7) or good ($> .80$) internal consistency with one marginal value noted. Good factor content coherency paralleled the local government leadership model although the variable pattern was slightly different than hypothesized. In terms of the local government leadership model's *people/task* duality, this empirical-theoretical alignment helps to understand the leadership aspect of the situational leadership construct.

The leadership style matrix contains a *control/flexible* dimension that refers to the intended outcomes of the leadership combined with the *organizational/community* dimension associated with the strategic context matrix. Based on a synthesis of leadership literature, the researcher proposed four leadership roles to portray a CAO's leadership approach – *Technical Administrator, Administrative Manager, Strategic Executive* and *Collaborative Advisor*.

People/Task Dimension

The *people/task* dimension associated with the local government leadership model provides a theoretically sound means to compare CAO leadership preferences. It displays differentiating power among different populations as well as personal demographics and organizational characteristics. Perhaps most importantly, it portrays a significant underlying premise to understand the relationship between leadership preferences and strategic perspectives.

The *people/task* dimension is stable in both the CAO survey and interview data analyses. The CAO interview content analysis supports the validity of the local government leadership model's duality in the 2008 survey. This leadership dimension has utility to organize and compare empirical data and interpretive results.

The 2008 survey analyses indicated significant variances in *people* or *task* leadership styles among the independent variables. This duality was also reinforced through its ability to differentiate the *task*-centred leadership style of the Trinidad case study participants from the *people*-leadership preference of the Canadians involved the leadership modeling process. The leadership competencies revealed more associations with the personal demographics and organizational characteristics than the leadership capacities. It seems that amalgamated variables lose the micro-level of differentiation.

The *people/task* dimension also helps to understand the association of CAO leadership preferences with their strategic perspectives. Analyses based on eight leadership capacities can become tedious, and this simple duality generates a general picture of the relationship of the strategic context in terms of its *current/future* and *community/organizational* dimensions.

Competing Values Framework

The Competing Values Framework (CVF) was used initiate the development of the local government leadership model (Quinn & Rohrbaugh, 1983). It permits examining leadership from various contemporary and conflicting concepts concerning organizations. However, its value as a multidimensional prerequisite for effective leadership modeling does not guarantee its utility to interpret applied research results.

Two underlying dimensions shape the Competing Values Framework (Quinn & Rohrbaugh, 1983). The structural dimension describes organizational preferences for stability or change and its internal and external focus as its organizational dimension. The CVF model is comprised of two leadership roles for each CVF quadrant. Content comparison of the CVF and local government leadership models concluded that these leadership roles paralleled the essence, not the details of the leadership capacities. The compatibility of a conceptual construct and research model is an ideal condition for linking theory with applied investigation for revealing the nature of situational leadership.

The CVF leadership role alignment is more discrete than the leadership capacity configuration in local government leadership model. The CVF model aligns two specific leadership roles to each quadrant. In the 2008 CAO survey analysis, some leadership capacities show up in more than one quadrant. The research application indicates that leadership is not as categorical in real life as it might be conceptualized.

CVF is a helpful theoretical concept for leadership modeling but the CAO survey results suggest it is not as useful as a definitive leadership role framework for applied research. However, its *control/flexibility* and *external/internal* dimensions demonstrated some interpretive value for situational leadership analysis.

Control/Flexibility Dimension

The leadership styles matrix uses the *internal/external* and *control/flexible* dimensions of the CVF model reflecting the situated action context concept. It refers to the CAO's cognitive ability for selecting the leadership approach they feel is appropriate to the situation. Leadership preferences are not shaped alone by a strategic contingency, but how the CAO feels it ought to be dealt with.

The CAO interview data analysis indicates that where the situation is *internally* focused, the CAO leadership preferences are generally *people-centred*, and when the focus is *external*, a *task-centred* leadership style is preferred. This observation is consistent in the comparative analysis of the 2008 CAO survey with the CAO interview data using the local government model. However, this picture is not entirely accurate because it implies a deterministic dominance of the strategic contingency itself.

The situated action concept is more prevalent using the *control/flexible* dimension. When a CAO wants to *control* the situation, their leadership preferences are more *task-centred* and more *people-centred* for matters requiring *flexibility*. This finding is more definitive for internal versus external matters. A *people-centred* leadership approach is preferred for internal operations except when the CAO wants to ensure *control*.

The leadership styles matrix adds a *control/flexibility* dimension to interpret the CAO interview data. It reinforces the complex nature of situational leadership by detecting the underlying intent of a CAO in using a leadership competency. Leadership preferences do vary according to the strategic contingency as detected in the empirical data. Equally important, they vary according to the CAO's perspective as to what is required. This insight would be lost without the use of the *control/flexibility* dimension.

CAO Intent

In this study, importance ratings were rationalized as CAO views of *what should be* important or leadership preferences. The critical choices were considered *what is* important or leadership requirements. This dual rating system reveals differentiated sources of CAO intent for their leadership preferences.

The importance results convey how important each leadership competency is to the CAO. These ratings reflect an aspiration of what they believe to be significant qualities of CAO leadership. Their perception is affected by personal values, professional training and/or work experience. These *what should be* leadership competencies are therefore aspirations that may or may not reflect the actual CAO situational leader requirements.

The critical choices reflect the CAO's views of *what is* required to be an effective CAO. These leadership competency frequencies produce a different short list than the *what should be* importance confirming the presence of two different CAO viewpoints. The associated interviews with 2008 CAO survey participants indicated that the prevailing situation caused a *control* leadership style that was at odds with their preferred *flexible* leadership competencies. The Trinidad case study also illustrated this leadership preference versus requirements duality.

The differences in leadership preferences and leadership requirements support the notion that the prevailing strategic context impacts the leadership approach of a CAO. However, the more inclusive the data reduction is, the harder it is to detect CAO intent for leadership preferences due to the highly correlated nature of the leadership competencies. CAO leadership outcomes are best determined through specific leadership competencies for specific strategic situations.

Data Interpretation

The alignment of the local government leadership model and leadership styles matrix with the leadership competencies questionnaire permits a theoretical analysis of CAO leadership approach. In similar fashion to the strategic contingencies questionnaire, there are interpretive limitations that require acknowledgment.

The eight leadership scenarios provide an efficient data reduction that includes all of the leadership competencies. The CAO interview content analysis supports this empirical leadership competency pattern so the multivariate and descriptive statistics are very compatible because there are no item omissions. The local government leadership model is a stable framework to codify and analyse CAO leadership competency perceptions.

The *people/task* dimension is subject to the translation fidelity. Consequently, the more inclusive the data reduction becomes the less stable the factor structure becomes. The *people/task* duality is insightful at a micro-level, but it is less accurate at a macro-level to detect CAO motivation for leadership preferences.

Leadership preferences are vulnerable to CAO intent. The CAO interview data validated the *control/flexibility* dimension of the leadership styles matrix. This construct helps to detect why some CAOs prefer certain leadership competencies for different situations. Likewise, leadership preferences and requirements provide insights to the situated action aspect of the CAO role. The overall caution with these theoretical dualities is that the more inclusive the theoretical construct becomes, the less accurate the empirical representation becomes for the data set. Nevertheless, the local government leadership model and leadership styles matrix help to better understand the essence of the leadership aspect of CAO situational leadership.

Instrumentation Problem Statement

The leadership competencies questionnaire's methodological review focuses on the following problem statement:

- Do the proposed two- and eight-factor structures capture the leadership capacities attributed to the leadership competencies questionnaire?

The eight-factor structure parsimoniously reduced the leadership competency data into manageable variables. It reliably reflects the local government leadership model within the CAO survey data set. The empirical variable pattern is consistent with the CAO interview content analysis. The factors are robust, with good content coherency and internal consistency, providing content validity for eight leadership capacity labels that parallel the local government leadership model. The resulting leadership typology is associated with contemporary leadership theory to describe CAO leadership preferences.

The *people/task* duality of the leadership style matrix is weakly supported for exploratory purposes. This macro-level representation of the data is subject to high item intercorrelations, making it more difficult to articulate CAO intent for leadership preferences. Ironically, this interpretive dilemma in fact reinforces how situational leadership is subject to both the CAO's motivations and strategic context.

Quantitative survey analysis should be accompanied by interpretive efforts. Knowing the conditions and motivations for leadership preferences provides greater confidence in interpreting weak empirical relationships inherent in this study, and perhaps the complexity of dissecting situational leadership. Effective validation of CAO survey results is dependent on the methodological soundness of triangulation efforts such as the use of CAO interviews.

CAO Interview

It has been demonstrated how the CAO interview results complemented both the validation and interpretation of the CAO survey findings. A methodological review of the

CAO interviews is therefore required to assert that it provides effective triangulation of the empirical data. The interview design assumed a naturalistic epistemology that, like quantitative methods, attempts to achieve certain assumptions concerning reliability and validity. The use of appropriate data collection methods during the interview is also critical to the objectivity of the research. Ultimately, the utility of the CAO interview rests with the data interpretation transferability to the empirical CAO survey data.

Interview Design

The CAO interview design is a qualitative approach to offset the survey's deductive focus. Nevertheless, a theoretical framework was required to derive meaning from a reality into situational leadership phenomena.

The key interview questions linked CAO leadership preferences with recent strategic contingencies in each of the four strategic contexts. CAOs identified leadership competencies that helped, and would help, them to deal effectively with the leadership challenge. Word and phrase frequencies were tabulated to compare emerging strategic contingencies and leadership competencies with the CAO survey results.

CAOs were asked to indicate the amount of time they and council spent in the four government functions. They also identified preferred leadership competencies for situations requiring *control* or *flexibility* dimensions of the leadership styles matrix. Additional information was obtained concerning their background, relations with council and thoughts about CAO leadership success indicators.

Qualitative Approach

Lincoln & Guba (1985) propose parallel terms for qualitative with quantitative methods: credibility, dependability, transferability and confirmability. Efforts to incorporate these parameters into this study attempt to reduce procedural and researcher biases. Consequently, they establish a base to subjectively assess the rigour of the CAO interview methodology on which substantive findings are based.

Credibility equates to validity as confidence that the data describes the intended study's focus (Atkinson et al, 2003: 123). Soliciting current issues in the interview attempted to reflect a CAO's reality. Compatibility of interview and survey results validates that both were measuring the 'real' situational aspect of situational leadership.

Dependability parallels the use of statistical estimates of reliability for the phenomena observed, not universal predictability. The study used 100 CAO interviews to more accurately detect overall response trends. This large number provided confidence for the researcher's reliance on the accuracy of the collective CAO viewpoint.

Conceptual constructs are critical to guide the transferability of qualitative to quantitative efforts (Merriam, 1988: 19). The CAO interviews were structured to cover four of the study's theoretical constructs. This allowed the researcher to rationalize the comparison of interview word frequencies with CAO survey statistical findings.

Confirmability is associated with objectivity and rests primarily with the researcher (Creswell, 1994: 145). Data was collected and interpreted by the same researcher, eliminating interviewer inconsistency. The validated conceptual constructs provided a classification system to sort the vast volume of open-ended information and enabled the interpretation of it using a broad frame of reference.

Meaning

Qualitative research uses words to examine phenomena, rather than numbers used in quantitative statistics. Interpretive tools have subjective over objective features, requiring inductive versus deductive thinking by the researcher. However, its naturalistic intent can be influenced by tendencies to assign numerical values to interpret data.

Qualitative research is not just about epistemological assumptions that allow it to be merely organic. The researcher must have an idea of the phenomena to be studied; otherwise the interview is just a conversation, not research. The questions shape the coherence of the information solicited. Consequently, its design limits the sense of unbounded discovery the researcher experienced elsewhere in casual CAO conversations.

The researcher relied on CAO insights to understand the situational leadership phenomena. He looked for key words in the interviews to enter into the word content analysis procedure. This deductive approach was convenient for triangulation of the survey results. However, the data collection should be more thoroughly collected to conduct an inductive inquiry reflective of the complete scope of the informants' views.

The researcher must be informed about the situation but not be committed to preconceived ideas. The researcher used constructs-based contemporary research, not personal CAO experience to design the CAO interview (Mays & Pope, 1995). Research objectivity was also informed by stated assumptions and systematic steps for interview data collection and analysis techniques. At the same time, it is acknowledged that the researcher's understanding of the CAO role influenced both the interview design and interpretation. These should be declared whenever it shapes his understanding of study findings that in turn inform study conclusions and implications.

Reality

The CAO interviews were used to understand situational leadership through the real-time experiences of the study population – CAOs. The behavioural event interview used open-ended solicitation of leadership preferences for recent strategic contingencies facing CAOs. This strategically informed approach acknowledges the need for the leader to respond to the actual strategic needs of the organization (McLagan, 1990: 375).

The behavioural event interview focused on CAOs providing leadership competencies perceived as critical for dealing with strategic challenges (Boyatzis, 1982.a: 50). The CAO was asked to describe the expected outcomes for each strategic contingency, so their leadership preferences were based more on event recall than their aspirations (Spencer & Spencer, 1999: 98). They identified leadership competencies they felt they needed to be more successful to offset possible normative responses.

The primary focus of the CAO interview was CAOs identifying the strategic needs of their organization. It is these operative strategic contingencies that offer real-time constraints and/or opportunities to leaders. Consequently, the leadership preferences provided without a prescribed leadership competency list reflected a real rather than normative view CAO leadership. The resulting leadership preference and strategic perspective lists also enabled validation of the empirical data and conceptual constructs.

CAO interviews took considerable time to amass a large enough volume of participants to detect significant themes (Mansfield, 2000: 20). As a result, telephone interviews were often conducted like structured interviews resembling closed-ended questions. This positivist approach achieved study aims but may have lost some depth of understanding of the situational leadership offered by the behavioural event interview.

The Interview

The researcher relies on the CAO perspectives to provide an accurate picture of his or her strategic context and leadership approach. The interview methodology is therefore also subject to validation requirements to verify a CAO's reflection of the situational leadership phenomena. Confirmation that the CAO viewpoint is accurate is a critical foundation to content analysis efforts.

Since data collection is at the root of accurate data, the way the interview is conducted must be taken in account to arrive at some explanation validity parameters. The CAO population is defined relative to other local government leaders, but there are still sampling considerations that impact interview outcomes. As well, the CAO is only one insight to their leadership role, which may or not be valid. This role co-alignment is particularly acute with council as another factor to the situational aspect of the situational leadership construct.

Accuracy of Perceptions

Several observations became apparent during the CAO interview process that affects the interviewee's responses. The participant is influenced by the conditions surrounding the interview. They may also be affected by their motivations during the interview. In the final analysis, the interview results are also subject to researcher biases.

The CAO meetings were like conversations and revealed more detailed insights than telephone calls. There was an opportunity for the researcher to actively engage the interviewee in the exploration process. However, it was difficult to codify observations beyond the interview's thematic framework; consequently many thoughts were lost in the analytical use of word counts and used only as random anecdotes enriching the

researcher's observations. The CAO interviews should be recorded to capture insights beyond word frequencies for a more thorough analysis of the interviewees' perceptions.

The telephone calls often generated more of a question and answer routine than face-to-face dialogue. Nevertheless, participants readily provided the required key word and phrases for analytical purposes. The telephone interviews were more expedient, but often felt more rushed than when the interviewer was sitting with the CAO.

Consequently, some sense of the casual exploration may have been lost, but not the content expected to be gained by the researcher.

Many participants commented that they seldom reflected on their personal leadership. For some, it was an opportunity for reflection on their leadership role with someone they did not work with. The researcher could establish a level of comfort that the informant was being honest during the interview through eye contact and body language (Atkinson et al, 2003: 123). As well, the researcher knew many of the interviewees and could judge when they were providing normative responses. The volume of interviews was an attempt to diminish this potential source of response bias.

The potential for inflated responses occurs simply by the fact that the CAOs were involved in leadership research (Saretsky, 1975: 580). The interview format asked the CAO to recall four different recent events to get away from significant leadership memories. This may be why the interview analyses provide a slightly different viewpoint to the *people/task* and *control/flexibility* dimensions than the empirical analysis.

The CAO survey asked about strategic contingencies while the CAO interview solicited leadership challenges. The wording of the strategic context prompt was altered between these two methodologies, and different leadership perceptions may have been

solicited. Interpretive and empirical triangulation efforts must ensure that the same phenomenon is accurately being observed to arrive at meaningful comparative analyses.

Homogeneity of Perceptions

The CAO interviews were conducted with CAOs in the local government setting. While interviewees were from a common position, there are nevertheless several variances that needed to be considered in the sampling procedure. Aside from efforts to adequately represent the five personal demographics and seven organizational characteristics, attempts to reflect outliers and excellent performers were more difficult.

Large numbers are required in interpretive efforts to arrive at observable patterns. While 100 CAO interviews were conducted, the sub-populations associated with any of the CAO survey's independent variables were too small for meaningful analysis. Consequently, linking descriptive variables to interpretive outcomes of the CAO interviews became illustrative rather than explanatory. The comparative value of the CAO interview lies in the cumulative results, which may miss notable variances.

Identification of CAO survey outliers was hampered by submission anonymity. Because strategic contingency and leadership competencies responses were in different data sets, statistical anomalies could not be linked easily to a name of a volunteer for a follow-up interview. A codification system is required in future uses of the leadership competency and strategic contingencies questionnaires to match a study participant's survey and interview responses.

The study's primary purpose was to see if there was a relationship between a CAOs strategic perspectives and leadership preferences. The ultimate aim was to better understand what makes a good situational leadership fit. The differentiation of excellent,

average and poor leaders would have required another theoretical construct and methodology. This study merely sets up the instrumentation and rationale for using situational leadership as component for future study of effective CAO leadership.

Source of Perceptions

This study relies on a CAO viewpoint to observe the situational CAO leadership phenomena. Several inherent biases of CAO perceptions and sampling procedures have been noted. One way to validate the CAO strategic perspective and leadership preferences is to use different vantage points of the CAO leadership role.

The researcher interviewed different local government stakeholders to gain further insights to both the strategic context and CAO leadership approach. These aspiring CAO, local government advisor and elected official sub-populations were too small for meaningful statistical analysis. The researcher's casual review of leadership competencies mentioned from a staff vantage point indicates a potential lack of alignment. Subordinates do not appear to have the same view of the leadership role as CAOs. This potential leadership perception gap is important to fully understand the situated action efforts of CAOs. Expectations of staff, not only the strategic context may be part of the situational aspect of CAO situational leadership phenomena.

The researcher's insights through professional and consultancy experience point to a wide-spread leadership perception gap between the CAO and elected officials. This is significant since CAO's success is also reliant on role clarity and good relationships. The CAO's tenure is also dependent on meeting the expectations of elected officials. The study's instruments and methodology are suitable for examining the full triad of CAO

situational leadership – namely does the CAO’s leadership role suit the prevailing strategic context in the eyes of key relevant stakeholders – council and subordinates.

Data Interpretation

Qualitative research should be guided by a theoretical construct to interpret results. The study’s theoretical constructs were suitable for comparative analysis of the CAO interview results with the CAO survey data. The methodological triangulation effect was powerful for validating the utility of the survey instruments, confirming empirical findings and/or explaining observations and conclusions.

The strategic context and leadership styles matrices, as well as the local government leadership model, enabled straightforward codification of CAO interview and CAO survey information. These factorial validated conceptual constructs provide for economic comparison of both content and empirical analysis results. This feature provided confidence in the accuracy of observations and therefore research conclusions.

One of the assumptions often made in content analysis is that words mentioned most often are those that reflect the greatest concern or importance (Stemler, 2001: 17). Knowing that *Communicates clearly* appeared 100 times compared to 20 appearances of *Politically astute* leads to an interpretation that the former item is more significant. It is acknowledged that this may not always be the case, and the researcher used more than one data analysis technique to verify significant observations.

Some explanation validity problems occur in qualitative research even with a rigorous design because social phenomena are complex (Cook & Campbell, 1979: 38). Competencies and contingencies can have different meanings depending on the context. The verification of the *control/flexibility*, *people/task* and *internal/external* dimensions

captured the essence of situational leadership giving the interpretive data greater importance beyond word frequencies to validate the CAO survey results.

Summary - Methodology

If research is to actually make a difference, then the researcher must evaluate methodological applications against what he or she is trying to achieve. A positivist approach can lead to a search for elusive universal attributes while an interpretivist inquiry may result in irrelevant anecdotes. It is the researcher's conceptual or theoretical framework that guides the effective use of quantitative and/or qualitative methodologies.

The ontological and epistemological aspects of the study inform the approach taken by the researcher to operationalize the notion of situational leadership. The empirical measurement of strategic perspectives and leadership preferences was augmented by a naturalistic attempt to observe them through interviews from the viewpoint of CAOs (Creswell, 1994: 5). The study's positivist approach reduced a vast number of CAO perceptions into manageable variables. Its deductive orientation involved validation of theoretical constructs to dissect the situational leadership phenomena (Borg and Gall, 1983: 2).

The study involved a highly organized scientific method intended to achieve a high degree of statistical rigour so that findings represented reality. This dual research paradigm was time consuming but it reinforced that there are multiple realities. It only used the CAO's perspectives and further vantage points such as councils' are required to fully appreciate the CAO situational leadership phenomena.

Equally important to the research endeavour is the relationship between the research and theory. The review of the study's reductionist methodology verifies the utility of the

study's instruments, methods and constructs for arriving at substantive observations and conclusions regarding the study data. The evaluation of the interpretive approach provides further validation of the empirical outcomes and support for its use as an explanatory context for the relationship between CAO strategic perspectives and leadership preferences.

Together, the triangulation effect of the CAO interview and CAO survey provides confidence to arrive at a positive response to the following problem statement:

- *What is the utility of empirically codifying strategic contingencies in local government and leadership competencies for CAOs?*

The 2008 survey data analyses produced reliable and robust factor solutions to empirically reduce leadership competencies and strategic contingencies. The leadership capacities and strategic contexts provided a typology to organize and compare quantitative and qualitative data. Analysis of strategic contingencies and leadership competencies would be exhaustive and the factor structure's representation the hypothesized constructs made empirical representation of the survey data meaningful.

Given the high 2008 survey data correlations, the significant, but weak, variable relationships are significant because of triangulation with various statistical methods and interpretive results for the CAO interviews. The study's significant findings are meaningful because their development was multidimensional using a broad-based survey of literature. The multidimensional approach provided a more complex framework, but a more accurate means, for revealing substantive insights to the complex nature of the CAOs situational leadership phenomena.

Chapter 10 The CAO Leadership Role

This chapter presents observations for the relationship between CAO strategic perspectives and leadership preferences. Section one discusses the impact of the strategic context on the CAO role. Section two presents how CAO strategic perspectives impact the CAO leadership approach. Summary comments regarding empirical and theoretical views of the emerging relationship of strategic contexts and leadership approaches are offered in section three using four different CAO leadership roles. Throughout this chapter the multivariate analyses and CAO interview results substantiate conclusions for the study's key question and problem statements.

- *Is there a significant relationship between the strategic perspectives and the leadership preferences of surveyed Chief Administrative Officers (CAO)?*
- *How does the strategic context affect the leadership approach of the CAO?*

The strategic context matrix, local government leadership model, core functions chart and leadership styles matrix helped explain the situational leadership phenomena by addressing the study's supplementary questions:

- What organizational characteristics (*Community Population, Number of Staff, Number of Councillors, Community Type, Political Structure, Electoral System and Province/Territory*) are associated with situational leadership differences?
- What personal demographics (*Gender, Education, Work Background, CAO Experience and Age*) are associated with situational leadership differences?

Closing remarks focus on the impact of the study's emergent situational leadership factors using the CAO leadership role matrix to address the question:

Strategic Context

The strategic context of CAO situational leadership was explored using CAO responses toward the importance of 45 strategic contingencies in the strategic contingencies questionnaire used in the 2000 and 2008 surveys. CAO interview questions provided additional insights to strategic challenges facing CAOs. Factor analyses substantiated four strategic factors that captured the essence of the survey instrument's content in the survey data (Chapter 6). This factor structure is compatible with the hypothesized strategic context matrix, providing a theoretical framework to interpret both the CAO survey and interview results.

Descriptive statistics summarized the strategic context of local government, based on the strategic perspectives of the surveyed CAOs. Observations were made concerning differences between the 2000 and 2008 surveys, *what is* and *what should be* perceptions, as well as top and bottom ranked strategic contingencies. Significant variances were also explored for personal demographic and organizational characteristics that explain CAO strategic perspective differences.

The strategic context matrix offers a theoretical framework to understand the surveyed CAO strategic perspectives. *Organizational/community* and *current/future* dimensions provide an interpretive means to determine the *reactive/proactive* nature of the strategic context facing CAOs. CAO interview comments and local government literature help to arrive at meaningful insights to both the strategic context of a local government and the CAO strategic perspectives that affect their role. A sound understanding of CAO strategic perspectives establishes a foundation to explore how the prevailing strategic context might affect the leadership approach of the CAO.

Strategic Contingencies

The critical choices of the 2000 and 2008 surveys depict the changing nature of strategic priorities facing local government. The importance ratings revealed the strategic perspective bias of CAOs. Together, critical choices and importance ratings, as well as CAO interview results, provided insights to the alignment of CAO aspirations for and observations of their strategic context.

Local Government Strategic Priorities

The top ten critical choices provided CAO observations to what strategic contingencies local governments are actually working on. The 2000 survey results indicated these strategic priorities have not changed significantly with eight of its top ten the same as in 2008. This list was dominated by *community*-oriented infrastructure, community planning, economic development and provincial relation concerns.

Two infrastructure items centre on financing the replacement and building of roads, utilities and facilities. Economic development focuses on retaining and attracting businesses. Consistent emphasis prevailed for creating a shared vision to guide community growth, as well as dealing with the provincial government. The only common *organizational*-oriented item was *Improving council/staff relations*.

Two emerging priorities in 2008 were *Ensuring water quality* and *Managing solid waste*. Water concerns were propelled to the strategic agenda following several deaths due to *Escherichia coli* contamination of the Walkerton water system. Increased attention to solid waste resulted from societal interest in waste reduction and problems associated

with land fill limitations. The constant, as well as new, strategic priorities focus on matters that have some urgency attached to them.

Interestingly, strategic topics given lots of attention through local government journals and conferences are not local government strategic priorities. Social issues such as homelessness, community sustainability, safety and poverty, as well as environmental concerns, were not observed by CAOs to receive high organizational attention. These items may be strategic omissions; important, but not strategic priorities given limited organizational resources of local governments.

Since the 2008 survey, community sentiment, community need and provincial incentives have caused environmental, social and sustainability topics to show up in local government strategic processes conducted by the researcher. The City of Sudbury began to invest in cultural infrastructure after McLeans Magazine selected it as one of the worse cities to live in. The City of Victoria shifted its strategic focus to the highly visible impact of homelessness on tourism. Most local governments are preparing community sustainability plans to meet government infrastructure funding eligibility requirements. Strategic priorities are driven by a local government's commitment of resources based on its assessment of community needs or external influences.

These strategic omissions noted in the 2008 survey may simply be emerging issues that are not widely embraced yet and will be top ranked items in future surveys of strategic contingencies facing local government. The researcher has observed that most local governments he has worked with in 2008 and 2009 gave attention to these emerging strategic contingencies only when strategic priorities had been addressed. Important matters were displaced by items that were deemed more urgent to receive current

organizational attention. This finding suggests there is a dual aspect to the situational aspect of situational leadership – an urgent and important strategic context.

Strategic CAO Bias

The *ORGANIZATIONAL EFFECTIVENESS (OE)* and *ORGANIZATIONAL DIRECTIONS (OD)* were consistently ranked 1st and 2nd over the two *COMMUNITY* strategic contexts. Eight top importance ranked strategic contingencies are from the *ORGANIZATIONAL* clusters. Higher CAO importance for *organizational*-oriented items was consistent in both the 2000 and 2008 surveys. This finding seems intuitively compatible with their administrative role. However, is it accurate reflection of the strategic context or merely an administrative bias?

The CAO observations of *what is* receiving organizational attention were not consistent with their aspirations of *what should be* important. Six of the top eight *ORGANIZATIONAL* importance items were displaced by *COMMUNITY* critical choices. The CAO strategic importance bias was inconsistent with their observed strategic context. A more accurate view is obtained from critical choices than importance ratings.

Nevertheless, it is how the strategic context is interpreted through a cognitive process that influences the CAO's strategic perspective. The *what is/what should be* schism reflects a pervasive CAO administrative bias. This finding signals the importance of delineating the *organizational* and *community*-orientation of the strategic context.

This strategic context duality is significant because community or external matters often draw CAOs into the political realm whereas organizational or internal matters usually enable them to stay in the administrative realm. The CAO interviews reinforce the notion of reluctance on the part of CAOs to spend as much time as they do in the

strategic direction and policy choice spheres. These results clearly indicate a tension between CAO strategic aspirations with the strategic imperatives of local government.

Strategic Alignment

As previously mentioned, there has been a consistent strategic priority focus on *community* matters by local governments between 2000 and 2008. However, in the 2000 survey, only two *what should be* aspirations were displaced by *what is* observations while five were displaced in the 2008. There is increasing tension between CAO strategic aspirations and organizational strategic priorities. Local government strategic imperatives remain fairly constant so it is internal concerns that are distancing CAO strategic alignment of aspirations for the organization from what is really happening.

The top ten 2000 survey importance items had a *community/organizational* balance, while the 2008 short list was *organizationally*-oriented. Organizational concerns are becoming a greater influence on CAO strategic aspirations for the organization. CAOs reported in the interviews that they were increasingly concerned about organizational capacity limitations to meet increasing community needs and council expectations. They wanted to focus more on workplace, communication and strategic effectiveness, but were unable to because of the need to address strategic external imperatives facing the council.

Indications that CAO strategic aspirations are not closely aligned with local government priorities have several implications for studying the situational leadership phenomena. The use of other viewpoints, particularly council in this case, is required to verify the true nature of the strategic context. For the purposes of this study; what is important is to understand is that CAO strategic perspectives are the result of a cognitive process influenced by their administrative role. Likewise, this situated action on the part

of the CAO may vary because of perception biases caused by personal demographics and organizational characteristics.

Strategic Perspectives

Multivariate analyses, using five personal demographic and seven organizational characteristic variables, was used to detect significant CAO strategic perspectives differences among the four strategic contexts. Factor score coefficients were used to produce composite variables for conducting multiple regression and MANOVA procedures. To better explain strategic perspective differences among the surveyed CAOs, significant strategic context differences prompted an examination of strategic contingency *t*-statistics and reference to CAO interview results.

Personal Demographics

Survey respondents provided personal demographic data concerning *Age*, *Gender*, *Education*, *Work Experience* and *CAO Experience*. *Gender* had a significant, but small, effect on all strategic contexts. The female CAO population gave higher importance ratings, but the *organizational-community* pattern was unchanged other than an inversion of the two *COMMUNITY* clusters compared to the male CAOs. This finding indicates that overall; surveyed CAOs shared an *organizational* versus *community*-orientation bias regardless of personal demographic differences.

The MANOVA analyses indicated that female CAOs attached greater importance for *COMMUNITY DIRECTIONS (CD)* while male CAOs favoured *COMMUNITY SERVICES (CS)*. This finding suggests that female CAOs attached more importance to *future* over *current*-focused matters compared to male CAOs. The strategic contexts are

composite variables and further examination was taken to better understand this relationship and to other ensures meaningful strategic perspectives differences were not diluted.

Multiple regression analyses produced more significant strategic contingency associations with *Gender* and *Education*, compared to all the other personal variables combined. Most of these significant associations were for *CD* strategic contingencies. The greater *CD* importance bias associated with female CAOs carries over to *Education*, because female CAOs are less likely to have a higher education level than male CAOs.

Among the top ten items, only *Dealing with sensitive issues* generated rating personal demographic differences. Older male CAOs with over 10 years CAO experience gave it greater importance than younger male as well as female CAOs. Less experienced, and most female, CAOs interviewed tended to be from smaller communities, and indicated they spent more time in the administrative than political realm. Organizational features may dictate the CAO's role, and therefore influence their strategic perspectives.

Organizational Characteristics

Community Type, Population, Province/Territory, Structure, Number of Staff, Electoral System and Number of Councillors data was also provided by survey respondents. Population, Number of Staff and Number of Councillors are very highly correlated and combined as Organizational Size for reporting purposes. The regression analyses and MANOVA results confirmed that Number of Elected Officials and Electoral System had a significant impact on CAO strategic perspectives.

Ward systems tended to have more councillors than at-large electoral systems, resulting in higher CAO importance for *COMMUNITY SERVICE* items. Increased

political activity caused by political structure features and number of elected officials produces a more *reactive* CAO strategic perspective that is driven by increased individual councillor attention to service delivery.

Several significant top ten ranked strategic contingency differences help to better understand the influence of *Organizational Size, Structure* and *Province/Territory* on CAO strategic perspectives. *Organizational Size* impacted importance given to human relations. *Structure* had a bearing on CAO importance for governance matters. Regional imperatives appeared to trump other factors to influence CAO strategic perspectives.

CAOs from smaller organizations gave lower importance to *Leadership Principles & skills* and *Enabling a positive work environment*. These CAOs indicated in the CAO interviews that they have limited time to be proactive in improving organizational effectiveness and direction. CAOs from larger organizations, with more managerial personnel, indicated they spent more time in the strategic directions than service delivery sphere. Smaller organizations create a more *reactive* strategic context for CAOs.

CAOs from regional government that tended to be rural with ward systems gave greater importance to *Decision making transparency* than urban municipal CAOs. Ward systems institutionalize elected official accountability directly to fragmented electorates. Some interviewed CAOs indicated ward councillors take a keener interest in the decision making process to advance their constituent interests compared to at-large councillors. A more politically active structure creates a more *reactive* strategic context.

Unfavourable economic conditions influenced surveyed CAO strategic perspectives. Regional CAO subpopulations, other than British Columbia and Alberta, highly rated business retention as a reactive leadership challenge during the CAO

interviews. In 2008, these two provinces had more robust economies than the rest of the country. A regional imperative directly impacts strategic perspective by superseding all other organizational characteristics creating a *reactive* strategic context.

Strategic Context Summary

Community-oriented strategic priorities were consistent between the 2000 and 2008. However, strategic context importance indicated a CAO administrative bias for *what should be* compared to their observations of *what is* important. Significant strategic contingency differences were linked to *Organizational Size, Structure* and *Province/Territory*. Significant associations with *Age, CAO Experience* and *Gender* were linked to the CAO's leadership role given *Organizational Size*.

Larger organization CAOs tend to be older, experienced males and focused on *future-focused COMMUNITY DEVELOPMENT* and *ORGANIZATIONAL DEVELOPMENT* suggesting a *proactive* leadership role because they have people who take care of operations. Female and/or younger male CAOs, who tended to be in smaller organizations, demonstrate a *reactive* leadership role in dealing with *current-focused ORGANIZATIONAL EFFECTIVENESS* and *COMMUNITY SERVICE*. *Organizational Size* impacts the strategic context and therefore CAO strategic perspectives.

A more politically active environment linked to a greater *Number of Councillors, Ward System* and *Regional Government* also influenced strategic perspectives. These factors draw CAOs from the administrative into the political realm. The CAO's strategic perspectives were interpretations of the strategic context influenced by organizational characteristics and an administrative bias associated with their role.

This cognitive process will vary for different CAOs in diverse local government settings. It follows that the CAO leadership approach must also be influenced by the strategic context that could be explored if there is a meaningful relationship of strategic perspectives with leadership preferences.

Leadership Approach

Forty-eight leadership competencies contained in the leadership competencies questionnaire were used in the 2008 survey to examine the leadership approach of CAOs. The entire content of the survey instrument was captured in eight leadership capacities through factor analyses (Chapter 7). Some surveyed CAOs were also asked to provide leadership strengths and weaknesses for recent leadership challenges. The study's local government leadership model and leadership styles matrix align with this factor structure, offering a theoretical foundation to interpret the CAO survey and interview results.

Leadership preferences of the surveyed CAOs are summarized using descriptive statistics to capture leadership approach of the CAO population. *What is* and *what should be* perceptions revealed the differences between CAO leadership preferences and requirements. Significant variances were also explored for personal demographic and organizational characteristics that explained CAO leadership preference differences.

The local government leadership model offers an economical means to understand the leadership preferences of surveyed CAOs. It also provided an interpretive framework to determine the *people* or *task*-centred nature of a CAO leadership preference. The *control/flexibility* and *internal/external* dimensions of the leadership styles also link leadership theory to the CAO survey and interview results.

Meaningful insights into the leadership preferences that shape the CAO's leadership approach, helps to understand their leadership role. A sound understanding of the CAO's cognitive process to select different leadership approaches is essential to reveal whether the prevailing strategic context affected the leadership approach within the CAO situational leadership phenomena.

Leadership Competencies

The critical choices depict the leadership requirements of surveyed CAOs while the importance ratings revealed their leadership preferences. These measures and the CAO interview, provided insights to the alignment of CAO leadership perceptions.

Leadership Requirements

Critical choices in the 2008 survey tell us what CAOs view as key leadership requirements when their choices are limited. The resulting top ten items offered a balanced *people/task* approach, and the CAO interviews support this outcome. The most frequent leadership competencies mentioned for recent leadership challenges in the CAO interviews mirror 90% of the top ten items. Eight of these leadership competencies are contained in most of the 20 leadership models reviewed by the researcher.¹

A notable difference between the CAO interviews and critical choice list is the leadership competency – *Politically astute*. The CAO interviews suggest it may be a defining CAO leadership attribute leading to the success or demise of the CAO. It is in the leadership competencies questionnaire but is not prevalent for smaller organization's CAOs, so it did not make the overall top ten list. Nor, was it contained in the local

government manager profile (see Chapter 8) and most public sector leadership models reviewed by the researcher (see Appendix 7.2).

CAOs from larger or regional settings gave greater importance to *Politically astute*. CAOs frequently mentioned that skilled managers do not necessarily make good CAOs, unless they can effectively operate in the political realm. An appropriate leadership role is dependent both on the CAO's choice of leadership approach and its acceptance by council in the political and/or administrative realm.

It is *Contributes to effective governance* that also delineates the CAO leadership requirements from those of the local government manager and other public sector profiles. However, interviews highlighted that smaller municipality CAOs spend more time in the administrative realm than their larger community or regional government counterparts. Two factors contribute to this critical governance leadership shift from a small organization CAO or operational manager to the CAO in a larger community.

CAOs in larger organizations simply have more managers to oversee operations and can therefore spend less time in the administrative realm. At the same time, the complex array of issues in larger communities draws the CAO from the administrative to the political realm to assist council. The defining or critical leadership requirements for the CAO leadership role, compared to other public sector leaders and operational managers in local government, are *Politically astute* and *Contributes to effective governance*.

Leadership Omissions, Commissions & Assumptions

The *people/task* balance of the critical choices is preserved in the top ranked importance list. There are eight core leadership competencies common to both lists (+/- 5 ranks) indicating a fair degree of alignment between CAO leadership preferences and the

leadership requirements of the CAO role. Nevertheless, there are a few notable differences.

Organizational conditions can divert attention from preferred *people-centred* competencies. Two omissions – *Values others* and *Listens actively* are viewed as very important but not top ranked critical choices. These competencies may be assumed but simply not emphasized. However, interviewed CAOs report that the human element often becomes a leadership omission given the CAO's time limitations.

Two leadership commissions – *Demonstrate customer orientation* and *Creates a shared vision* are leadership requirements but not leadership preferences. The majority of interviewed CAOs reported that council did not spend enough time in the strategic direction sphere. Consequently, they were obliged to facilitate council's sense of direction. As well, many commented that they needed to instil an improved customer service ethic in response to citizen feedback. In either case, the CAO was committed to focus on these leadership roles by external expectations rather than personal preference.

Sets priorities and *Takes Initiative* were displaced leadership preferences. Some new CAOs indicated the project to strategic shift was the biggest mindset adjustment they faced. They could no longer be directly involved in projects. It is not that these action-oriented competencies disappear; they just become less significant as assumed competencies given the CAO's strategic focus and political realities.

CAO Leadership Profile

A CAO leadership profile emerges from the comparative analysis of the leadership requirements and preferences as well as CAO interviews. Its eight core competencies are common to local government manager and senior public sector leadership profiles. It is

the CAO's direct involvement with council that distinguishes this public administration role from other principal appointed leadership positions.

Involvement in the political realm differentiates the CAO role from other local government managerial positions. This activity produced leadership competencies that were absent from the local government manager profile. The CAO is a unique public sector role, and further exploration is required to see whether personal demographics and organizational characteristics provide additional situational leadership complexities.

Leadership Preferences

Eight leadership capacities were examined using multiple regression and MANOVA. The five personal demographic and seven organizational characteristic variables were subjected to multivariate analyses to detect significant CAO leadership preference differences. Reference to CAO interview results and *t*-statistics for each leadership competency were used to explain significant leadership capacity differences.

Personal Demographics

Leadership competencies were examined using the personal demographic data – *Age, Gender, Education, Work Experience* and *CAO Experience*. Regression analyses and MANOVA confirm that *Gender* and *Age* have a significant effect on CAO importance toward leadership capacities. Item analyses and interview comments were used to give greater meaning to these differences.

Female and younger male CAOs with less than 10 years experience rated *VISIONARY (VI)* and *FACILITATOR (FA)* lower than older male CAOs (> 44 years). This trend was consistent with CAO interviews, whereby older, more experienced CAOs

who tend to be male, indicated they spent more time facilitating strategic directions than directing operations. The CAOs mentioned strategic and facilitation skills most frequently as critical leadership competencies for aspiring CAOs.

More experienced male CAOs were more often in larger and regional settings compared to younger male and female CAOs. They have managerial support to oversee operations and gave less importance to *DIRECTOR (DI)* and *ENTREPRENEUR (EN)*. The difference in leadership approach seems to more the result of leadership role functions than personal demographics.

CAO interviews signal leadership preference differences centred on a changing leadership role, not *Gender, Age* and *CAO Experience*. The researcher interviewed a few female and younger CAOs from larger communities. A review of interview transcripts indicated that their leadership challenges and leadership competencies were similar to older, male CAOs. The CAO leadership approach is influenced most by the expectations of the position affected by organizational conditions more than personal features.

Organizational Characteristics

Community Type, Population, Province/Territory, Structure, Number of Staff, Electoral System and Number of Councillors did not demonstrate significant associations with the leadership capacities. The top ten items do, however, provide some significant variances associated with organizational characteristics. Notable leadership preference differences were diluted by the highly correlated nature of the leadership capacities.

Organizational size appears to distance the CAO from direct human relations with staff. Larger community CAOs gave less importance to *Listens Actively* and *Ensures Accountability* than colleagues from smaller organizations. They displace these direct

one-on-one with group effort to *Builds Teams*. Organizational size affects the leadership preferences of CAOs.

Larger community CAOs indicated they gave more attention to dealing with council than did CAOs in smaller organizations. They have more managerial staff to rely on for operational supervision. Consequently, they spend more time with the management to ensure it is effective in dealing with staff. Again, it is not so much that these competencies are unimportant; they were merely displaced or assumed by the elevation of other leadership requirements driven by increased CAO activity in the political realm.

As previously noted, CAOs from larger organizations emphasize *Politically astute*. This tendency is also noted for CAOs from regional jurisdictions and ward electoral systems regardless of the size of the organization. Regional governments are more likely to have ward systems. Interviews with county and regional district CAOs clearly highlighted that wards create direct electorate accountability for elected officials, generating councillor demands of staff that are not sanctioned by council. This feature causes the CAO to be in the political realm, as he or she attempts to sustain harmonious relations with all elected officials.

Political savvy is critical in this mediator role. One CAO who was interviewed was terminated when council determined that she was catering too much to two of the 13 elected officials. Other CAOs indicated they were being harassed by a councillor who was making life miserable because they did not get all his demands met. The leadership approach of the CAO is significantly affected by *Structure* and *Electoral System* features that cause them to act within the political realm regardless of personal leadership preferences or other organizational characteristics.

Leadership Approach Summary

The 2008 survey and CAO interviews indicated that the CAO's leadership approach is shaped by their leadership role determined by dominant organizational characteristics. This leadership role is distinct from local government managers and other senior bureaucrats because of competencies associated with working directly with council in the political realm. The leadership competencies and capacities provide a meaningful way to understand the leadership aspect of the CAO situational leadership phenomena at both a macro and micro-level of analysis.

In larger organizations, CAOs are more likely to be involved in the political realm. They often have managerial support to oversee operations and are able to step out of the administrative realm. More importantly, council needs and accepts his or her role in the political realm. These CAOs who are more apt to be older, males with over 10 years CAO experience, gave greater importance to the *people-centred FACILITATOR, BUILDER, MENTOR* and *VISIONARY* leadership capacities.

The *task-centred DIRECTOR, MANAGER, PRODUCER* and *ENTREPRENEUR* leadership capacities were given greater emphasis by CAOs in small municipalities. These CAOs were younger, less experienced, as well as female CAOs. In organizations with less staff, the CAO must be more directly involved in day-to-day operations. This CAO leadership role is similar to an operational manager.

Activity in the political realm is also prompted by *Electoral System* and *Structure*. Increased political activity in ward systems and larger councils can cause the CAO to operate in the political realm. It is council that establishes expectations for the CAO leadership role but it is the CAO that determines their leadership approach.

Contributes to effective governance and *Politically astute* signal the critical leadership competencies of CAO role in the political realm while the other CAO leadership competencies are fairly universal. These two defining competencies differentiate the CAOs role from the local government manager and other principal appointed public servants. It is the CAO's function in the political realm that creates a critical aspect to the situational leadership phenomena. A CAO's leadership approach may be ideal for the prevailing strategic context, but to be successful it must also be viewed as appropriate by his or her council.

Situational Leadership

The strategic context and leadership approach revealed meaningful empirical insights to the CAO situational leadership phenomena. They gave merit to using the empirically validated conceptual constructs for examining the relationship between strategic perspectives and leadership preferences. Together, the CAO survey and interviews offered a sound database to address the study's questions. In the final analysis, the study offers meaningful insights to the CAO leadership role in local government.

The Empirical Relationship

Multivariate analysis was used to examine the empirical relationship of strategic perspectives and leadership preferences to address the study's question:

- *Is there a significant relationship between the strategic perspectives and the leadership preferences of surveyed CAOs?*

Multiple regression analyses were conducted to determine if the eight leadership capacities preferences (DV) were associated with four strategic contexts (IV). MANOVA

determined if the CAO's strategic context influenced his or her leadership approach. Twenty-nine to 37% of the leadership capacities' variance is explained by the strategic context set. This moderate association is an acceptable exploratory outcome given the highly correlated nature of the data set (Frankfort-Nachmias & Nachmias, 2000: 259). The *F*-ratios and size of effect indicate significant strategic context set associations with each leadership capacity (Healey et al, 1996: 384). Further, it has been substantiated that leadership preferences are also impacted by other organizational and personal factors. The study's conclusion is that there is a significant relationship between CAO strategic perspective and their leadership preferences.

This premise is already well established for the situational leadership concept. The study's value lies in revealing the applied nature of situational leadership. Empirical validation of the study constructs and tools means that observations derived from the survey data set are based on a verified relationship.

The use of *t*-statistics between leadership capacities with each strategic context reveals some definitive interpretations to address the study's question:

- *How does the strategic context affect the leadership approach of the Chief Administrative Officer (CAO) in local government?*

How do organizational characteristics, personal demographics and strategic contingencies impact a CAO's leadership role? Reference back to descriptive statistics links observed strategic perspective impacts on leadership preferences to address the study's supplementary questions:

- What organizational characteristics (*Community Population, Number of Staff, Number of Councillors, Community Type, Political Structure, Electoral System and Province/Territory*) are associated with situational leadership differences?
- What personal demographics (*Gender, Education, Work Background, CAO Experience and Age*) are associated with situational leadership differences?

The stepwise regression analyses indicated that gender and organizational size (*Number of Staff*) have a mediating effect on some strategic contexts for various leadership capacities. Larger organizations tend to have male CAOs. These CAOs tend to be concerned with *organizational* more than *community*-oriented strategic contexts and in turn have more *people* than *task*-centred leadership approach. Gender and organizational size enhance the impact of CAO strategic perspectives on his or her leadership preferences.

The *ORGANIZATIONAL DEVELOPMENT (CD)* strategic context has significant relationships to *VISIONARY, FACILITATOR, DIRECTOR and BUILDER* indicating a balanced *people/task*-centred leadership approach. However, higher *OD* importance among younger male as well as female CAOs is associated with lower *VISIONARY* importance. This is consistent with earlier findings.

The *ORGANIZATIONAL DEVELOPMENT (CD)* strategic context has significant relationships to *VISIONARY, FACILITATOR, DIRECTOR and BUILDER* indicating a balanced *people/task*-centred leadership approach. However, higher *OD* importance among younger male as well as female CAOs is associated with lower *VISIONARY* importance. This is consistent with earlier findings that older male CAOs gave greater attention to strategic leadership because of increased political activity. The strategic

context influence on leadership preferences is the result of the CAO's leadership role in the political realm associated with *Organizational Size, Structure and Electoral System*.

Higher *ORGANIZATIONAL EFFECTIVENESS (OE)* importance is linked to *people-centred* leadership capacities – *MENTOR, MANAGER* and *VISIONARY* among CAOs from larger organizations. Higher *task-centred* *PRODUCER, ENTREPRENEUR* and *BUILDER* importance among CAOs from smaller communities is linked to increased importance for *COMMUNITY DEVELOPMENT*. Smaller community CAOs gave greater importance to *COMMUNITY SERVICE (CS)* and subsequently the *task-centred* *DIRECTOR*. Counterparts from large communities gave *CS* lower importance that is associated with increased importance for the *people-centred* *FACILITATOR*.

These empirical associations highlight the how *Organizational Size* affects the leadership role of the CAO. CAOs in smaller organizations had more of a *community-oriented* strategic perspective and gave greater importance to *task-centred* leadership preferences. Larger organization CAOs had a more *people-centred* leadership preference associated with greater importance to *organization-oriented* strategic perspectives.

The empirical analysis of the strategic context and leadership capacity relationship produced a significant association between CAO strategic perspectives and leadership preferences. It can be concluded that the nature of the strategic context – *community* or *organizational-oriented* influenced the CAOs leadership approach. The strategic context is shaped somewhat by *Organizational Size* comprised of *Number of Staff, Community Population* and *Number of Councillors*. Older, more experienced male CAOs tend to work in larger organizations so their different perceptions from younger male as well as female CAOs were linked to organizational more so than personal factors. The statistical

verification of the strategic perspective relationship to leadership preferences permits a closer examination of the CAO leadership role using the study's conceptual constructs.

CAO Leadership

The study's statistically validated conceptual constructs are useful theoretical overlays to better understand the CAO survey and interview data. The strategic context matrix helps to characterize the strategic context as *reactive* or *proactive*. The local government leadership model provides a *people/task* duality for the CAO leadership approach. The core functions matrix locates the CAO leadership role within the political and administrative realms. Together, these constructs build a leadership styles matrix to depict different CAO situational leadership roles.

A Proactive or Reactive Disposition

It has been previously established that the *organization/community* dimension of the strategic context matrix produces a *task/people* leadership duality. A *community-task* and *organizational-people* schism is evident in relationship of the strategic context to leadership approaches. The *present/future* dimension of the strategic context matrix also produces differentiated leadership preferences that affect strategic perspectives.

A *proactive* leadership approach – *ENTREPRENEUR* and *VISIONARY* is closely linked to increased importance for *future*-oriented efforts to enhance *COMMUNITY DEVELOPMENT*. A *reactive* leadership acumen associated with *PRODUCER* is allied with responding to *current COMMUNITY SERVICE* needs. Weak empirical associations of leadership preferences to strategic perspectives suggest a CAO's view of the strategic context may be influenced somewhat by a *proactive* or *reactive* leadership disposition. A

tautological cycle of whether strategic perspectives impact leadership preferences or vice-versa is unravelled through a closer look at the actual leadership role of the CAO.

A Political or Administrative Role

The CAO interviews substantiated that the level of CAO activity in the political or administrative realms is linked to both their strategic perspectives and leadership preferences. CAOs indicated they spend considerable time in the political realm and that councils spend a fair amount of time in the administrative realm. The resulting vague political/administrative duality presents a situational leadership dynamic. CAOs who spend more time in the political realm attach greater importance to *ORGANIZATIONAL DIRECTION* strategic context and the *people-centred VISIONARY* and *FACILITATOR*. CAOs who spend more time in the administrative realm attach increased importance to *COMMUNITY SERVICES* and the *task-centred PRODUCER* and *DIRECTOR*.

The significance of the core function matrix analysis of the CAO interviews is its depiction of a variable that was not measured in the CAO survey – CAO role. *Age*, *Gender* and *CAO experience* are strongly correlated to the *Organizational size* variables. Older males in larger communities tend to assume a *people-centred* leadership role in the political realm directed more toward *organizational-oriented* strategic contingencies. Younger male and female CAOs located in smaller organizations attend to *community-oriented* strategic contingencies using *task-centred* leadership competencies in the administrative realm.

A CAO must adapt their leadership approach to the prevailing political/administrative role expectations. The focus of their leadership role affects their strategic perspectives on what strategic contingencies must be attended to. Ultimately, the

leadership approach is a conscious choice that results in a leadership style that a CAO deems is appropriate for the prevailing strategic context.

A Control or Flexible Leadership Style

The leadership styles matrix has *control/flexible* leadership and *internal/external* axis. The resulting quadrant chart locates the intended CAO outcomes for a leadership approach to better understand the situated action aspect of situational leadership. CAOs demonstrated a consistent *external-task* and *internal-people* duality regardless of whether the activities mentioned in the CAO interview were routine or strategic. These interview results parallel the *community/organizational* findings for the CAO survey.

The *control/flexible* dimension reveals how CAO expectations impact their leadership style. A *people-centred* style is preferred when the situation requires a *flexible* approach. For routine internal matters, the CAO uses motivation, delegation and coaching so others to know what needs to be done, and then let them do it. They use problem solving, consensus and facilitation skills to solve complex external matters. These situations prompt efforts to build people capacity using a *flexible* leadership style.

Matters requiring *control* of outcomes are associated with *task-centred* leadership. To ensure internal effectiveness, the CAO uses performance accountability, strategic planning and clear directions. Likewise to achieve external service delivery efficiency the CAO uses need assessment, priority setting and analytical skills. If a CAO wants to control outcomes they prefer *task-centred* leadership competencies.

The situational leadership phenomena is very complex and this oversimplification of leadership styles points out that CAO leadership preferences, in addition to being influenced by the strategic context and leadership functions, is also subject to the

motivation of the CAO for the outcome of their leadership approach. Combined, these factors produce a situational leadership role adopted by the CAO.

Summary – The CAO Leadership Role

This study has demonstrated that the prevailing strategic context, CAO functions and CAO leadership style impact their leadership approach. The relationship is a complex web rather than a hierarchical sequence of influences. Nevertheless, some generalizations can be made to produce a CAO situational leadership role framework to better understand the CAO situational leadership phenomena.

The CAO's *current/future* and *organizational/community-oriented* strategic perspectives influence whether they assume a predominantly *people* or *task-centred* leadership approach. At the same time, a *proactive* or *reactive* leadership disposition affects how they view the prevailing strategic context. Both the leadership preferences and strategic perspectives are associated with the CAO activity in the political realm.

The CAO role is shaped by *Organizational Size, Structure* and *Electoral Systems* which influence the strategic contingencies they face. The influence of *Gender, Age* and *CAO Experience* is linked to this leadership role shaped by organizational characteristics associated with career advancement based on CAO experience, rather than by personal demographics. Situational leadership is a conscious process subject to *control* or *flexibility* expectations of the CAO for the outcomes of their leadership approach.

All these factors have a complex rather than sequential impact on the relationship between strategic perspectives and leadership preferences. Nevertheless, they act in tandem such that a typology based on the CAO interviews and surveyed CAO perceptions can be offered to address the final study question:

- How do organizational characteristics, personal demographics and strategic contingencies impact a CAO's leadership role?

The four proposed CAO leadership roles were the Technical Administrator, Administrative Manager, Strategic Executive and Collaborative Advisor. These archetypes are supported by the convergence of the validated conceptual *people/task*, *control/flexibility*, *administrative/political realm* and *organization/community* dimensions. Each CAO leadership role reflects preferred leadership capacities and competencies for the dominant features of the strategic contexts.

Technical Administrator assumes a *task*-centred leadership approach in the service delivery sphere of the administrative realm to *control* internal efficiency associated with *ORGANIZATIONAL EFFECTIVENESS* in a predominantly *reactive organizationally-oriented* strategic context.

This CAO leadership role ensures procedural certainty and efficient service delivery within a routine environment often associated with smaller communities or those in decline. There are limited resources so no new initiatives are pursued, although councillors advocate citizen needs, causing a reactionary staff atmosphere if there is no strategic agenda. The CAO's position is multifaceted with responsibility for operational oversight as well as specific services because there are few managerial positions.

The Technical Administrator relies on *task*-centred *PRODUCER* competencies to respond to service delivery needs, *DIRECTOR* to manage multiple projects and *people* – centred *MANAGER* to ensure staff is aligned with organizational aims. They assemble information for council and implement its direction with a fair degree of role dichotomy. The Technical Administrator has a role similar to the manager responsible for a

department with limited intervention or engagement in the policy or strategic spheres of the political realm.

Administrative Manager pursues *people-centred* leadership in the systems sphere of the administrative realm providing *flexibility* for determining *ORGANIZATIONAL DIRECTIONS* within a *proactive organizational-oriented* strategic context.

This CAO leadership role manages internal system stability within a dynamic environment associated with mid-sized and growing communities. There is a complex array of services lead by managerial staff competing for scarce resources. The CAO's primary function is ensuring harmony with the administration. As such, they attempt to buffer operations from political intervention to establish a role dichotomy with council.

The Administrative Manager relies on *people-centred MENTOR* competencies to coach others, *VISIONARY* to facilitate shared goals and *MANAGER* to monitor performance. They provide enough flexibility for managers to achieve performance objectives without getting directly involved in operations. They also offer advice to council, causing some blurring of civic executive roles and the need for political astuteness and effective governance skills.

Strategic Executive establishes a *task-centred* leadership in the strategic direction sphere of the political realm to *control* COMMUNITY SERVICE delivery within a *reactive community-oriented* strategic context.

This is a unique CAO leadership role that is often established for an independent operating entity such a utility or multi-government service. The intent is for the operation to notionally run independent of political involvement to achieve business-like aims. The CAO is given a high degree of autonomy to achieve service delivery or profit aims with

limited requirements to seek political approvals beyond the annual budget, corporate policy or strategic plan.

The Strategic Executive relies on *task-centred ENTREPRENEUR* competencies to sustain competitiveness and *PRODUCER* to ensure quality services as well as *people-centred FACILITATOR* to deal with multiple stakeholders. They ensure the end-product meets the decision maker needs and otherwise attempt to achieve a very high degree or role dichotomy. They often build alliances with external interests to buffer the entity from political interventions and even oversight.

Collaborative Advisor assumes a *task/people-centred* leadership in the political and administrative realms to achieve *flexibility* in *COMMUNITY DEVELOPMENT* while ensuring control of the organizational systems within a *proactive, community-oriented* strategic context.

This CAO leadership role manages internal system stability and organizational responsiveness to community needs within a dynamic environment associated with growing communities. There is a vast array of competing community interest needs with an equally complex service delivery system. The CAO is the nexus for internal council/staff harmony and organizational/environmental alignment. They are constantly changing their situational context.

The Collaborative Advisor relies on *people-centred FACILITATOR* competencies to manage various competing interests and *VISIONARY* to facilitate a shared sense of direction. They also use *task-centred BUILDER* competencies to enhance organizational capacity and *DIRECTOR* to get things done. They operate within a role duality paradigm;

constantly employing various leadership approaches to suit the different situations they face day-to-day, week-to-week and so on.

In the final analysis, the ideal CAO situational leadership fit depends on the strategic context, their leadership role, personal disposition and council expectations. This study has demonstrated that the strategic context is a subjective product of how the CAO views the strategic contingencies facing their organization. If they read the strategic context correctly, they may experience a good fit if they adopt the appropriate leadership approach.

The CAO's leadership preferences are also subjectively dependent on the expected outcomes of the CAO. Equally important is the need for a CAO to have the depth of leadership competencies to draw on for different situations. This behavioural complexity; picking the right leadership approach is perhaps the most important requisite of a CAO to be an effective situational leader – the right leadership competencies for the prevailing strategic situation.

A CAO may use the appropriate leadership competencies for the correct interpretation of strategic contingencies, but still be unsuccessful. This study has relied on CAO perceptions to build and test instruments to measure leadership preferences and strategic perspectives. Their success is dependent on their situational leadership alignment with the expectations of council. This study offers promise to be expanded to include council views to more thoroughly understand the full nature of the CAO strategic leadership phenomena. In the meantime, it provides a framework for further research and implications to CAOs and local government contained in the next chapter.

Chapter 11 Study Implications

This chapter summarizes implications derived from the CAO survey and CAO interview analyses. The survey data can be analysed in more ways than were undertaken for this dissertation, and the considerations offered are limited to those based on the relationship of CAO strategic perspectives with leadership preferences. Section one offers key recommendations derived from the study for organizational and CAO consideration in the pursuit of local government excellence. Section two provides suggestions for the further use of the study's methodologies and instruments as well areas for further study not addressed or raised in this study.

Implications for Practice

The study provides evidence that strategic context, positional role and personal leadership style impact how a CAO determines what leadership approach is required to be effective. This cognitive process has consequences for the incumbent CAO's private comfort, personal growth and success. A good situational leadership fit is a precursor to positive political/administrative relations and strategic results. Understanding the CAO leadership role also helps the profession to enhance local government management training opportunities, succession planning and management values.

The CAO

At the heart of this study was an interest in the success of the CAO. The strategic context is in constant flux, such that, no one leadership approach can be said to guarantee success. It is behavioural complexity that is at the root of effective leadership adaptation,

enabling the CAO to select appropriate leadership competencies for different situations (Denison et al. 1995: 526). Matching strategic contexts to leadership capacities would be exhaustive as well as a flawed exercise to prescribe appropriate situational leadership approaches. Four key CAO leadership approaches are offered, based on the researcher's overall assimilation of study results.

Competence in each sets up the CAO to be an effective situational leader capable of adapting to various strategic contexts. In the final analysis, behavioural complexity is the implicit ultimate competency that determines CAO success. It can not be measured alone since it is the cumulative result of perceived alignment of the CAO leadership approach to the prevailing strategic context and with council expectations.

The Strategic Approach

The study demonstrated the complexity and implications of dynamic change that pose *reactive* and *proactive* strategic contexts. CAOs must interpret and respond to strategic contingencies to effectively position the organization within its strategic context. Consequently, CAOs must differentiate between the administratively biased aspirations exhibited in the study and actual priorities of the organization to be effective.

The successful strategist develops an organizational roadmap for managing strategic imperatives with limited resources. A continuous process is used with council to scan, understand and select strategic areas for attention. It often involves stakeholder consultation and public engagement to legitimize the resource allocation decisions. Good strategy creates result-oriented action that can be monitored within a cyclical process.

Surveyed CAO observations suggested councils do not spend enough time (18%) in the strategic direction sphere. Yet a shared sense of organizational purpose was of utmost

importance to CAOs in 2000 and 2008, as well as elected officials in 2000. Not surprisingly, terminated CAOs referred to being on a different page than council – a symptom of, or prompt for, council/staff conflict as top ranked strategic contingency in Canada.

A strategic deficit leads to CAO role dissonance and council/CAO conflict. Councils that are not strategic might be active in the administrative realm, diverting CAO attention from strategic imperatives, or council might simply abdicate this responsibility to the CAO. Strategic councils usually rely on the CAO to address complex community issues. For those that don't, the CAO often needs to employ means to advance administrative interests. In all these cases, it is the strategist role in the political realm that separates the CAO from managers involved in tactical decisions (Drucker, 1955).

The strategist relies on *VISIONARY* and *DIRECTOR* leadership capacities. CAOs employ systems thinking to integrate vast amounts of information from organizational and community stakeholders. Internal and external partnerships are developed by creating a shared vision. These *people-centred* functions place the CAO close to council's responsibility for long-term organizational and community sustainability – hence the need for political astuteness to avoid political/administrative conflict.

The strategist also takes on *task-centred* leadership required for achieving results. They translate plans into action plans. Either directly or indirectly, they ensure client satisfaction to meet council's expectations. The CAO not only requires political savvy and strategic skills, but a strong sense of professional values and public service to facilitate strategic directions at the political/administrative apex (Self: 1972:150).

The Collaborative Approach

The CAO operates at the junction of the political structure and production system. This position exposes them to interactions with external interests and community constituents, just like elected officials. At the same time, they oversee operations involving managerial and operational staff. They must adjust their style to motivate both internal and external stakeholders for organizational support or action.

Effective collaborators work with diverse interests to formulate a common aim. They help people overcome conflicts to share resources and achieve what no single entity can by itself. Long-term relationships result in mutual benefits. High confidence in the CAO motivates people to overcome barriers to and difficulties for sustaining services, functions or programs because they have confidence in the leader.

Facilitation was the most frequent leadership competency mentioned by CAOs for aspiring CAOs. More so by experienced (> 10 years) CAOs, indicating a key leadership competency gap between new and experienced CAOs. Interestingly, diminished importance for cooperative outcomes – partnerships, role clarity and government relations – runs counter the prevalent need for finding new ways to offer services (Cayer, 1993: 109). Either these cooperation concepts are not strategic imperatives yet, or CAOs lack proficiency and therefore a preference for facilitation skills.

The collaborative CAO pursues *FACILITATOR* and *BUILDER* leadership capacities to achieve results through others. Their strong interpersonal relations acumen is based on *people-centred* behaviours valued by others. They facilitate processes to achieve consensus and mobilize resources to achieve desired results.

Task-centred outcomes are the reason to build collaborative partnerships in response to organizational and community needs. In either the *task* or *people-centred* leadership style, CAOs build trust whether it is with staff, council or external interests. They mobilize resources and do not have a direct role in service production or project management. Interviewed CAOs reported this facilitative, rather than supervisory, role is a difficult transition in moving from an operational manager to CAO role.

The Advisory Approach

The CAO is involved in the political realm for different reasons. As a valued resource, council seeks their advice on complex policy matters. Or, the CAO enters this arena to advance administrative interests and influence council decisions, or assume a political responsibility vacuum created by a dysfunctional or disinterested council. All of these roles require political astuteness to sustain positive council/staff relations.

At the 2008 Chief Elected Official Forum, hosted by the Union of Nova Scotia Municipalities (UNSM) and facilitated by the researcher, Mayors and Wardens identified several attributes for the CAO's role in policy making.¹ The CAO should ensure council receives adequate information for an informed debate, and their recommendations must be objective. Equally important, council needs to see action and results that are in line with its decisions. These prerequisites are necessary for council confidence to permit the CAO to even act in the political realm, and how the CAO acts determines his or her role.

The CAO's basic positional imperative is to ensure harmonious and productive operation. Failure to do so causes council to enter the administrative realm requiring the CAO to take action to meet performance expectations. Council satisfaction with CAO management is a precursor to its confidence required for the CAO to assume the strategist

and collaborator roles. The CAO then decides when and how he or she will assume functions in the political realm. Whether the CAO's actions meet council expectations determines the appropriateness of his or her leadership role.

The advisor role is based on a solid CAO track record in performing the *PRODUCER* and *MANAGER* leadership capacities in the administrative realm. Regardless of the size of organization, the CAO directly or indirectly oversees the coordination of resources and activities for service delivery. They establish a *task*-centred process for making operational decisions that are consistent with organizational priorities. Quality service is the bastion of local government's *raison d'être* and the CAO must ensure constituent satisfaction to avoid political intervention in operations and to gain council confidence.

The CAO cannot directly provide all services, and organizational success is dependent on motivating people. They build harmonious internal relations so that complex systems and multiple projects can be undertaken simultaneously. This *people*-centred role is universal to all leaders for sustainable organizations. Yet, it is interesting to note that, many interviewed CAO mentioned human relations as an area for more attention. It would appear that service delivery burdens in smaller organizations, or council expectations amidst high political activity, draw CAOs away from a leadership preference for attending to the human needs of their organization.

The Personal Approach

No matter what the strategic context, local government characteristics or other factors that affect the CAO, there is always a common element – the leader themselves. The personal success of an incumbent is dependent on their ability to realize their own

values and enjoy both their personal and professional life. Often called personal mastery (Senge, 1990), a keen sense of personal awareness is the building block to becoming an effective person to assume the strategist, advisory and collaborative approaches.

Situational leadership is a social process that is not deterministic, but subject to the personal confidence, positional biases and professional values of the CAO.

CAOs who reported that they enjoyed their job mentioned several key factors and associated outcomes. Positive political relations, in particular with the chief elected official, contributed highly to job satisfaction. At the same time, good working relations with subordinates and staff made them feel part of a positive workplace. A reasonable workload enabled them to be strategic, handle peak stress periods and enjoy personal and family time. Having and, equally important, achieving strategic performance benchmarks helped them feel like they were making a leadership difference.

Interviews with CAOs and others revealed there are CAOs exhausted from unreasonable workloads and not able to enjoy life. Some burn out and leave their employer or the profession. Those who lack confidence in their political relations fail to offer objective advice or buffer staff from political interventions because they fear termination by council. Some have stopped learning to effectively help their organization deal with change. Many have adjusted by simply not assuming the appropriate leadership role to the detriment of their community, local government and profession.

The personal approach involves the *MENTOR* and *ENTREPRENEUR*. *People-centred* leadership starts with knowing one's own strengths and weaknesses. It requires lifelong learning to consistently demonstrate quality leadership behaviours and

effectively communicate with others. It also means helping others through coaching and sharing leadership to enhance organizational leadership capacity beyond their office.

Personal mastery also involves personal accountability for results. Leaders have followers because they have credibility. They have a favourable *task*-centred track record for being productive and knowledgeable about the business of local government. As a CAO, they are effective in leveraging resources and creating an innovative work environment that fosters innovative thinking.

These leadership approaches reflect the requisite leadership competency variety to meet the paradoxical aspects of local government leadership (Ashby, 1952; and Denison et al, 1995). Behavioural complexity does not guarantee a CAO will use perfect judgment to apply the right approach for the prevailing situation. It merely means they have the capacity to do so. Appropriately, situational leadership is also dependent on designing and using appropriate local government systems and governance practices.

Local Government

The CAO is in a position to affect, not just be subject to, factors that influence situational leadership fit. Organizational effectiveness requires them to employ strategic processes for aligning organizational actions and directions with the prevailing strategic context. The CAO can shape organizational practices to ensure internal harmony among human and production systems. Ultimately, they need to monitor the appropriateness of their leadership approach to achieve favourable political relations.

Strategic Processes

The study has demonstrated that the strategic context has an impact on the CAO leadership approaches. This means CAOs need to have good processes to identify and interpret strategic influences, regardless of the organization's characteristics. At the same time, they are accountable for achieving strategic results.

Many CAOs indicated councils set strategic directions only within the annual budget. Administration prepares a budget based on its understanding of strategic directions, leaving the CAO very vulnerable. If the budget is aligned with council's view, they look like they are running the show. If not, they do not appear very effective. Better practices require council setting pre-budget priorities and/or developing a strategic plan.

A first step in strategic planning is identifying the significant influences affecting the local government. A quick scanning method involves facilitation, team building and interpersonal skills to identify matters facing the organization and community. It is a *reactive, task-centred* approach that may not capture the strategic context. A more comprehensive process requires visioning, partnering and political acumen to involve stakeholders in creating a community vision and then conducting the environmental scan. It focuses on longer term thinking as a more *proactive, people centred* approach.

In either the issue identification or visioning process, the key leadership consideration is to sell the strategic planning effort. Many CAOs commented that their organization has visioning fatigue – lots of planning but no action. On the other hand, a short-term focus on action denies discussion about longer term possibilities. The effective CAO needs to engage council and appropriate stakeholders in a process that pursues a preferred future that leads to action and results.

A list of goals is often considered strategic by some local governments. These statements, without clear political expectations, offer little guidance for resource deployment and are often displaced or misinterpreted. It is CAO problem solving, creative thinking, and risk assessment efforts to define council expectations that pay dividends for role co-alignment. The traditional dichotomy is upheld with council setting direction and the CAO providing advice, thereby legitimizing the CAO's strategic role.

Clarifying political expectations is a continuous effort. At a 2009 roles and responsibilities session, conducted by the researcher for the Union of British Columbia Municipalities (UBCM), participants identified quality of staff recommendations as a key determinant of political confidence.² The CAO is the political advice conduit, but their vetting is only as good as the clarity of council's expectations. Good practices avoid staff guessing wrongly or, worse, seemingly directing council in its staff reports.

Equally important for political confidence, UBCM session participants mentioned strategy implementation. Failure to follow-up on council resolutions results in elected officials feeling that administration is either incompetent or purposely ignoring council directions. The CAO needs to ensure organizational accountability for and to keep council informed on follow-up, progress and results.

The effective CAO must be a strategic facilitator of council, so that it can provide strategic direction to administration. The significant point here is that the CAO does not create strategy – they employ a facilitative leadership style to help council to interpret environmental influences and reconcile competing interests to establish a shared council vision. At the same time, they need to ensure organizational performance requiring a *people/task* leadership duality.

Organizational Performance

The CAO's situational fit with the strategic context is also dependent on internal harmony among internal systems. His or her role is rooted in overseeing administrative capacity to achieve organizational aims, in particular service delivery. To a large degree, their success is dependent on aligning staff aspirations with organizational goals.

Regardless of organizational size, effective and efficient service delivery is the cornerstone of a local government's *raison d'être*. Consequently, the CAO is at the crossroads of a persistent debate that straddles the political/administrative divide. On one hand, they must help council to assess and determine community service needs. On the other hand, they must ensure quality and reliable services.

Most of the local governments that the researcher has worked with over the last two years have a concern regarding organizational capacity.³ It is not enough to be strategic – an organization must have the capacity to successfully actually respond to strategic imperatives to be effective. There are two implications here for the situational leadership role – administrative capacity and strategic realities.

CAO interviews pointed to political interference in service delivery as a frequent leadership challenge. The 2008 UNSM Chief Elected Official Forum participants said a lack of strategic focus or operational confidence caused this incursion.¹ If the CAO does not facilitate strategic direction activity, council will likely get involved in service delivery because of the collective interests of councillors to gain political capital and feel like they are making a difference. Consequently, the administrative realm becomes politicized and political astuteness is required for activity even in the administrative realm to buffer the service delivery system from political interference.

The lack of council confidence can cause a conscious political entry into the administrative realm. If council does not feel the organization is effective it may require rigorous administrative reporting, arrange a third party organizational audit or terminate the CAO. The successful CAO uses performance monitoring, communication and resource coordination efforts to maximize organizational efficiency, and more importantly ensure council is informed in this regard.

The most salient point about the impact of organizational performance on the CAO's leadership role is council confidence. Council enters the administrative realm if it is concerned about organizational effectiveness. This not only politicizes operations but limits the CAO's ability to enter the political realm. Organizational effectiveness is not only the result of service delivery, but internal human dynamics as well.

The researcher more often than not has observed a clear delineation of council and CAO roles regarding personnel matters. Consequently, it is quite problematic when council is aware of staff concerns. The CAO must use interpersonal, motivational and team building skills to achieve a healthy and productive work environment that provides council confidence in the CAO.

This study indicates council interest in services or political activity draw the CAO from human relation activities - a leadership omission. The researcher has observed increased political interest in staff morale which is an element of the top ranked strategic contingency - council/staff relations. This is positive in that it supports CAO efforts to focus more on the human element. Conversely if is not addressed by the CAO, it will be a reason for political entry into the administrative realm or CAO dismissal.

Political Relations

The administrative/political interface for the CAO revolves around role co-alignment. To this point the leadership suggestions have focused on competencies related to organizing and directing internal systems so the organization is favourably aligned with a correct CAO view of the prevailing environment. But a good CAO leadership fit is not only subject to the strategic context. The CAO interviews and survey point to meeting political expectations as the second component of appropriate situational leadership.

Meeting council expectations is problematic. If the CAO is just a servant of political aspirations they may renege on public management values to serve the public interest or protect staff from political interference. If they distance themselves too far from council's expectations then their role may be too constrained to realize its true societal value or be terminated. Aside from strategic alignment, the successful CAO needs to be able to align leader behaviours to council expectations.

Herein lies the prompt for this inquiry – how does a CAO achieve an appropriate leadership style? In the researcher's work with over 300 local governments he has observed very few have an effective CAO appraisal system. Political expectations are not shared, articulated or discussed and evaluations are not done.

If they are done, they frequently focus only on strategic results, not leadership outcomes. The consequences are grave, a CAO's failure to meet latent political expectations erode council/staff relations. The effective CAO needs to have a means to know and monitor political expectations concerning their leadership behaviour as much as their strategic accomplishments. In short, a CAO can be an effective strategist but lack the political astuteness to gain council's confidence.

A best practice for council/CAO relations is to develop a set of leadership success indicators with observable behaviours. Using this study's core CAO leadership competencies, a CAO and council could discuss what success looks like for *Builds trust*, *Ensures Accountability* and so on. This CAO leadership scorecard could be used on a regular basis for council to give the CAO feedback on what is often the more illusive behavioural aspects of the CAO leadership role. CAO success indicators can also prompt discussion about council's role to constantly monitor the acknowledged political/administrative duality of contemporary local government.

Appraisal efforts are most worthwhile if CAOs have the mindset to make leadership adjustments, otherwise they become grounds for constructive dismissal. The CAO must adopt a lifelong learning approach to seek, understand and act on their leadership strengths and weaknesses. Again the CAO leadership profile could be further developed with success indicators for self-assessment, staff feedback or peer input. CAO success may be council-determined but a CAO's behavioural complexity development rests with the incumbent.

The CAO leadership profile could also be further developed for council use in recruiting a CAO. All too often the researcher has observed that councils hire very competent line managers as CAOs. Political discussions about expectations beyond professional qualifications would enable council to articulate what kind of CAO would fit with its expectations and the prevailing strategic context. Council agreement on CAO expectations would enhance role clarity. A subsequent good fit candidate may lead to a foundation for positive council/staff relations and opportunities for CAO success in a leadership role that is deemed 'appropriate'.

Summary – Implications for Practice

The implications for practice to this point have focused on local government applications. There are implications to other related interests. The CAO leadership profile provides a basis for enhanced professional training. The findings indicate municipal associations should give attention to improving council/CAO role co-alignment.

CAO interviews, discussions with municipal associations and a review of local government curriculums in Canada revealed there was not much training in the critical CAO skills - *Political astuteness* and *Contributing to effective governance* (see Appendix 7.2). These leadership competencies are a result of the CAO's role in the political realm or council's activity in the administrative realm. Professional development programs for aspiring CAOs need to expose them to an understanding of and strategies for dealing with council. This would include topics such as understanding elected official needs, developing good governance processes, building political confidence and obtaining council feedback as well as skills to influence others, active listen, facilitate shared aims and achieve consensus.

While there are theoretical aspects to this political role, most CAOs acknowledge that you learn political savvy through experience. This means applied learning is a key requirement to equip CAOs with tools and strategies to ensure behavioural complexity in the political realm. It also suggests that incumbent CAOs have a role in providing their managers with council interaction experiences and coaching to be successful in the CAO role.

Of course the political/administrative interface is a two-way street and the CAO leadership profiles and CAO leadership role matrix can also be used to expose elected

officials to the CAO situational leadership phenomena. A better political understanding might lead to enhanced role co-alignment and realistic expectations of the CAO. The same can be said for staff training so that staff appreciates the leadership role duality of the CAO in the political and administrative role. The body of knowledge in this area is deficient and further research is required to provide applied insights.

Implications for Research

The methodological approach of the study involved an empirical survey and interpretive interview. Suggestions are offered to improve study's survey instruments for further use. Ways to enhance the body of knowledge concerning the situational leadership phenomena of CAOs in local government are also provided. Methods are suggested the empirical - interpretive linkage for triangulation and explanatory purposes.

Use of a strategic contingencies questionnaire offers insights concerning its design, application and analysis and the study of a local government's strategic context. The same considerations apply to the future use of the leadership competencies questionnaire to study the CAO leadership approach. The implications for further research come about in how the study examined the situational leadership phenomena.

Strategic Contingencies

The CAO survey instrument was a practical, reliable and theoretically relevant means to examine strategic perspectives. Strategic contingencies change over time and its content may need to be updated or changed address translational fidelity. If used in a local government setting other than Canada its content may need to be adjusted to ensure consistent respondent understanding. It can be updated by a panel of experts, pilot survey

or focus group but it is essential that a sample of the targeted CAO population be used. Substantial strategic contingency content changes may cause the strategic context matrix to be a poor representation of the data for interpretive purposes.

The CAO interview and dual rating scheme validated the study findings by triangulating the results. These methods also help the researcher to truly understand the empirical findings by providing subject-based insights to factors that affect CAO strategic perspectives. Both of these aims endeavour to reduce research design or researcher bias to get at the true nature of CAO views toward their strategic context.

The use of contemporary strategic contingencies leads to a restricted range of means which constrained multivariate analyses. This is an inherent limitation and including day-to-day matters would change the nature of the inquiry and change the factor structure. This is the key dilemma for making sure the content is relevant and yet retain the integrity of the strategic contexts to facilitate economic and comparative analysis of the strategic context in local government.

The study focused on CAO perceptions only. The 2000 survey demonstrated its suitability for use with elected officials and local government staff. Further use among these local government actors would generate confidence to make broader generalizations concerning local government, rather than just CAO perceptions. Bespoke uses within different local governments would build a body of knowledge to better understand the different strategic contexts of local government.

Leadership Competencies

The leadership competencies questionnaire also proved to be a reliable and meaningful means to examine leadership preferences. It would also benefit from efforts

to ensure relevance and triangulate results for reliable and meaningful insights in future uses. The most significant aspect of this instrument is its demonstrated capacity to produce a differentiated CAO leadership profile from other local government managerial positions and public sector leaders. Otherwise any leadership model could be used.

Repeated uses are required to see if its factor structure is stable among CAO applications. A robust leadership framework would enhance its reliability to economically portray different leadership approaches. Again the CAO interviews are an essential element to interpret the empirical results and understand leadership preferences.

Situational Leadership

The two survey instruments each provide useful insights to local government and leadership but it is the economic correlation of survey results that enables exploration of the situational leadership phenomena. In particular, the validated constructs provide a theoretical foundation to interpret both quantitative and qualitative data.

The strategic context matrix and local government leadership model rely on empirical verification in the survey data. Use of the core functions chart relies on CAO interview data which could easily be obtained in the questionnaire format. The leadership styles matrix is dependent on the interview method. Given the CAO survey and CAO interview are required; attention needs to be given to correlating submissions.

Cross referencing was a shortcoming of this study, since the researcher could not link the leadership preferences and strategic perspectives of an individual. Better identity codification during data entry would permit a more detailed examination of differences, in particular outliers. This practice would enable more strategic selection of interview

candidates with significant leadership differences. This procedure is also required to link the CAO interview information with an interviewee's empirical data folio.

This study clearly shows the need to obtain elected official insights as part of the situational leadership triptych. Do elected officials see the strategic context differently than the CAO? If they are not aligned, this is a precursor to potential role dissonance. If they are aligned, that is not enough for role co-alignment. Do elected officials have the same leadership expectations of the CAO as the incumbent? The direct linkage is critical and a future study in this regard would need to match a CAO with his or her council to obtain meaningful insights.

The CAO Leadership Role

This study is located at the cross roads of local government and leadership research. There are matters not addressed and questions raised that are beyond the scope of this study or even further use of the study methodology or instruments. These primarily related to the underlying premise of the study - to contribute to the enhancement of CAO and local government success.

The study focused on CAO perceptions related to the strategic context and leadership approach. Professional norms, internal relations, community stakeholder power, government mandate, resource availability and organizational practices are likely to other elements of the strategic context that affect how the CAO sees the environment in which they act. Personal values, individual personalities and behavioral complexity are other possible mediating variables to strategic perspectives and or leadership preferences.

Each element contains more considerations to thoroughly examine the situational leadership phenomena.

The study has centred on one means to examine situational leadership in terms of CAO alignment with the prevailing environment. The cultural context approach would lead toward an examination of the strategic perspectives, power and needs of community stakeholders. Consideration of political relations directs us toward governance structures, political power and the political/administrative interface. There are other means to understand the context in which the CAO operates.

Leadership competencies are one way to look at leadership. The trait approach would involve the use of various psychometric instruments to understand the intrinsic behaviours or motivations that shape leadership style. The group leadership theory directs attention to obtaining the views of others to gauge the effectiveness of a leader. There are many research-based and organic methodologies to understand leadership

These above approaches are often static and an action learning approach would involve assessing the impact of efforts to enhance CAO success. Following a leadership assessment, training or coaching could take place and further assessments would lead to enhanced CAO performance. Further, study is required to develop tools for CAOs to assessment and develop their situational leadership capacity or behavioural complexity.

The study demonstrated that CAO situational leadership is not a one way street between the CAO and the strategic context. Organizational practices such as strategic planning, resource allocation and human resource management aid the CAO to adapt to situations. As well, council plays a major part in the CAO's role co-alignment and success. This position can also be better understood when the roles of council, managers

or staff are well known. More examination is required to determine how to improve organizational roles and systems to complement the contemporary role of the CAO.

Chapter 11 Endnotes

1. *At the 2008 CEO Forum hosted by the Union of Nova Scotia Municipalities and facilitated by the researcher the participants identified the key success indicators for CAO acting in each of the four quadrants of the core functions chart.*
2. *The researcher generated a list of factors that elected officials attending the Newly Elected and Returning Officials session hosted by the Union of British Columbia Municipalities.*
3. *The topic of organizational or service capacity was on 38 of 55 strategic planning sessions conducted by the researcher from September 2008 to June 2009.*

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NATIONAL CAO SURVEY INSTRUMENT

(hard copy of web site content)

If you are a principal appointed officer in a local, regional or aboriginal government, please provide your views on the leadership requirements of successful Chief Administrative Officers (CAO).

The CAO is critical to organizational effectiveness in meeting community needs. Yet there is little guidance available on the leadership competencies of successful CAOs. This study will examine the relationship strategic issues you are facing with your leadership competency preferences.

The survey will take about 20 minutes to complete.

1. The first part asks you for some information about yourself and your organization.
2. The second part asks about strategic issues and opportunities that you are facing.
3. The third solicits your views on leadership competencies for a CAO
4. Lastly, you are asked if you would participate in a follow-up telephone interview

The research outcomes will be shared with municipal associations for their consideration in developing local government leadership capacity. The overall study outcomes to be available through municipal association web sites, articles and direct requests will help councils articulate expectations of the CAO; guide aspiring and current CAO professional development efforts; and provide organization's with tools for performance coaching and succession planning.

Your name cannot be connected to your answers in any way so your input will remain confidential. The submission deadline is January 31, 2008. By completing and submitting the questionnaire, your free and informed consent is implied and indicates you understand the conditions of your participation in the study and that you have had an opportunity to have your questions answered by the researcher.

I will be analyzing the results as part of my doctorate studies at the School of Public Administration, University of Victoria. You may verify the ethical approval of this study, or raise any concerns you might have, by contacting the Human Research Ethics Office at the University of Victoria at (250) 472-4362 or ethics@uvic.ca. If you have any questions about the study please contact me at ga.mcintosh@shaw.ca or (250) 655-7455.

Thank you in advance for participating in this most important and timely examination of local government leadership.

PLEASE FILL OUT ALL QUESTIONS

1. BACKGROUND

PERSONAL - Please insert appropriate number in end column

QUESTION	RESPONSE OPTIONS				Answer
GENDER	1. Male	2. Female			
AGE	1. Under 31	2. 32 to 43	3. 44 to 55	3. Over 55	
EDUCATION	1. High School	2. Certificate / Diploma	3. Undergraduate	4. Graduate Degree	
WORK EXPERIENCE	1. All local government	2. Some public or NGO sector	3. Some private sector	4. All sectors	
CAO EXPERIENCE	1. Under 2 years	2. 2 to 5 years	3. 5 to 10 years	4. Over 10 years	

ORGANIZATIONAL - Please insert appropriate number in end column

QUESTION	RESPONSE OPTIONS												
STRUCTURE	1. Regional – County or Regional							2. Local – Municipality					
POPULATION	Under 3,000				3,000 to 10,000			10,000 to 50,000			Over 50,000		
REGION	1. B C	2. Y K	3. AB	4. N W T	5. SK	6. MB	7. N T	8. ON	9. PQ	10. NB	11. NS	12. PEI	13. NF
TYPE	1. Mostly Urban				2. Urban Some Rural			3. Mostly Rural			4. Rural/Some Urban		
STAFF	1. Under 20				3. 20 to 100			4. 100 to 500			4. Over 500		
COUNCIL	1. Less than 5				2. 5 to 10			3. 11 to 20			4. Over 20		
ELECTORAL SYSTEM	1. Political Parties/ At large				2. At large System			3. Ward System			4. Political Parties/Wards		

2. STRATEGIC CONTINGENCIES QUESTIONNAIRE

Please indicate the importance of each statement on the next page by:

1. Circling **1. Not Important** to **5. Extremely Important** for each item.
2. Indicating the four **most urgent** items for your organization to address.

ISSUE	Low			High	
1. Strengthening Leadership Principles & Skills	1	2	3	4	5
2. Creating a Vision for the Future	1	2	3	4	5
3. Facilitating Effective Internal Communication	1	2	3	4	5
4. Protecting the Environment	1	2	3	4	5
5. Developing relations with First Nations	1	2	3	4	5
6. Improving Council/Staff Relations	1	2	3	4	5
7. Obtaining Public Involvement in Decisions	1	2	3	4	5
8. Facilitating Processes to Manage Change	1	2	3	4	5
9. Providing a Positive Internal Work Environment	1	2	3	4	5
10. Enhancing Public Perception of Government	1	2	3	4	5
11. Developing & Implementing Action Plans	1	2	3	4	5
12. Balancing Work & Personal Lives	1	2	3	4	5
13. Controlling Growth & Development Sprawl	1	2	3	4	5
14. Addressing Sensitive Issues in a Timely Manner	1	2	3	4	5
15. Maximizing the Utility of Technology	1	2	3	4	5
16. Clarifying Civic Roles and Responsibilities	1	2	3	4	5
17. Dealing with Government Downloading	1	2	3	4	5
18. Expanding User Pay for Services	1	2	3	4	5
19. Examining Amalgamation of Local Governments	1	2	3	4	5
20. Replacing 'Existing' Infrastructure & Facilities	1	2	3	4	5
21. Promoting New Economic Development	1	2	3	4	5
22. Ensuring Accountability for Property Tax	1	2	3	4	5

	Low			High	
23. Managing Solid & Liquid Waste	1	2	3	4	5
24. Enhancing Tourism Opportunities	1	2	3	4	5
25. Ensuring Transparent & Effective Decisions	1	2	3	4	5
26. Managing Natural Resources	1	2	3	4	5
27. Determining Short to Longer Terms Directions	1	2	3	4	5
28. Dealing with Community Safety & Crime Issues	1	2	3	4	5
29. Evaluating Service Delivery	1	2	3	4	5
30. Establishing & Sticking to Priorities	1	2	3	4	5
31. Facilitating Public/Private Partnerships	1	2	3	4	5
32. Retaining 'Existing' Local Businesses	1	2	3	4	5
33. Working Cooperatively with Province	1	2	3	4	5
34. Maximizing Employee Work Performance	1	2	3	4	5
35. Determining Community Needs	1	2	3	4	5
36. Nurturing Community Spirit & Pride	1	2	3	4	5
37. Providing Organizational Training Opportunities	1	2	3	4	5
38. Promoting Growth	1	2	3	4	5
39. Developing New Infrastructure & Facilities	1	2	3	4	5
40. Exploring Revenue Generating Opportunities	1	2	3	4	5
41. Ensuring Water Quality & Supply	1	2	3	4	5
42. Promoting Inter-Local Government Relations	1	2	3	4	5
43. Dealing with Poverty & Housing Needs	1	2	3	4	5
44. Defining the Core Services of Local Government	1	2	3	4	5
45. Facilitating Healthy Lifestyle Activities	1	2	3	4	5

Please list the four **most urgent** items from this list of 45 items you are facing now:

1. # _____
2. # _____
3. # _____
4. # _____

Are there any other strategic issues or opportunities facing your organization that were not listed in this questionnaire?

3. LEADERSHIP COMPETENCIES QUESTIONNAIRE

PLEASE FILL OUT ALL QUESTIONS

1 – Not Important to 5 – Extremely Important

1. KNOWING YOURSELF AND OTHERS	1	2	3	4	5
	L				H
1. Demonstrates Consistent Behaviour – <i>lives good personal values</i>					
2. Communicates Clearly – <i>written, verbal & nonverbal</i>					
3. Exhibits Personal Life Balance – <i>work, family & self</i>					
4. Pursues Lifelong Learning – <i>seeks new knowledge & feedback</i>					
5. Is Credible - <i>integrity & trustworthy</i>					
6. Celebrates Success – <i>recognizes others & accomplishments</i>					
Additional: _____					
Please list the two most important competencies from above for an effective CAO:					
1. _____					
2. _____					

2. DEALING WITH OTHERS	1	2	3	4	5
	L				H
1. Builds Trust – <i>exhibits value-based approach</i>					
2. Listens Actively – <i>seeks to understand others</i>					
3. Values Others – <i>respects diverse views & personalities</i>					
4. Builds Interpersonal Relations – <i>establishes rapport with others</i>					
5. Builds Consensus – <i>facilitates agreement among interests</i>					
6. Takes Neutral Approach – <i>is objective in making decisions</i>					
Additional: _____					
Please list the two most important competencies from above for an effective CAO:					
1. _____					
2. _____					

3. WORKING WITH OTHERS	1	2	3	4	5
	L				H
1. Builds Effective Teams – <i>establishes positive culture</i>					
2. Articulates Clear Expectations – <i>describes success & outcomes</i>					
3. Coaches Others Effectively – <i>demonstrates personal competence</i>					
4. Shares Leadership – <i>clarifies roles & responsibilities</i>					
5. Takes Initiative – <i>has a willingness to act</i>					
6. Facilitates Goal Alignment – <i>links personal & organizational aims</i>					
Additional: _____					
Please list the two most important competencies from above for an effective CAO:					
1. _____					
2. _____					

4. DELIVERING QUALITY SERVICES	1	2	3	4	5
	L				H
1. Pursues Delivery Alternatives – <i>thinks creatively about options</i>					
2. Assesses Client Needs – <i>strives to be responsive</i>					
3. Coordinates Resources & Activities – <i>maximizes productivity</i>					
4. Sets Priorities – <i>manages competing demands</i>					
5. Leverages Technology – <i>maximizes operational efficiency</i>					
6. Focuses on Results – <i>measures outputs & outcomes</i>					
Additional: _____					
Please list the two most important competencies from above for an effective CAO:					
1. _____					
2. _____					

5. GETTING THINGS DONE	1	2	3	4	5
	L				H
1. Leverages Resources – <i>creative acquisition & allocation</i>					
2. Translates Plans into Action – <i>sets timeframes & targets</i>					
3. Facilitates Effective Decisions – <i>information & options analysis</i>					
4. Delegates Responsibility Effectively – <i>supervises others</i>					
5. Simplifies Complex Processes – <i>takes a systems approach</i>					
6. Manages Multiple Projects – <i>determines sequence of activities</i>					
Additional: _____					
Please list the two most important competencies from above for an effective CAO:					
1. _____					
2. _____					

6. SEEING THE BIG PICTURE - VISIONARY	1	2	3	4	5
	L				H
1. Creates Shared Vision – <i>develops a cooperative spirit</i>					
2. Encourages Innovation – <i>thinks creatively</i>					
3. Builds Internal Cooperation – <i>links internal functions & teams</i>					
4. Acts with Passion – <i>believes in what they are doing</i>					
5. Manages Uncertainty – <i>builds comfort in dealing with change</i>					
6. Takes a Proactive Approach – <i>scans for & seeks opportunities</i>					
Additional: _____					
Please list the two most important competencies from above for an effective CAO:					
1. _____					
2. _____					

7. ACHIEVING ORGANIZATIONAL SUCCESS	1	2	3	4	5
	L				H
1. Pursues Calculated Risks – <i>take an entrepreneurial approach</i>					
2. Promotes Continuous Innovation – <i>regular reviews operations</i>					
3. Demonstrates Client Orientation – <i>focuses on the customer</i>					
4. Responds to Needs/Gaps – <i>assesses desires & needs</i>					
5. Ensures Accountability – <i>takes a business-like approach</i>					
6. Markets Effectively – <i>promotes services & products</i>					
Additional: _____					
Please list the two most important competencies from above for an effective CAO:					
1. _____					
2. _____					

8. BUILDING COMMUNITY CAPACITY	1	2	3	4	5
	L				H
1. Involves Stakeholders – <i>maximizes public participation</i>					
2. Pursues Sustainability – <i>ensures ongoing capacity</i>					
3. Contributes to Effective Governance – <i>provides quality advice</i>					
4. Builds Partnerships – <i>aligns interests with other organizations</i>					
5. Understands Public Interest – <i>distinguishes public vs. private benefit</i>					
6. Politically Astute – <i>excels in political/administrative interface</i>					
Additional: _____					
Please list the two most important competencies from above for an effective CAO:					
1. _____					
2. _____					

THANK YOU!

4. FOLLOW-UP INTERVIEW

I would be willing to participate in the next stage of the study – a 60-minute interview to explore the context for my responses.

Name: _____

Position: _____

Local Government: _____

Email: _____

Telephone: _____

NATIONAL CAO SURVEY REQUEST (Sample)

Dear Janice Wentzell, Executive Director – AMANS
From: Gordon McIntosh – PhD Candidate
Subject: CAO Leadership Survey

I am requesting AMANS's assistance to distribute a Leadership Questionnaire to its CAO members for a study of the leadership competencies of Chief Administrative Officers in local and regional government. I have been a student of local government leadership as CAO, educator and consultant and I am currently pursuing this interest through PhD studies at the University of Victoria.

The CAO is the 'linchpin' between Council and administration as a key determinant of organizational effectiveness to meet community needs. Yet there is little in the way of useful insights so:

- Councils have a framework to evaluate expectations of the CAO
- Aspiring CAOs have a road map for career development efforts
- CAOs have a model for self assessment
- Associations obtain insights to ways to enhance local government

My preliminary research indicates CAO success is dependent on their alignment of leadership skills and behaviours to the strategic needs of the organization. My next stage of research involves operationalizing this notion of 'situational leadership' through two questionnaires to classify:

- the nature of strategic issues and opportunities facing a CAO; and
- a range of attributes associated with local government leadership

I will be analyzing the relationship of strategic contingency perceptions with strategic contingency preferences to see if there are observations that would be useful for further research of and/or use by CAOs in local government.

I would like AMANS to electronically distribute a request to CAO members to complete these questionnaires. I will provide a cover letter and reminder note that directs them to a website for completing the survey. Their contact information and responses would remain confidential. I will prepare analysis of the information in a summary format that may be of interest to your members and AMANS itself for future conference and or training topics. I would be interested to present the results in an interactive plenary session for the 2008 AMANS Conference. To date my requests to Alberta, Ontario, Nova Scotia, Newfoundland, and Manitoba are approved with 3 other association requests currently under consideration. I will conduct this potential national survey in November. I look forward to your positive response as we pursue our mutual interest to make a leadership difference in local government.

Thanks for your consideration

NATIONAL CAO SURVEY NOTICE & REMINDER

NATIONAL CAO SURVEY NOTICE

Dear Chief Administrative Officer

The Association of Municipal Administrators of Nova Scotia encourages local government CAOs to participate in the ***National Local Government Leadership Survey of Chief Administrative Officers*** supported by 17 municipal associations throughout Canada.

This survey examines the relationship of strategic local government issues with your leadership competency preferences. The results will guide council expectations of CAOs, personal professional development and organizational succession planning. Regional outcomes will also help AMANS to develop future leadership training opportunities. It is being conducted by Gordon McIntosh for his doctoral studies at the University of Victoria. If you have any questions, please contact him at ga.mcintosh@shaw.ca or (250) 655-7455.

CAOs, please take 20 minutes by March 19, 2008 to complete the English or French questionnaire on line (right click on your mouse and select 'Open Hyperlink') at:

www.lglinstitute.com/survey

NATIONAL CAO SURVEY REMINDER

If you have not already done so, Chief Administrative Officers are encouraged to submit a CAO Leadership Questionnaire by March 19, 2008 and contribute to a national study of local government leadership. It is part of a doctoral study at the University of Victoria. Please direct any questions to Gordon McIntosh at ga.mcintosh@shaw.ca or (250) 655-7455. Please right click on your mouse and select 'Open Hyperlink' at:

www.lglinstitute.com/survey

CAO INTERVIEW FORMAT

Dear

Thank you for agreeing to complete the '*National Local Government Leadership Survey of Chief Administrative Officers*' questionnaire and to participate in a CAO Leadership Interview that will take about 60 minutes.

1. The first part asks you about various influences on your leadership success.
2. The second asks about leadership competencies to deal with various issues
3. The third identifies Council's and your activities in four government functions
4. The fourth obtains insights to your leadership approach
5. Lastly, you are asked for thoughts affecting the leadership success of a CAO.

The research outcomes will be shared with municipal associations for their consideration in developing local government leadership capacity. The overall study outcomes available through municipal association web sites and articles will help councils to articulate expectations of the CAO; guide aspiring and current CAO professional development efforts; and provide organization's with tools for performance coaching and succession planning.

Your interview insights will be linked to your survey response for analytical purposes only. Your personal response will be confidential. By agreeing to voluntarily participate in a telephone interview, your free and informed consent is implied and indicates you understand the conditions of your participation in the study and that you have had an opportunity to have your questions answered by the researcher. If you wish your interview input to be withdrawn from the study, please advise me within fourteen (14) days of the interview, afterwards your input will be anonymous and not retrievable.

I will be analyzing the results as part of my doctorate studies at the School of Public Administration, University of Victoria. The summary data from this study will be in the public domain through the publication of my dissertation and may be used in the future for comparative purposes beyond my doctoral studies. The data itself will not be accessed for another purpose and will be destroyed upon completion of my dissertation. As well, I am a local government management consultant and may undertake surveys of other populations using the questionnaires developed for this study. You may verify the ethical approval of this study, or raise any concerns you might have, by contacting the University of Victoria at (250) 472-4362 or ethics@uvic.ca.

Thank you in advance for your participation in this most important and timely examination of local government leadership.

Sincerely

Gordon McIntosh

CAO LEADERSHIP INTERVIEW

1. GENERAL INFORMATION

WORK EXPERIENCE (Positions/Years)

Non-local Government _____

Local Government _____

CAO _____

Professional Training _____

HOW DOES COUNCIL NEGATIVELY IMPACT YOUR LEADERSHIP SUCCESS?

1. _____

2. _____

HOW DOES COUNCIL POSITIVELY IMPACT YOUR LEADERSHIP SUCCESS?

1. _____

2. _____

HOW DOES STAFF NEGATIVELY IMPACT YOUR LEADERSHIP SUCCESS?

1. _____

2. _____

HOW DOES STAFF POSITIVELY IMPACT YOUR LEADERSHIP SUCCESS?

1. _____

2. _____

HOW DO THE PUBLIC NEGATIVELY IMPACT YOUR LEADERSHIP SUCCESS?

1. _____

2. _____

HOW DO THE PUBLIC POSITIVELY IMPACT YOUR LEADERSHIP SUCCESS?

1. _____

2. _____

PLEASE SELECT (X) THE BEST DESCRIPTOR FOR YOUR COUNCIL.

1. COOPERATIVELY SHARED POWER AMONG MAYOR/COUNCIL ____

2. COMPETITIVE COUNCIL RELATIONS ____

3. STRONG MAYOR AMONG COOPERATIVE COUNCIL ____

4. STRONG MAYOR AMONG COMPETITIVE COUNCIL ____

PLEASE SELECT (X) THE BEST DESCRIPTOR FOR COUNCIL/STAFF RELATIONS.

1. HIGH STAFF CONFIDENCE & HIGH ROLE CLARITY ____

2. HIGH STAFF CONFIDENCE & LOW ROLE CLARITY ____

3. LOW STAFF CONFIDENCE & HIGH ROLE CLARITY ____

4. LOW STAFF CONFIDENCE & LOW ROLE CLARITY ____

2. **STRATEGIC CONTINGENCIES**

2.1 REACTIVE COMMUNITY CONTINGENCY – Describe one key community issue you have been facing over the last 6 months? (Problem)

What skills, abilities or knowledge helped you to deal with this topic?

1. _____
2. _____

What skills, abilities or knowledge would help you to deal with this topic?

1. _____
2. _____

2.2 PROACTIVE COMMUNITY GOAL – Identify one key community goal that that you would like to achieve over the next 6 months? (Opportunity)

What 2 skills, abilities or knowledge will help you to deal with this topic?

1. _____
2. _____

What skills, abilities or knowledge will you need to work on to deal with this topic?

1. _____
2. _____

2.3 REACTIVE ORGANIZATIONAL CONTINGENCY – Identify one key organizational issue you have been facing over the last 6 months? (Problem)

What 2 skills, abilities or knowledge helped you to deal with this topic?

1. _____
2. _____

What skills, abilities or knowledge would help you to deal with this topic?

1. _____
2. _____

2.4 PROACTIVE ORGANIZATIONAL GOAL – Identify one key organizational goal that that you would like to achieve over the next 6 months? (Opportunity)

What 2 skills, abilities or knowledge will help you to deal with this topic?

1. _____
2. _____

What skills, abilities or knowledge will you need to work on to deal with this topic?

1. _____
2. _____

3. LOCAL GOVERNMENT FUNCTIONS

STRATEGIC DIRECTION Goals Priorities Vision Values	POLICY CHOICES Legislation Budget Policy Contracts
SYSTEMS COORDINATION Personnel Information Financial Resources	SERVICE DELIVERY Schedules Details Production Delivery

What percentage of time do you spend and what activities do you undertake in each of the four local government functions. Please provide the same insights for your Council in each function.

FUNCTION/Activity	CAO	Activity	COUNCIL
STRATEGIC DIRECTION	__ %		__ %
POLICY CHOICES	__ %		__ %
SERVICE DELIVERY	__ %		__ %
SYSTEM MANAGEMENT	__ %		__ %

4. LEADERSHIP APPROACH

<i>STRUCTURAL DIMENSION</i>	<i>ORGANIZATIONAL FOCUS</i>	
	<i>INTERNAL</i>	<i>EXTERNAL</i>
<i>CONTROL</i>	TASK-CENTRED APPROACH	TASK- CENTRED APPROACH
<i>FLEXIBILITY</i>	PEOPLE- CENTRED APPROACH	PEOPLE- CENTRED APPROACH

What types of leadership challenges are typical in each of the 4 above leadership scenarios?

- Internal situations requiring a high degree of control
- Internal situations where you need to be flexible
- External situations requiring a high degree of control
- External situations where you need to be flexible

FUNCTION	INTERNAL FOCUS	EXTERNAL FOCUS
CONTROL		
FLEXIBLE		

What kind of skills or behaviours do you favour or use in each of the 4 leadership scenarios:

FUNCTION	INTERNAL FOCUS	EXTERNAL FOCUS
CONTROL		
FLEXIBLE		

5. OTHER THOUGHTS

ARE THERE ANY OTHER PERSONAL LEADERSHIP COMPETENCIES or SKILLS THAT YOU REQUIRE TO BE MORE SUCCESSFUL (areas for development)?

HOW DO YOU KNOW IF YOU ARE A SUCCESSFUL LEADER RELATIVE TO YOUR SOURCES OF PERFORMANCE FEEDBACK? WHAT ARE THE SUCCESS INDICATORS?

COUNCIL	PUBLIC
STAFF	AGENCIES
FAMILY	OTHER

ANY OTHER THOUGHTS ON THE LEADERSHIP REQUIREMENTS OF A SUCCESSFUL CAO IN LOCAL GOVERNMENT (advice for aspiring CAOs)?

INTERVIEW LIST**CAOs****ATLANTIC CANADA**

NAME - Community	CAO		BKG		GDR		AGE		EDUC		STR		FEA		POP		CL		ST		ESY	
	<	>	N	Y	M	F	Y	O	NU	U	R	M	R	U	<	>	<	>	<	>	A	W
Lewis - Mount Pearl		X			X			X		X		X		X	X		X		X		X	
Turner - Gander	X		X		X			X	X			X		X	X		X		X		X	
	1	1	1	0	2	0	0	2	1	1	0	2	0	2	2	0	2	0	2	0	2	0
Robicheau Kentville		X		X	X			X		X		X		X	X		X		X		X	
Coutinho - Windsor	X			X	X		X			X		X		X	X		X		X		X	
Brideau - Wolfville		X		X	X			X		X		X		X	X		X		X		X	
English - Halifax		X		X	X			X		X		X		X		X		X		X		X
Herrett - Amherst	X			X	X		X			X		X		X	X		X		X		X	
Gushue Yarmouth		X		X	X		X			X		X		X	X		X		X		X	
Fraser - Digby	X			X		X	X		X			X		X	X		X		X		X	
Renton - Lunenburg		X		X		X	X		X			X		X	X		X		X		X	
Smith - Kings Cty		X		X	X			X		X	X		X			X	X		X			X
Bennett - W.Hants		X		X	X			X	X			X		X	X		X		X		X	
McDougal Colches.		X		X	X			X		X		X		X	X		X		X		X	
Lawrence Hantsport		X		X	X		X			X		X		X	X		X		X		X	
MacDonald Glasgow	X			X		X	X		X			X		X	X		X		X		X	
A. Muise - Argyle	X		X		X		X			X		X		X	X		X		X		X	
S. Hudson Victoria C.	X		X		X			X		X	X		X		X		X		X		X	
	6	9	2	13	12	3	7	8	4	11	2	13	2	13	13	2	14	1	14	1	13	2
Cumulative	7	10	3	14	14	3	7	10	5	12	2	15	2	15	15	2	16	1	16	1	15	2
Murphy Summerside		X	X		X			X		X		X		X	X		X		X		X	
D. Smeltzer	X		X		X			X		X		X		X	X		X		X		X	
	1	1	2	0	2	0	0	2	0	2	0	2	0	2	2	0	2	0	2	0	2	0
Cumulative	8	11	5	14	16	3	7	12	5	14	2	17	2	17	17	2	18	1	18	1	17	2
Belleveau - Dieppe	X		X		X			X		X		X		X	X		X		X		X	
Stapleton Fredericton		X		X	X			X		X		X		X		X		X		X		X
Totten - Saint John		X		X	X			X		X		X		X		X		X		X		X
Strang - Moncton		X		X	X			X	X			X		X		X		X		X		X
	1	3	1	3	4	0	0	4	1	3	0	4	0	4	1	3	1	3	1	3	1	3
ATLANTIC CANADA	<u>9</u>	<u>14</u>	<u>6</u>	<u>17</u>	<u>20</u>	<u>3</u>	<u>7</u>	<u>16</u>	<u>6</u>	<u>17</u>	<u>2</u>	<u>21</u>	<u>2</u>	<u>21</u>	<u>18</u>	<u>5</u>	<u>19</u>	<u>4</u>	<u>19</u>	<u>4</u>	<u>19</u>	<u>4</u>

Note: Some variables are truncated.

CENTRAL CANADA

NAME/Community	CAO		BKG		GDR		AGE		ED		STR		FEAT		POP		CL		ST		ES	
	<	>	N	Y	M	F	Y	ONU	U	R	<	>	N	Y	M	F	Y	ONU	U			
Campbell Montrel		X	X	X			X		X	X	X	X	X	X	X	X	X	X				
Johnston S. Isle		X	X	X			X		X	X	X	X	X	X	X	X	X	X				
Sabourin - Aylmer		X	X		X		X	X		X	X	X	X	X	X	X	X	X				
	0	3	1	2	3	0	0	3	1	2	0	3	0	3	1	2	1	2	1	2	0	3
Cumulative	9	17	7	19	23	3	7	19	7	19	2	24	2	24	19	7	20	6	20	6	19	7
M. Mieto- Sudbury		X	X	X			X		X	X	X	X	X	X	X	X	X	X				
Peever Lincoln Cty.		X	X	X			X		X	X	X	X	X	X	X	X	X	X				
Weldon – Rich.Hill		X	X	X			X		X	X	X	X	X	X	X	X	X	X				
Celantano Calland	X			X	X		X		X	X	X	X	X	X	X	X	X	X				
M. Galloway Pelee	X			X	X		X		X	X	X	X	X	X	X	X	X	X				
	2	3	0	5	5	0	1	4	0	5	0	5	0	5	2	3	3	2	3	2	0	5
CENTRAL CANADA	2	6	1	7	8	0	1	7	1	7	0	8	0	8	3	5	4	4	4	4	0	8
TOTAL	11	23	8	26	31	3	8	26	8	26	2	32	2	32	22	12	24	10	24	10	19	15

PRAIRIES and NORTH

Note: Some variables are truncated.

Laubestein Winnip		X		X	X			X		X		X		X		X		X				X
Fenske - Beausejo		X		X	X			X	X			X		X	X		X		X			X
J. Kehler - Steinbach		X		X	X			X		X		X		X	X		X		X			X
Johnson Ld Bonnet		X		X		X	X		X			X		X	X		X		X			X
Lyle – P. La Prairie		X		X	X			X		X		X		X	X		X		X			X
Spicer - St Andrews	X			X	X			X		X		X		X	X		X		X			X
R. Stewart - Virden		X	X			X	X		X			X		X	X		X		X			X
R. King - County 24		X		X		X		X	X		X		X		X		X		X			X
	1	7	1	7	5	3	3	5	4	4	1	7	1	7	7	1	7	1	7	1	6	2
Cumulative	15	27	10	32	35	7	13	29	11	31	3	39	3	39	21	11	33	9	33	9	27	15
J. Puffalt - Estevan		X		X	X			X	X			X		X	X		X		X			X
Toye – N. Battleford		X		X	X			X		X		X		X		X	X		X			X
McCullough Leader		X		X	X			X	X			X		X	X		X		X			X
M. Vey - Tisdale		X	X		X			X	X			X		X	X		X		X			X
J. Wade - Melfort		X		X	X			X	X			X		X	X		X		X			X
	0	5	1	4	5	0	0	5	4	1	0	5	0	5	4	1	5	5	5	5	5	0
Cumulative	15	32	11	36	40	7	13	34	15	32	3	44	3	44	25	12	38	9	38	9	32	15
Shewfelt Whitehors	X			X	X			X		X		X		X		X	X		X			X
A. Stewart C. Dorset		X	X		X			X	X			X		X	X		X		X			X
J. Hussey - Iqaluit	X			X	X			X	X			X		X		X	X		X			X
	2	2	1	2	4	0	0	4	2	2	0	4	0	4	1	3	4	0	4	0	4	4
PRAIRIES & NORTH	3	13	3	13	13	3	3	15	10	8	1	17	1	17	12	6	16	2	16	2	16	2
TOTAL	18	35	12	40	45	7	13	39	17	35	3	49	3	49	26	16	42	10	42	10	37	15

ALBERTA

NAME/Community	CAO		BKG		GDR		AGE		ED		STR		FEAT		POP		CL		ST		ES	
	<	>	N	Y	M	F	Y	ON	U	R	<	>	N	Y	M	F	Y	ON	U	<	>	U
A.Winarski - Lr Slave		X		X	X		X		X		X		X		X		X		X		X	
A.Milad - Morinville	X			X	X		X			X		X		X	X		X		X		X	
B.Kreiner - Hinton		X		X	X			X		X		X		X	X		X		X		X	
Osmond - Slave L.	X			X		X		X	X			X		X	X		X		X		X	
B. Holtby - St.Albert		X		X	X			X		X		X		X		X			X		X	
B. Miles- N. Sunrise.		X		X	X			X	X		X		X	X	X		X		X			X
Horrocks Lethbridge		X		X	X			X	X			X		X		X			X		X	
Kochan - Canmore	X		X		X		X			X		X		X	X		X		X		X	
Webb - Medicine H		X	X		X			X		X		X		X		X		X		X		X
Frank - Cold Lake	X			X	X		X		X			X		X	X		X		X		X	
Scerbak - G.Prairie	X			X	X		X			X		X		X		X		X		X		X
Ramme - Yellowhead		X		X	X			X	X		X		X		X		X		X			X
Ogodniczuk T. Vlley		X		X	X		X		X			X		X	X		X		X		X	
S.Barton - Raymond		X		X	X	X		X	X		X		X		X		X		X		X	
R.Earl - Banff		X		X	X		X			X		X		X	X		X		X		X	
R.Quail - Okotoks		X		X	X			X		X		X		X	X		X		X		X	
R.Romanetz Drumh.		X		X	X			X	X			X		X	X		X		X		X	
P. Vincent Parkland		X		X	X			X	X			X		X		X			X			X
MacQuarrie - Peace R	X			X		X	X		X			X		X	X		X		X		X	
M. Malaka - Trochu		X		X		X		X	X			X		X	X		X		X			X
M. Buckley - Bighorn		X		X	X		X		X		X		X		X		X		X			X
Newell - W.Buffalo		X		X	X			X		X	X		X		X		X		X		X	
Cambrin Foothills		X		X	X			X	X		X		X		X		X		X			X
ALBERTA	7	18	2	23	21	4	9	16	16	9	8	17	8	17	19	6	23	2	22	5	17	8
TOTAL	25	52	14	63	66	11	22	55	33	44	11	66	11	66	45	32	65	12	62	15	54	23

Note: Some variables are truncated.

BRITISH COLUMBIA

NAME/Community	CAO		BKG		GDR		AGE		ED		STR		FEAT		POP		CL		ST		ES	
	<	>	N	Y	M	F	Y	O	NU	U	R	M	R	U	<	>	<	>	<	>	<	>
de Feo - Williams L.		X		X	X			X		X		X		X	X		X		X		X	
Reardon - N. Okan.		X		X	X		X			X	X		X		X	X		X		X		X
Hamilton - Quesnel		X		X	X		X		X			X		X	X		X		X		X	
Prosser Invermere		X		X	X		X			X		X		X	X		X		X		X	
Sargent - Smithers		X		X		X	X		X			X		X	X		X		X		X	
Raines Campbell R.		X		X	X			X		X		X			X	X		X		X		X
Ladret - Powell R		X		X		X		X	X		X		X		X		X		X		X	
Berry - Nanaimo		X		X	X			X		X		X		X	X		X		X		X	
Howie - Pr.Rupert		X		X	X			X	X			X		X	X		X		X		X	
Rdolph P Meadows		X		X	X			X		X		X		X	X		X		X		X	
J. Bell - Cariboo RD		X		X		X		X	X		X		X		X		X		X			X
Martignago Victoria		X		X	X			X		X		X		X		X		X		X		X
R. Mali -Ladysmith	X			X		X	X			X		X		X	X		X		X		X	
R. Sawyer - Kaslo		X		X		X		X	X			X		X	X		X		X		X	
Clark - White Rock	X			X		X		X		X		X		X	X		X		X		X	
P. Edginton - SLRD		X	X		X			X	X		X		X		X		X		X		X	X
Ferguson Armstrong		X		X		X		X	X			X		X	X		X		X		X	
Robbins - Princeton	X			X	X		X			X		X		X	X		X		X		X	
L. Adams - Islands T	X			X		X	X			X	X		X		X		X		X		X	X
den Boer Penticton		X		X	X			X		X		X		X	X		X		X		X	
L. Miller - T.idge		X	X		X			X	X			X		X	X		X		X		X	
Roycroft Parksville		X	X		X			X		X		X		X	X		X		X		X	
C. Harker - Elkford	X			X		X	X		X			X		X	X		X		X		X	
BRITISH OLUMBIA	5	18	3	20	14	9	8	15	10	13	5	18	5	18	18	5	22	1	22	1	19	4
TOTAL	30	70	17	83	80	20	30	70	43	57	16	84	16	84	63	37	87	13	84	16	83	17

ALTERNATE CAOs

G. Horth - CREST		X	X		X			X		X	X		0	0		X		X	X			X
R. Butler - Cal.Reg		X		X	X			X		X	X		0	0		X		X	X			X
C.Amos - Badlands	X		X			X	X			X	X		0	0		X		X	X			X
Gushue Econ. Com	X		X		X			X		X	X		0	0	X			X	X			X
Montain Westbank		X		X	X			X	X			X	0	0	X		X		X			X
Davidson Paintearth	X		X		X			X	X		X		0	0	X		X		X			X
Wilson - ED Alliance	X		X		X			X	X		X		0	0	X		X		X			X
E. Allen - Nisgaa	X		X		X			X		X		X	0	0	X			X	X			X
D.Amos - Palisser	X			X	X		X			X	X		0	0	X			X	X			X
B. Manz - Aquatera	X			X	X		X			X	X		0	0		X	X		X			X
G. Labas - M. Hat G		X	X		X			X		X	X		0	0		X	X		X			X
ALTERNATE CAOs	8	3	7	4	10	1	3	8	3	8	9	2	0	0	7	4	5	6	11	0	3	8

Note: Some variables are truncated.

Codes

PERSONAL DEMOGRAPHICS CAO = > over 10 & < under 10 years experience BKG =Local Government Background GDR = Gender – Male or Female AGE = < under 44 and > over 44 years EDUC = Post secondary	ORGANIZATIONAL CHARACTERISTICS STR = Regional or Municipal Government FEAT = Rural or Urban features CL = < under 10 & > over 10 councillors STAFF = < under 100 & > over 100 employees ESYS = Ward or At large Electoral System POP =Under 3,000 & over 3,000 population REG = Province or Territory
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Non-CAOs

NAME	DISCIPLINE	RELEVANCE	REGION	NOTES
Educators / Association Directors (10)				
K. Simpson - Executive Director		Association	NS	Observations
L. Davies - Executive Director		Association	AB	Professional certification
J. Wentzell - Executive Director		Association	NS	Professional services
R. Taylor- Executive Director		Association	BC	Direct CAO relations
A. Habkirk - Executive Director		Training	BC	Training delivery
J. Nalbandian - Professor		Academic	USA	University education
J. Svava - Professor		Academic	USA	University education
T. Lomas - Coordinator		Training	YK	Training delivery
D. Belbin - Coordinator		Training	MB	Training delivery
L. Teetzel - Coordinator		Training	BC	Training design & delivery
INTERNAL(0) EXTERNAL(10)=10				POLITICAL (0)/NON-POLITICAL(10)=10
Elected Officials (10)				
H. Pond - Mayor		Political	BC	
B. Wyre - Deputy Mayor		Political	NS	
P. Newton - Warden		Political	NS	
A. Allen - Mayor		Political	NS	
K. Abertamini - Councillor		Political	AB	
D. Courtemanche - Former Mayor		Political	ON	
R. Casey - Mayor		Political	AB	
J. Stutz - Mayor		Political	AB	
E. Sheutiapik - Mayor		Political	NT	
INTERNAL(10) EXTERNAL(10)=20				POLITICAL (10)/NON-POLITICAL(10)=20
Advisors (10)				
G. Paget - Director		Provincial	BC	Direct CAO relations
K. d'Entremont - Ass. Dep. Min		Provincial	NB	Direct CAO relations
D. Grant - Manager		Provincial	NS	Direct CAO relations
D. Lidstone - Lawyer		Legal	BC	Direct CAO relations
G. Cuff - Consultant		Governance	AB	Governance Reviews
G. Pau I- Consultant		Management	BC	Governance Reviews
J. Talbot - Consultant		Management	BC	Facilitation services
J. Craven - Consultant		Exec. Search	BC	CAO Recruitment
G. Smith - Consultant		Exec. Search	BC	CAO Recruitment
M. Thomas - Consultant		Exec. Search	ON	CAO Recruitment
INTERNAL(10) EXTERNAL(20)=30				POLITICAL(10) /NON-POLITICAL(20)=20
Subordinates/Candidates (10)				
J. Carlisle - Fire Chief		Vernon	BC	Subordinate
D. Nadorozny – Director C. Services		Subury	ON	Aspiring CAO
C. Ingram - Clerk		Penticton	BC	Subordinate
R. Fendrick - Director Corp. Services		Whitehorse	YK	Subordinate
F. Daskewich- Director Operations		Gr. Prairie	AB	CAO candidate
D. Holmes - Director Corp. Services		Nanaimo	BC	CAO to Director role
C. MacPherson - Deputy CAO		Fredericton	NB	Subordinate
R. Kachur - Clerk		Winnipeg	MB	CAO candidate
B. Hamel- Dir. Communications		Sp. Grove	AB	Subordinate
J. Godfrey - Olympics Liaison		Whistler	BC	Shift: CAO to Director role
INTERNAL(20) EXTERNAL(20)=40				POLITICAL(10)/NON-POLITICAL(30)=40

Note: Some variables are truncated.

2000 SURVEY - DESCRIPTIVE STATISTICS

STRATEGIC ISSUE			MANAGEM		ELECTED		RD
M	R		M	R	M	R	
4.17	1	DEALING WITH DOWNLOADING	4.07	6	4.35	1	5
4.15	2	DETERMINING COMMUNITY NEEDS	4.12	2	4.24	2	0
4.15	3	FINANCING FUTURE INFRASTRUCTURE	4.08	5	4.20	4	1
4.12	4	RETAINING EXISTING BUSINESSES	4.13	1	4.24	3	2
4.12	5	CREATING A VISION	4.12	3	4.14	6	3
4.11	6	EMPLOYEE PERFORMANCE	4.02	9	4.12	7	2
4.07	7	NEW ECONOMIC DEVELOPMENT	4.11	4	4.19	5	1
4.03	8	A POSITIVE WORK ENVIRONMENT	4.04	7	4.04	10	3
4.01	9	DEALING WITH SENSITIVE ISSUES	4.03	8	4.06	8	0
4.00	10	CLARIFYING ROLES/RESPONSIBILITIES	3.83	20	3.94	15	5
3.96	11	REPLACING INFRASTRUCTURE	3.90	16	3.93	16	0
3.95	12	ENHANCING PUBLIC PERCEPTION	3.98	11	3.99	13	2
3.95	13	EFFECTIVE COMMUNICATION	3.92	15	3.89	20	5
3.92	14	ESTABLISHING PRIORITIES	3.92	14	3.95	14	0
3.90	15	PROMOTING SENSE OF COMMUNITY	3.98	12	4.05	9	3
3.89	16	EVALUATING SERVICE DELIVERY	3.77	24	3.88	21	3
3.87	17	SHORT/ LONGER TERM DIRECTIONS	3.90	17	3.90	19	2
3.87	18	ENSURING EFFECTIVE DECISIONS	3.99	10	4.03	11	1
3.87	19	STAFF/COUNCIL RELATIONS	3.78	23	3.81	24	1
3.86	20	BALANCING WORK/PERSONAL LIVES	3.61	31	3.77	29	2
3.84	21	SOLID/LIQUID WASTE MANAGEMENT	3.95	13	4.00	12	1
3.82	22	MAXIMIZING USE OF TECHNOLOGY	3.67	28	3.78	26	2
3.79	23	REVENUE GENERATING	3.85	19	3.86	22	3
3.78	24	PRINCIPLES/VALUES OF LEADERSHIP	3.71	26	3.78	27	1
3.78	25	EFFECTIVE EMPLOYEE DEVELOPMENT	3.57	32	3.75	30	2
3.75	27	IMPLEMENTING ACTION PLANS	3.76	25	3.83	23	2
3.72	28	WELL-DESIGNED COMMUNITIES	3.79	21	3.81	25	4
3.70	29	OBTAINING PUBLIC INVOLVEMENT	3.88	18	3.90	17	1
3.64	30	ENVIRONMENTAL ISSUES	3.67	27	3.78	28	1
3.63	31	PROCESSES TO MANAGE CHANGE	3.42	37	3.59	36	1
3.61	32	INTER-MUNICIPAL COOPERATION	3.66	29	3.73	31	2
3.61	33	IDENTIFYING CORE SERVICES	3.46	35	3.58	37	2
3.53	34	ENHANCING LEADERSHIP SUCCESS	3.39	39	3.53	40	1
3.53	35	DEALING WITH COMMUNITY SAFETY	3.53	34	3.67	34	0
3.52	36	MANAGING NATURAL RESOURCES	3.64	30	3.70	33	3
3.52	37	FACILITATING HEALTHY LIFESTYLES	3.46	36	3.64	35	1
3.49	38	CREATING TOURIST DESTINATIONS	3.56	33	3.71	32	1
3.47	39	INTER-MUNICIPAL AGREEMENTS	3.38	40	3.56	38	2
3.44	40	FACILITATING PARTNERSHIPS	3.41	38	3.55	39	1
3.28	41	PROMOTING COMMUNITY GROWTH	3.26	41	3.35	41	0
3.23	42	CONTROLLING GROWTH	3.23	43	3.26	42	1
3.19	43	EXPANDING USER PAY	3.14	44	3.12	44	0
3.15	44	REGIONALIZATION/ AMALGAMATION	3.24	42	3.14	43	1
2.56	45	ENHANCING FIRST NATION RELATIONS	2.46	45	2.74	45	0

M = Mean; **Rk** = Rank; **Man** = Management; & **RD** = Ranked item difference in sub populations' Ranked Means.

Note: Some variables are truncated.

2000 SURVEY – PAF FACTOR SOLUTION (36 Retained Items)

VARIABLES – Strategic Contingencies	FACTORS			
	1	2	3	4
1. CREATING A VISION REGARDING THE FUTURE	.381		.322	.488
2. CLARIFYING ROLES AND RESPONSIBILITIES	.397		.326	.433
3. DETERMINING SHORT TO LONGER TERM DIRECTIONS	.310			.564
4. IDENTIFYING CORE SERVICES OF LOCAL GOVERNMENT	.336			.520
5. DETERMINING COMMUNITY NEEDS	.378	.313	.463	.535
6. ENSURING EFFECTIVE DECISION MAKING	.439		.474	.636
7. EVALUATING SERVICE DELIVERY AND EFFECTIVENESS	.402		.330	.676
8. FACILITATING PROCESSES TO MANAGE CHANGE	.483		.398	.687
9. ESTABLISHING AND STICKING TO PRIORITIES	.460			.474
10. ENHANCING FIRST NATION RELATIONS			.424	
11. PROMOTING INTER-MUNICIPAL COOPERATION	.382	.312	.434	.366
12. RESPONDING TO ENVIRONMENTAL ISSUES	.338		.663	.363
13. CONTROLLING GROWTH AND URBAN SPRAWL			.491	
14. MANAGING NATURAL RESOURCES	.342		.598	
15. DEALING WITH INCREASED COMMUNITY SAFETY	.448	.390	.535	.403
16. EFFECTIVE MANAGEMENT OF SOLID AND LIQUID WASTE	.328	.217	.549	.314
17. FACILITATING HEALTHY LIFESTYLE OPPORTUNITIES	.491	.468	.503	.328
18. OBTAINING PUBLIC INVOLVEMENT IN LOCAL GOVERNMENT	.435	.303	.509	.388
19. EXPLORING REVENUE GENERATING OPPORTUNITIES	.319	.422	.330	.379
20. PROMOTING NEW ECONOMIC DEVELOPMENT		.657	.183	
21. CREATING TOURIST DESTINATION ATTRACTIONS		.585	.371	
22. PROMOTING A SENSE OF COMMUNITY PRIDE	.491	.571	.373	.339
23. PROMOTING COMMUNITY POPULATION GROWTH	.312	.663	.160	
24. RETAINING EXISTING BUSINESSES	.374	.602	.233	
25. PARTNERSHIPS WITH PRIVATE/NON-PROFIT SECTOR	.409	.419	.330	.378
26. STRENGTHENING THE CORE PRINCIPLES OF LEADERSHIP	.620		.331	.543
27. FACILITATING EFFECTIVE COMMUNICATIONS	.624		.353	.558
28. DELIVERING EFFECTIVE EMPLOYEE DEVELOPMENT	.672		.421	.450
29. IMPROVING STAFF/COUNCIL RELATIONS	.643		.346	.335
30. DEALING WITH SENSITIVE ISSUES IN A TIMELY MANNER	.566	.350	.414	.349
31. BALANCING WORK AND PERSONAL LIVES	.619	.309	.358	.313
32. ENHANCING PUBLIC PERCEPTION AND AWARENESS	.610	.330	.440	.419
33. DESIGNING AND IMPLEMENTING ACTION PLANS	.554	.319	.359	.527
34. ENABLING A POSITIVE WORK ENVIRONMENT	.738	.323	.420	.435
35. MAXIMIZING EMPLOYEE PERFORMANCE EXCELLENCE	.692	.329	.355	.499
36. MAXIMIZING USE OF TECHNOLOGY AND EQUIPMENT	.503	.434	.326	.453
NOTES: 38 retained items; Oblim Rotation; & variables > .30 suppressed for 1,902 valid cases (of 1941). Some variables are truncated.				

2000 SURVEY – CAO & ELECTED OFFICIAL COMPARISON

COMPETENCIES	ALL	CAO		ELECTED	
	FS	FS	C	FS	C
ORGANIZATIONAL DIRECTION					
OD1 CREATING A VISION	.488	.537	X	-.448	X
OD2 CLARIFYING ROLES & RESPONSIBILITIES	.433	.470	X	-.446	X
OD3 DETERMINING DIRECTIONS	.564	.489	X	-.596	X
OD4 IDENTIFYING CORE SERVICES	.520	.550	X	-.558	X
OD5 DETERMINING COMMUNITY NEEDS	.535	.585	X	-.559	X
OD6 EFFECTIVE DECISION MAKING	.636	.692	X	-.668	X
OD7 EVALUATING SERVICE DELIVERY	.676	.668	X	-.694	X
OD8 FACILITATING CHANGE	.687	.646	X	-.697	X
OD9 ESTABLISHING PRIORITIES	.474	.443	X	-.550	X
Significant (>.50) Important Variables (>.40)	9 - 6/3	9 - 7/2		9 - 7/2	
ORGANIZATIONAL EFFECTIVENESS					
OE1 STRENGTHENING LEADERSHIP	.620	-.512	X	.625	X
OE2 EFFECTIVE COMMUNICATIONS	.624	-.587	X	.617	X
OE3 EFFECTIVE EMPLOYEE DEVELOPMENT	.672	-.636	X	.678	X
OE4 INTER-MUNICIPAL AGREEMENTS	.434	**	O	.439	X
OE5 DEALING WITH SENSITIVE ISSUES	.566	-.576	X	.633	X
OE6 BALANCING WORK AND PERSONAL LIVES	.619	-.589	X	.651	X
OE7 ENHANCING PUBLIC PERCEPTION	.610	-.619	X	.620	X
OE8 IMPLEMENTING ACTION PLANS	.554	-.518	X	.568	X
OE9 ENABLING A POSITIVE ENVIRONMENT	.738	-.770	X	.732	X
OE10 MAXIMIZING EMPLOYEE PERFORMANCE	.692	-.689	X	.664	X
OE11 MAXIMIZING USE OF TECHNOLOGY	.503	**	O	.540	X
Significant (>.50) Important Variables (>.40)	13 - 2/1	11 - 9/0		13 - 12/1	
COMMUNITY SERVICES					
CS1 ENHANCING FIRST NATION RELATIONS	.424	--	O	.419	X
CS2 INTER-MUNICIPAL COOPERATION	.434	.522	X	.434	X
CS3 ENVIRONMENTAL ISSUES	.663	.545	X	.644	X
CS4 CONTROLLING GROWTH	.491	.514	X	.470	X
CS5 MANAGING NATURAL RESOURCES	.598	.559	X	.617	X
CS6 DEALING WITH COMMUNITY SAFETY	.535	.591	X	.503	X
CS7 SOLID AND LIQUID WASTE MANAGEMENT	.549	.478	X	.489	X
CS8 FACILITATING HEALTHY LIFESTYLES	.503	.526	X	.524	X
CS9 PUBLIC INVOLVEMENT IN GOVERNMENT	.509	.513	X	.410	X
Significant (>.50) Important Variables (>.40)	9 - 6/3	8 - 7/1		9 - 4/5	
COMMUNITY DEVELOPMENT					
CD1 REVENUE GENERATING OPPORTUNITIES	.422	.360	O	.404	X
CD2 PROMOTING ECONOMIC DEVELOPMENT	.657	.656	X	.691	X
CD3 CREATING TOURIST DESTINATIONS	.585	.534	X	.528	X
CD4 SENSE OF COMMUNITY PRIDE	.571	.566	X	.472	X
CD5 PROMOTING COMMUNITY GROWTH	.663	.670	X	.607	X
CD6 RETAINING EXISTING BUSINESSES	.602	.648	X	.546	X
CD7 FACILITATING PARTNERSHIPS	.419	--	O	.445	X
Significant (>.50) Important Variables (>.40)	7 - 5/2	5 - 5/0		7 - 4/3	
Matched Items	38	33		38	

Codes: ALL-Total Population; CAO-Chief Administrative Officers (n=616); Elected-Elected Officials (n=656); FS- Factor Score; C- Comparison to Total Population. Note: Some variables are truncated.

2008 SURVEY: FOUR FACTORS - Rotated Structure Matrix

Strategic Contingencies	Factor			
	1	2	3	4
1. Strengthening Leadership Principles & Skills	.292	.460	.113	.290
2. Creating a Vision for the Future of the Community	.319	.175	.342	.546
3. Facilitating Effective Internal Communication	.290	.689	.109	.261
4. Protecting the Environment	.311	.329	.327	.610
5. Developing Relations with First Nations	.036	.292	.329	.361
6. Improving Council/Staff Relations	.259	.514	.278	.172
7. Obtaining Public Involvement in Decisions	.413	.317	.319	.486
8. Facilitating Processes to Manage Change	.411	.240	.249	.253
9. Providing a Positive Internal Work Environment	.280	.658	.201	.298
10. Enhancing Public Perception of Local Government	.494	.250	.465	.285
11. Developing & Implementing Action Plans	.674	.381	.311	.344
12. Balancing Work & Personal Life	.221	.393	.134	.119
13. Controlling Growth & Development Sprawl	.290	.337	.214	.215
14. Addressing Sensitive Issues in a Timely Manner	.516	.468	.223	.331
15. Maximizing the Utility of Technology	.403	.386	.328	.304
16. Clarifying Civic Roles & Responsibilities	.471	.324	.369	.072
17. Promoting New Economic Development	.245	.071	.549	.351
18. Managing Solid & Liquid Waste	.269	.309	.482	.327
19. Enhancing Tourism Opportunities	.175	.049	.568	.304
20. Ensuring Transparent & Effective Decisions	.571	.328	.278	.382
21. Managing Natural Resources	.407	.360	.410	.565
22. Determining Short to Longer Term Directions	.531	.347	.266	.319
23. Dealing with Community Safety & Crime Issues	.310	.465	.633	.205
24. Evaluating Service Delivery Efficiency & Effectiveness	.636	.467	.229	.314
25. Establishing & Sticking to Priorities	.660	.337	.258	.231
26. Facilitating Public/Private Partnerships	.478	.202	.547	.238
27. Retaining & Expanding 'Existing' Local Businesses	.316	.303	.648	.277
28. Maximizing Employee Work Performance	.455	.619	.355	.238
29. Determining Community Needs	.579	.356	.477	.452
30. Nurturing Community Spirit & Pride	.505	.257	.560	.456
31. Providing Organizational Training Opportunities	.415	.513	.345	.200
32. Promoting Growth & Well Designed Communities	.474	.283	.493	.314
33. Ensuring Water Quality & Supply	.249	.304	.397	.325
34. Promoting Inter-Local Government Relations	.450	.378	.439	.294
35. Defining the Core Services of Local Government	.516	.299	.399	.285
36. Facilitating Healthy Lifestyle & Recreation Activities	.296	.270	.494	.269

Note: Some variables are truncated. Extraction: Principal Axis Factoring. Rotation Method: Oblimin with Kaiser Normalization.

2000 & 2008 FACTOR STRUCTURE COMPARISON #1

	ALL	CM		CAO		
	fs	fs	c	fs	c	
ORGANIZATIONAL DIRECTION						
OD1 Creating a Vision for the Future of the Community	.488	.537	X	.218	O	*
OD2 Clarifying Civic Roles & Responsibilities	.433	.470	X	.460	X	*
OD3 Determining Short to Longer Term Directions	.564	.489	X	.537	X	*
OD4 Defining the Core Services of Local Government	.520	.550	X	.490	X	*
OD5 Determining Community Needs	.535	.585	X	.480	X	*
OD6 Ensuring Transparent & Effective Decisions	.636	.692	X	.537	X	*
OD7 Evaluating Service Delivery Efficiency & Effectiveness	.676	.668	X	.603	X	*
OD8 Facilitating Processes to Manage Change	.687	.646	X	.299	X	*
OD9 Establishing & Sticking to Priorities	.474	.443	X	.688	X	*
+ Developing & Implementing Action Plans	.527	.523		.658	X	*
+ Enhancing Public Perception of Local Government	.419	.513		.443	X	*
+ Maximizing the Utility of Technology	.448	.472		.309	X	*
Scale Alpha	.82	.82	9	.844	9	12
ORGANIZATIONAL EFFECTIVENESS						
OE1 Strengthening Leadership Principles & Skills	.620	-.512	X	.452	X	*
OE2 Facilitating Effective Internal Communication	.624	-.587	X	.712	X	*
OE3 Providing Organizational Training Opportunities	.672	-.636	X	.512	X	*
OE4 Improving Council/Staff Relations	.643	-.601	X	.585	X	*
OE5 Addressing Sensitive Issues in a Timely Manner	.566	-.576	X	.367	X	*
OE6 Balancing Work & Personal Life	.619	-.589	X	.487	X	*
OE7 Enhancing Public Perception of Local Government	.610	-.619	X	--	O	
OE8 Developing & Implementing Action Plans	.554	-.518	X	.189	O	
OE9 Providing a Positive Internal Work Environment	.738	-.770	X	.662	X	*
OE10 Maximizing Employee Work Performance	.692	-.689	X	.583	X	*
OE11 Maximizing the Utility of Technology	.503	--	X	.307	O	
Scale Alpha	.89	.88	11	.774	9	8

Note: Some variables are truncated.

2000 & 2008 FACTOR STRUCTURE COMPARISON #2

COMMUNITY SERVICES						
CS1 Developing Relations with First Nations	.424	--	O	.427	X	*
CS2 Promoting Inter-Local Government Relations/Services	.434	.522	X	-.413	O	*
CS3 Protecting the Environment	.663	.545	X	.634	X	*
CS4 Controlling Growth & Development Sprawl	.491	.514	X	.218	X	*
CS5 Managing Natural Resources in a Sustainable Manner	.598	.559	X	.483	X	*
CS6 Dealing with Community Safety & Crime Issues	.535	.591	X	-.220	O	-
CS7 Managing Solid & Liquid Waste	.549	.478	X	.203	X	*
CS8 Facilitating Healthy Lifestyle & Recreation Activities	.503	.526	X	.083	O	-
CS9 Obtaining Public Involvement in Decisions	.509	.513	X	.478	X	*
Creating a Vision for the Future of the Community	.322	--	O	.635	X	-
Facilitating Processes to Manage Change	.398	.471	X	.242	X	-
Scale Alpha	.767	.756	8	.684	6	7
COMMUNITY DEVELOPMENT						
CD1 Exploring Creative Revenue Opportunities	.422	.360	O	.523	X	*
CD2 Promoting New Economic Development Opportunities	.657	.656	X	.591	X	*
CD3 Enhancing Tourism Opportunities	.585	.534	X	.659	X	*
CD4 Nurturing Community Spirit & Pride	.571	.566	X	.498	X	*
CD5 Promoting Growth & Well Designed Communities	.663	.670	X	.437	X	*
CD6 Retaining & Expanding 'Existing' Local Businesses	.602	.648	X	.651	X	*
CD7 Facilitating Public/Private Partnerships	.419	--	O	.550	X	*
+ Facilitating Healthy Lifestyle & Recreation Activities	.468	.460	X	.534	X	*
+ Dealing with Community Safety & Crime Issues	.390	--	O	.603	X	*
Scale Alpha	.769	.761	5	.892	11	9
Matched Items	36	33		35/36	36	

Note: Some variables are truncated.

Codes: ALL – Total Population; CM – City Managers = 616; EO Elected Officials = 656;

'fs' – Factor Score; 'c' – Comparison to Total Population

2008 SURVEY - IMPORTANCE & CRITICAL CHOICES

Strategic Contingencies	Importance		Choice		Dif
	Rk	Mean	Rk	Freq	
Ensuring Water Quality & Supply	1	4.22	2	158	-1
Creating a Vision for the Future	2	4.05	3	116	-1
Replacing 'Existing' Infrastructure	3	4.01	1	200	2
Providing a Positive Work Environment	4	3.88	13	46	-9
Facilitating Effective Internal Communication	5	3.84	18	36	-13
Balancing Work & Personal Life	6	3.82	11	52	-5
Determining Community Needs	7	3.77	14	41	-7
Addressing Sensitive Issues in a Timely Manner	8	3.73	31	23	-23
Strengthening Leadership Principles & Skills	9	3.71	17	36	-8
Ensuring Transparent & Effective Decisions	10	3.69	24	27	-14
Improving Council/Staff Relations	11	3.68	9	55	2
Maximizing Employee Work Performance	12	3.67	23	28	-11
Promoting New Economic Development	13	3.64	5	92	8
Developing & Implementing Action Plans	14	3.61	15	37	-1
Dealing with Government Downloading	15	3.60	6	64	9
Working Cooperatively with Province	16	3.60	30	23	-24
Determining Short to Longer Term Directions	17	3.56	21	30	-4
Protecting the Environment	18	3.54	25	27	-7
Developing New Infrastructure	19	3.52	4	95	15
Enhancing Public Perception of Local Government	20	3.51	32	20	-12
Establishing & Sticking to Priorities	21	3.51	26	27	-5
Promoting Growth & Well Designed Communities	22	3.50	10	53	12
Managing Solid & Liquid Waste	23	3.49	7	63	16
Retaining & Expanding 'Existing' Local Businesses	24	3.46	8	56	18
Providing Organizational Training Opportunities	25	3.45	33	20	-8
Facilitating Processes to Manage Change	26	3.44	19	34	7
Nurturing Community Spirit & Pride	27	3.43	39	13	-12
Promoting Inter-Local Government Relations	28	3.42	20	30	8
Exploring Revenue Generating Opportunities	29	3.42	12	48	17
Clarifying Civic Roles & Responsibilities	30	3.38	29	23	1
Maximizing the Utility of Technology	31	3.35	40	13	-9
Ensuring Accountability for Property Taxes	32	3.35	34	19	-2
Managing Natural Resources	33	3.29	37	15	-4
Obtaining Public Involvement in Decisions	34	3.29	43	10	-9
Evaluating Service Delivery Efficiency	35	3.28	28	25	7
Facilitating Healthy Lifestyle & Recreation Activities	36	3.26	38	15	-2
Defining the Core Services of Local Government	37	3.21	22	29	15
Dealing with Community Safety & Crime Issues	38	3.15	36	17	2
Controlling Growth & Development Sprawl	39	3.08	16	37	23
Enhancing Tourism Opportunities	40	3.08	27	26	13
Expanding User Pay for Municipal Services	41	2.93	42	10	-1
Dealing with Poverty & Housing Needs	42	2.74	35	19	7
Facilitating Public/Private Partnerships	43	2.57	45	3	2
Developing Relations with First Nations	44	2.55	44	9	0
Examining Amalgamation of Local Governments	45	2.40	41	12	4

Note: Some variables are truncated.

Codes: Rk=Rank; Dif=Rank Difference; Freq=Frequency; __=Rank Difference > 10

2008 SURVEY: STRATEGIC CONTINGENCY REGRESSION ANALYSIS

FACTORS / VARIABLES	Organizational Characteristics							Personal Features				
	Stre	Feat	Pop	Clr	Staff	P/T	Elec	Gdr.	Age	Bkg	CAO	Edu
ORGANIZATIONAL DIRECTION												
OD1 CREATING A VISION							-2.1*		3.1**			
OD2 ROLES & RESPONSIBILITIES									3.3**			-2.5**
OD3 DETERMINING DIRECTIONS		-2.4*										
OD4 CORE SERVICES				3.2**								
OD5 COMMUNITY NEEDS												
OD6 EFFECTIVE DECISIONS	2.9**							-2.0*	2.5*			
OD7 EVALUATING SERVICES			2.6**							2.6**		-2.4*
OD8 FACILITATING CHANGE												
OD9 ESTABLISHING PRIORITIES		-2.6**										-2.7**
ORGANIZATIONAL EFFECTIVENESS												
OE1 LEADERSHIP												
OE2 COMMUNICATION												
OE3 EMPLOYEE DEVELOPMENT												
OE4 STAFF/COUNCIL RELATIONS				2.5*						3.9**		-3.2**
OE5 SENSITIVE ISSUES									3.0**			2.5**
OE6 WORK & PERSONAL												
OE7 PUBLIC PERCEPTION								-2.9**	3.1**			
OE8 ACTION PLANS								-2.0*				
OE9 WORK ENVIRONMENT		2.4*			2.2*							
OE10 EMPLOYEE PERFORMANCE									2.5*			
OE11 MAXIMIZING TECHNOLOGY												
COMMUNITY SERVICES												
CS1 FIRST NATIONS RELATIONS								-2.7**				
CS2 INTER-MUNICIPAL		-3.1**						-3.2**				
CS3 ENVIRONMENTAL ISSUES								-2.0*				
CS4 CONTROLLING GROWTH			3.0**	2.1*			-2.3*					
CS5 NATURAL RESOURCES	2.5**			2.4*				-2.1*	2.3*			-1.9*
CS6 WASTE MANAGEMENT		-2.2*		-2.4*		2.1*		3.3**	2.9**			-2.1*
COMMUNITY DEVELOPMENT												
CD1 REVENUE GENERATING	-2.3*								3.9**			-2.8*
CD2 ECONOMIC DEVELOPMENT		-3.0**		-3.1**					3.1**			
CD3 TOURIST ATTRACTIONS		-2.0*					2.1*					
CD4 COMMUNITY PRIDE									2.4*			-2.9**
CD5 PROMOTING GROWTH							3.3**					
CD6 RETAINING BUSINESSES							2.7**		2.4*	-2.1*	-2.8**	
CD7 FACILITATING PARTNERS					-3.1**				4.5**			-2.0*
CD8 COMMUNITY SAFETY	-28**								3.9**			-3.0
CD9 PUBLIC INVOLVEMENT	2.5**								2.01*			-2.3**
	5	7	2	6	2	8	5	13	4	2	4	10

Note: Variables are truncated. Scores = *t*-values; $p = ** < .00$ and $* < .05$

Codes: *Str* = Structure; *Feat* = Community Features; *Pop* = Population; *Clr* = Number of Councillors; *Staff* = Number of Staff; *P/T* = Province/Territory; *Elec* = Electoral System, *Gdr* = Gender; *Bkg* = Background; *CAO* = CAO Experience; and *Edu* = Education

2008 LEADERSHIP CAPACITIES - Rotated Component Matrix #1

CAPACITY /COMPETENCIES	1	2	3	4	5	6	7	8	P(1)	T(2)
VISIONARY									.460	.419
8.2. Pursues Sustainability	.508	.166	.131	.166	.234	.203	.133	.216		
8.3. Effective Governance	.509	.210	.062	.449	.031	.080	.216	.128	.519	.343
8.4. Builds Partnerships	.523	.217	.220	-.032	.094	<u>.397</u>	.021	.186	.302	.521
8.5. Understands Public Interest	.593	.118	.186	.125	.146	.086	.119	.265	.456	.358
8.6. Politically Astute	.645	.135	.113	.184	.250	.070	.227	-.138	.664	.148
6.5. Manages Uncertainty	.404	.351	.180	.112	.138	.196	<u>.390</u>	.164	.466	.513
6.1. Creates Shared Vision	.495	.124	.183	.217	.312	.377	.232	-.085	.626	.353
DIRECTOR									.318	.519
6.4. Acts with Passion	.203	.477	.148	.165	.020	.244	<u>.307</u>	.048		
4.1. Delivery Alternatives	.215	.455	.119	.239	.232	<u>.365</u>	.142	.028	.379	.555
4.2. Assesses Client Needs	.251	.632	.228	.184	.199	.007	.154	.145	.408	.525
6.6. Proactive Approach	.291	<u>.361</u>	<u>.305</u>	.270	-.042	<u>.329</u>	.072	.111	.332	.544
4.5. Leverages Technology	-.092	.440	<u>.321</u>	.173	-.072	<u>.390</u>	.138	.215	.092	.656
7.3. Client Orientation	<u>.356</u>	.582	.092	.108	.050	.011	.230	.161	.324	.495
5.2. Translates Plans into Action	.057	.557	.144	.435	.316	.193	.037	.063	.406	.531
MANAGER									.523	.310
2.2. Listens Actively	.100	.352	.485	.101	.194	-.063	.400	.027		
2.3. Values Others	.228	.251	.456	.116	.435	.155	.207	.045	.602	.379
1.3. Personal Life Balance	-.003	.207	.567	-.074	.134	.049	.230	.311	.263	.449
5.4. Delegates Responsibility	.285	-.037	.524	.293	.017	.191	.241	.027	.547	.249
5.5. Simplifies Processes	.280	.122	.527	.155	.088	.264	.141	.283	.417	.501
5.6. Manages Multiple Projects	.097	.214	.520	.256	.182	.153	.083	.106	.445	.381
6.3. Builds Internal Cooperation	<u>.353</u>	.096	.518	.277	.176	.233	.048	-.073	.598	.276
PRODUCER									.616	.178
1.5. Is Credible	.337	.161	.287	.475	.067	-.058	.252	-.022		
3.5. Takes Initiative	.109	.272	.192	.438	.175	.205	.390	.157	.488	.481
4.3. Coordinates Resources	.029	.358	.284	.438	.160	.184	.180	.235	.386	.541
4.4. Sets Priorities	.047	.172	.077	.673	.159	.260	.135	.125	.415	.408
5.3. Effective Decisions	.295	.150	.141	.561	.267	.138	.049	.101	.550	.320
FACILITATOR										.232
2.1. Builds Trust	.217	.168	.399	.427	.442	.002	.136	.005	.708	
2.4. Interpersonal Relations	.182	.282	.405	.060	.445	.162	.055	.032	.488	.361
2.5. Builds Consensus	.229	-.025	.152	.123	.445	.235	.146	.249	.408	.338
1.1. Consistent Behaviour	.260	.073	.359	.045	.389	.055	.258	.185	.518	.288
4.6. Focuses on Results	.025	.438	.057	.226	.474	.171	.062	.188	.321	.497
3.1. Builds Effective Teams	.311	.071	.225	.298	.438	.144	.293	-.141	.704	.170
3.2. Clear Expectations	.165	.073	.085	.272	.629	.081	.198	.077	.575	.219
8.1. Involves Stakeholders	<u>.359</u>	.370	.142	-.123	.425	.263	.025	.212	.316	.525

2008 LEADERSHIP CAPACITIES - Rotated Component Matrix #2

ENTREPRENEUR	.185	.290	.013	.212	.297	.461	.207	.125	.333	.497
5.1. Leverages Resources										
7.1. Pursues Calculated Risks	.155	.095	-.059	.174	.178	.546	<u>.321</u>	.020	.274	.440
7.2. Continuous Innovation	.183	<u>.385</u>	.216	.166	.065	.540	.036	.130	.215	.660
6.2. Encourages Innovation	.228	<u>.350</u>	.267	.136	.094	.498	.268	-.161	.415	.491
7.6. Markets Effectively	.075	-.056	.222	.087	.158	.659	.091	.224	.161	.532
MENTOR										
3.3. Coaches Others Effectively	.115	.115	<u>.303</u>	.212	.294	.228	.514	.058	.560	.366
3.4. Shares Leadership	.057	.199	<u>.300</u>	.346	.287	.218	<u>.362</u>	.115	.518	.428
1.4. Pursues Lifelong Learning	.162	.185	.051	-.016	.096	.298	.590	.150	.289	.449
1.6. Celebrates Success	.164	.113	.194	.070	.081	.110	.612	.194	<u>.390</u>	.355
1.2. Communicates Clearly	.155	.097	.229	<u>.306</u>	.243	.028	.500	.041	.582	.228
BUILDER										
3.6. Facilitates Goal Alignment	.056	.087	.078	.145	<u>.356</u>	.281	.252	.516	.233	.567
2.6. Takes Neutral Approach	.099	.179	.156	.107	.010	.072	.214	.692	.066	.590
7.4. Responds to Needs/Gaps	<u>.389</u>	.302	.095	.128	.284	.070	.120	.423	.353	.517
7.5. Ensures Accountability	.284	.141	.102	.474	.124	.167	-.150	.477	.258	.500

Notes: Variables are truncated.

LEADERSHIP MODELS & PROGRAMS REVIEWED

LEADERSHIP COMPETENCY MODELS
1. Alberta Public Service Core Competencies (2003)
2. British Columbia Public Service Competency Model (2005)
3. Government of Canada - Director Leadership Competencies (2004)
4. Profile of Public Service Leadership Competencies (June, 2003) Public Service Commission of Canada
5. Tufts University – Leadership Competency Model (2007) http://www.tufts.edu/hr/odt/comp_model.htm
6. University of California – Berkley Staff Leadership Competency Model (2007) http://thecareerplace.berkeley.edu/leader.htm
7. Supervisor/Manager Leadership Competency Model (2003) Vancouver Island Health Authority
8. Leadership Competencies for the Maine State Government (2007) http://www.maine.gov/bhr/mms/leadership/index.html
9. Core and Leadership Competency Framework (2005) University of Victoria
10. WHO Global Competency Model (nd) Health Organization Core Competencies
11. Alberta Public Service Competency Model (2003) www.pao.gov.ab.ca/loe .
12. The Leader-Manager Competency Model for the Ontario Public Service (2007) http://www.networkedgovernment.ca/LeadershipCompetencyPowrie
13. Singapore armed Forces Leadership (2005) Government of Singapore
14. South African local Government leadership (2007) IDASA
15. Local Government Executive Leadership Competency Framework (2005) Local Government Managers Australia (SA) Inc.
16. Chief Officer Competence Framework (2001) City of Bristol
17. Coast Guard Leadership Competencies http://www.uscg.mil/leadership/leadci/encl1.htm
18. Leadership Competencies (2007) City of Mississauga
19. Public Service Leadership Model (2005) Government of Malawi
20. A National Skills and Learning Framework for the Voluntary Sector (2003) The Coalition of National Volunteer Organizations
21. Local Government Competency and Training Program Review (2005) Local Government Management Association of BC
22. Strengthening the Capacity of Executive Directors (2004) Community Foundations of Canada
23. Public Service Leadership Model (2007) Government of Tanzania
24. Elected Official leadership Competency Model (2005) Union of BC Municipalities
25. Fire Service Competencies (2007) Canadian Association of Fire Chiefs
LEADERSHIP DEVELOPMENT PROGRAMS REVIEWED
1. Education Programs (2005) Association of Municipal Clerks & Treasurers of Ontario
2. Emerging leaders Program (2005) International City Mangers Association
3. Certified Municipal Manager
4. Local Government Certificate (2007) British Columbia Board of
5. Senior Executive Fellow Program (2005) School of Local Government, University of Alberta
6. Community Government Management (2005) Municipal and Community Affairs, Nunavut

2008 LEADERSHIP COMPETENCY REGRESSION ANALYSES #1

FACTORS / VARIABLES	Organizational Characteristics						Personal Demographics						
	Str	Typ	Pop	Clr	Staff	Pro	Ele	Gen	Age	Bkg		CAQ	Edu
VISIONARY												12/1.7	
1. Pursues Sustainability										2.3*			1
2. Effective Governance								2.4*	2.4				2
3. Builds Partnerships													0
4. Public Interest		2.5**											1
5. Politically Astute							2.1**			2.6**			2
6. Manages Uncertainty				2.3**				2.3**					2
7. Creates Shared Vision	2.0*			2.0*					2.2*		-2.7*		4
MENTOR												12/2.4	
1. Coaches Others							2.1*	3.0**					2
2. Shares Leadership		2.2*						2.7**					2
3. Lifelong Learning					2.0*	2.4**		3.0**			2.2*		4
4. Celebrates Success			2.4**	2.5*				2.8**					3
5. Communicates Clearly					2.5**								1
FACILITATOR												14/1.7	
1. Builds Trust			2.3*										1
2. Interpersonal Relations									2.0*				1
3. Builds Consensus						4.2**				3.2**			2
4. Consistent Behaviour									2.0*				1
5. Focuses on Results									2.5**				1
6. Builds Effective Teams					-2.0							-2.0*	2
7. Clear Expectations			2.3*							3.8**	-2.1*		3
8. Involves Stakeholders		2.2*					2.2*		2.9**				3
MANAGER												5/0.7	
1. Listens Actively						-3.1		3.1**					2
2. Values Others													0
3. Personal Life Balance								2.2*					1
4. Delegates Responsibility													0
5. Complex Processes													0
6. Manages Projects												-2.0*	1
7. Internal Cooperation										-2.6*			1

Note: Some variables are truncated.

2008 LEADERSHIP COMPETENCY REGRESSION ANALYSES #2

BUILDER													6/1.5
1. Goal Alignment								2.4*					1
2. Neutral Approach						2.2*	3.9**						2
3. Responds to Needs							3.3**						1
4. Ensures Accountability							2.6**	3.1**					2
ENTREPRENEUR													8/1.6
1. Leverages Resources				-2.0*									1
2. Pursues Risks								2.5*		-2.5			2
3. Continuous Innovation	2.1*						2.6**						2
4. Encourages Innovation	2.1*												1
5. Markets Effectively					2.0*			2.2*					2
DIRECTOR													12/1.7
1. Acts with Passion								3.2**					1
2. Delivery Alternatives								2.0*					1
3. Assesses Client Needs								3.5**					1
4. Proactive Approach													0
5. Leverages Technology			-2.0*		2.5**		3.7**						3
6. Client Orientation							2.5**			-3.3*			2
7. Plans into Action						-2.0*	4.3**	2.5**					3
PRODUCER													8/1.6
1. Is Credible	-2.2*				3.3**		2.1*					-2.1*	4
2. Takes Initiative					2.0*		2.5**						2
3. Coordinates Resources							3.2**						1
4. Sets Priorities		2.0*											1
5. Effective Decisions													0
Significant T values	2	6	4	4	4	5	5	25	11	4	5	3	76

Notes: Variables are truncated. Scores = *t*-values; $p = ** < .00$ and $* < .05$ - *Codes: Stre = Structure; Type = Community Type; Pop = Population; Clr = Number of Councillors; Staff = Number of Staff; Prov = Province/Territory; Elec = Electoral System, Gdr = Gender; Bkg = Background; CAO = CAO Experience; and Edu = Education*

2008 LEADERSHIP PREFERENCES – Importance & Critical Choices

Mean	Rk.	Importance	Competency	Critical Choice	Freq.	Rank
4.52	1	Is Credible - integrity & trustworthiness			363	1
4.13	2	Builds Trust - exhibits value-based approach			303	2
4.13	3	Contributes to Effective Governance - provides quality advice			252	6
4.12	4	Communicates Clearly - written, verbal & non-verbal			224	8
4.08	5	Sets Priorities - manages competing demands			280	4
4.04	6	Translates Plans into Action - sets timeframes & targets			239	7
4.03	7	Listens Actively - seeks to understand others			165	23
4.03	8	Takes Initiative - has a willingness to act			181	16
4.03	9	Ensures Accountability - takes a business-like approach			271	3
4.00	10	Values Others - respects diverse views & personalities			170	19
3.98	11	Builds Effective Teams - establishes positive culture			258	5
3.97	12	Demonstrates Consistent Behaviour - lives personal values			166	22
3.96	13	Manages Multiple Projects - determines sequence of activities			188	14
3.95	14	Takes a Proactive Approach - scans for & seeks opportunities			201	10
3.93	15	Delegates Responsibility Effectively - supervises others'			195	13
3.92	16	Builds Internal Cooperation - links internal functions & teams			181	17
3.92	17	Politically Astute - excels in political/administrative interface			175	18
3.90	18	Facilitates Effective Decisions - information & options analysis			161	24
3.90	19	Creates Shared Vision - develops a cooperative spirit			200	11
3.89	20	Articulates Clear Expectations - describes success & outcomes			182	15
3.88	21	Pursues Sustainability - ensures ongoing capacity			141	27
3.88	22	Builds Interpersonal Relations - establishes rapport with others			88	36
3.85	23	Understands Public Interest - distinguishes public/private benefit			128	29
3.84	24	Shares Leadership - clarifies roles & responsibilities			150	24
3.83	25	Celebrates Success - recognizes others & accomplishments			58	41
3.80	26	Demonstrates Client Orientation - focuses on the customer			207	9
3.79	27	Coaches Others Effectively - demonstrates personal competence			102	33
3.79	28	Coordinates Resources & Activities - maximizes productivity			150	26
3.78	29	Assesses Client Needs - strives to be responsive			168	21
3.77	30	Manages Uncertainty - builds comfort in dealing with change			117	30
3.75	31	Acts with Passion- believes in what they are doing			111	33
3.73	32	Encourages Innovation - thinks creatively			112	32
3.70	33	Builds Partnerships - aligns interests with other organizations			109	34
3.69	34	Pursues Lifelong Learning - seeks new knowledge & feedback			47	42
3.68	35	Promotes Continuous Innovation - regularly reviews operations			197	12
3.66	36	Pursues Delivery Alternatives - thinks creatively about options			170	20
3.65	37	Simplifies Complex Processes - takes a systems approach			66	40
3.65	38	Focuses on Results - measures outputs & outcomes			110	35
3.64	39	Builds Consensus - facilitates agreement among interests			76	38
3.64	40	Exhibits Personal Life Balance - work, family & self			44	43
3.61	41	Responds to Needs/Gaps - assesses desires & needs			138	28
3.59	42	Facilitates Goal Alignment - links personal & organizational goals			42	44
3.58	43	Involves Stakeholders - maximizes public participation			113	31
3.58	44	Leverages Resources - creative acquisition & allocation			71	39
3.56	45	Takes Neutral Approach - is objective in making decisions			111	34
3.48	46	Leverages Technology - maximizes operational efficiency			39	45
3.30	47	Pursues Calculated Risks - takes an entrepreneurial approach			78	37
3.20	48	Markets Effectively - promotes services & products			27	46

CAO INTERVIEW: Question #2 – Leadership Challenge

CHALLENGES (Frequency >3)	<u>TASK-CENTRED (467)</u>	<u>PEOPLE CENTRED (294)</u>
REACTIVE COMMUNITY <i>(COMMUNITY SERVICES)</i> Economic development (19) Inter-municipal relations (15) Infrastructure replacement(14) Regional governance (11) Homelessness (8) Affordable housing (7) Drug & alcohol issues (6) Land use conflicts (6) Crime reduction (5) Facility construction issues (5) Bylaw enforcement (3) Annexation (3)	<u>PRODUCER (151)</u> Project management (27) Respond to needs (25) Ensure customer service (12) Access grants (11) Develop action plans (12)	<u>MANAGER (22)</u> Create positive atmosphere (12)
	<u>BUILDER (45)</u> Partnering (22) Cost sharing strategies (13) Selling – influencing (9) Delegation of responsibility (8)	<u>MENTOR (52)</u> Good Communication (12) Building trust (11) Principle-based values (11) Public speaking (3) Self- confidence
	<u>DIRECTOR (111)</u> Strategy development (21) Priority setting (19) Decision making (17) Leveraging resources (15) Analytical (12)	<u>FACILITATOR (102)</u> Listening (12) Reconciling - mediation/negotiating (32) Facilitation & process skills (15)
	<u>ENTREPRENEUR (67)</u> Conduct need assessment (18) Ensure Legislative compliance (9) Understand Legal Implications (7) Research best practices (7)	<u>VISIONARY (23)</u> Develop common aim (16)
	(53) (22) (11)	<u>OTHER</u> Financial management & analysis (22) Local government knowledge (11) Professional network (9) Assertiveness (11) Objective (7) Avoid politics (4)
	<u>TASK-CENTRED (278)</u>	<u>PEOPLE-CENTRED (478)</u>
REACTIVE ORGANIZATION <i>(ORGANIZATIONAL EFFECTIVENESS)</i> Budget balancing (17) Too many balls – capacity (13) $< 3,000 = 11 \& > 3,000 = 2$ Poor council/staff relations (12) Provincial downloading (11) Staff recruitment (11) Staff performance evaluation (8) Interpersonal Conflict (7) Role clarity (6) Governance review (6) Management team issues (5) Rationalize staff structure (4) Employee in crisis (3)	<u>PRODUCER (78)</u> Improve efficiency (15) Ensure performance accountability (8) Maximize performance (11)	<u>VISIONARY (81)</u> Common goals (29) Strategic thinking (11)
	<u>ENTREPRENEUR (47)</u> Legal implications (15) Pursue revenue opportunities (11) Creative approaches (8)	<u>MENTOR (93)</u> Counselling individuals (19) Good Communication (33) Self-confidence (18)
	<u>DIRECTOR (42)</u> Time management (11) Analytical (10) Performance measurement (9)	<u>MANAGER (132)</u> Team building (28) Union/staff relations (19) Consistency (22) Human resource obligations (11) Compassion (11)
	<u>BUILDER (22)</u>	<u>FACILITATOR (45)</u> Encourage dialogue (16) Progressive Coaching (28) Conflict resolution (23) Negotiation (11)
	(35) (11) (5)	<u>OTHER</u> Professional network Organizational Design principles Governance Persistent Humour Assertive
	<u>TASK-CENTRED (372)</u>	<u>PEOPLE-CENTRED (427)</u>

CODES: Bold Type = Top leadership capacities based on frequencies

PROACTIVE COMMUNITY (COMMUNITY DEVELOPMENT) Economic development(18) <i>BC & AB = 14</i> Sustainability plan (18) New civic building (15) Green strategy (13) Community vision (11) Land use plan update (9) New business attraction (8) Heritage preservation (4) Recycling program review First Nation relations (3) <i>BC = 3</i>	<u>PRODUCER (82)</u> Assess real needs vs. wishes (32) Take stock of capacity (22)	<u>MANAGER (36)</u> Delegation of authority (12) Motivation of others (8) Team building (14)
	<u>BUILDER (132)</u> Community engagement (25) Selling an idea (22) Stakeholder involvement (21) Partnering (17) Council staff relations (13) Understand public interest (8)	<u>MENTOR (97)</u> Good communication (32) Presentation ability (12) Listening (11)
	<u>DIRECTOR (32)</u> Coordination of resources (9) Plans to action (8) Project management (7)	<u>FACILITATOR (96)</u> Facilitation (33) Public consultation (28) Public communication (22) Problem solving (15) Negotiation (17)
	<u>ENTREPRENEUR (42)</u> Creativity (12)	<u>VISIONARY (108)</u> Strategic Planning (28) Visioning – common goal (22) Change management process (16) Understand system complexity (9)
	(58) (11) (7)	<u>OTHER</u> Local knowledge Professional networking Patience
	TASK-CENTRED (391)	PEOPLE-CENTRED (475)
PROACTIVE ORGANIZATION (OD) (ORGANIZATIONAL DIRECTION) Strategic planning (23) Green practices (18) Human resources strategy (12) Long term fiscal plan (18) Customer service improvement/feedback (8) Management development (7) Council orientation (3) Benchmarking (4)	<u>PRODUCER (59)</u> Assessment of needs (9)	<u>MANAGER (78)</u> Build trust & respect (27) Managing group dynamics (11) Human behaviour (10) Human rights knowledge (7) Staff involvement (28)
	<u>BUILDER (67)</u> Convincing others (17) Stakeholder involvement (21) Partnering (17) Understand public interest (8)	<u>MENTOR (47)</u> Compassion (11) Self awareness (9) Coaching others (8) Continuous learning (5)
	<u>DIRECTOR (107)</u> Translates plans into action (17) Analysis of options (5) Performance management (5)	<u>FACILITATOR (132)</u> Facilitating skills (32) Group problem solving (31) Inclusive approach (11)
	<u>ENTREPRENEUR (117)</u> Best practices (11) Creative thinking (15) Measuring metrics (8)	<u>VISIONARY (143)</u> System thinking (23) Bigger picture (32) Inspiration & passion (18) Business planning (9) Influencing others (8)
	(41) (6)	<u>OTHER</u> Organizational design
	TASK-CENTRED (168)	PEOPLE-CENTRED (315)
SUGGESTIONS FOR ASPIRING CAOs Local government (29) Governance process (18) Financial acumen (18) Know the legislation (16) Municipal law (15) Administrative principles (13) Governance systems (11)	<u>PRODUCER (19)</u>	<u>MANAGER (39)</u>
	<u>BUILDER (42)</u> Public consultation (28)	<u>MENTOR (77)</u> Live personal values (36) Continuous learning (12) Staying current
	<u>DIRECTOR (37)</u> Meeting procedures (8) Use Instincts (5)	<u>FACILITATOR (82)</u> Facilitation (37) Coaching (11)
	<u>ENTREPRENEUR (33)</u> Nurture Innovation (13)	<u>VISIONARY (73)</u> Political savvy (31) Alignment techniques (12)
TOTAL	TASK-CENTRED (1,676)	PEOPLE-CENTRED (1,989)

CAO INTERVIEW: Question #3 – Core Functions #1

FUNCTION / CAO Time	COUNCIL Time
<p>STRATEGIC DIRECTION Overall Average = 18% <u>Gender</u> F = 05-25%(12%) & M = 15-60(25%) <u>Age</u> Y = 10-30%(13%) & O = 05-60(35%)</p> <p><i>“Would like to spend more time here”</i> <i>“Council vacuum forces us to set the direction”</i></p>	<p>Overall Average = 16% <u>Organizational Size</u> S=0-40%(12%) & L = 15-35(22%) <u>Electoral System</u> AL = 0-20%(13%) & W = 20-60(19%)</p> <p><i>“Hard to get council interested”</i> <i>“Council views strategic planning as a waste of time - fluff.”</i></p>
<p>Activity (Frequency) Priorities (37) Goals (32) Ongoing process (29) Operational Plans (23) Updates (21) Vision (15) Trends analysis (11) Communicate it (9) Alignment efforts (6)</p>	<p>Activity (Frequency) Budget process (42) Goal Setting (37) Public consultation (22) Issue discussions (18) Capacity discussions (15) External relations (13) Monitoring (9) Provincial Relations (8)</p>
<p>POLICY CHOICES Overall Average = 30% <u>Gender</u> F = 05-45%(25%) & M = 15-60(32%) <u>Age</u> Y = 10-65%(33%) & O = 05-30(27%)</p> <p><i>“I need to see everything going to Council”</i></p>	<p>Overall Average = 47% <u>Organizational Size</u> S = 0-60%(35%) & L = 15-80(49%) <u>Electoral System</u> AL = 0-40%(43%) & W = 20-60(57%)</p> <p><i>“Sometimes I am the referee.”</i> <i>“They refer back to us when they can't make a decision.”</i></p>
<p>Activity (Frequency) Meetings (65) Advice (45) Budget (20) Research (19) Reports (12) Legislation (15) Policy development (13) Contracts (10)</p>	<p>Activity (Frequency) Formal Meetings (88) Informal sessions (22) Budget process (32) Public consultation (17) Citizen dialogue (16)</p>
<p>POLITICAL REALM Overall Average = 48% <u>Gender</u> F = (37%) & M = (57%) <u>Age</u> Y = (46%) & O = (62%)</p>	<p>Overall Average = 63% <u>Organizational Size</u> S = (47%) & L = (71%) <u>Electoral System</u> AL = (56%) & W = (76%)</p>

CAO INTERVIEW: Question #3 – Core Functions #2

<p>SERVICE DELIVERY Overall Average = 34% <u>Gender</u> F = 05-50%(48%) & M=15-60(19%) <u>Age</u> Y = 10-60%(39%) & O = 05-30(15%)</p>	<p>Overall Average = 30% <u>Organizational Size</u> S = 0-35%(48%) & L = 05-20(13%) <u>Electoral System</u> AL = 0-30%(22%) & W = 20-50(34%)</p>
<p>Activity (Frequency) Unresolved issues (65) Council inquiries (53) Projects (45) Direction (37) Dept. coordination (23%) Budget oversight (18) Clear expectations (12) Assessment (9)</p>	<p>Activity (Frequency) Citizen Complaints (52) Citizen liaison (21) Inquiries (12) New Ideas (11) Advisory bodies (15) Inter-agency relations (12)</p>
<p>SYSTEM MANAGEMENT Overall Average = 18% <u>Gender</u> F = 05-45(15%) & M = 15-60(24%) <u>Age</u> Y = 10- 60(15%) & O = 05-40(23%) <i>“I want to spend more time with staff.”</i> <i>“We need to catch up on policies and records.”</i></p>	<p>Overall Average = 9% <u>Organizational Size</u> S = 0-30(5%) & L = 05-20(16%) <u>Electoral System</u> AL = 0-30(5%) & W = 0-20(10%) <i>“Can’t get to organizational matters with day-to-day requirements!”</i></p>
<p>Activity (Frequency) Operational Problems (38) Finance (22) intergovernmental (21) Personnel matters (18) Staff recruitment (16) Coaching (12) Discipline (8) Union Negotiation (6)</p>	<p>Activity (Frequency) Budget variance (27) Personnel concerns (19) Government lobbying (17) Inter-municipal relations (22) CAO feedback (16)</p>
<p>ADMINISTRATIVE REALM Overall Average = 52% <u>Gender</u> F = (63%) & M = (43%) <u>Age</u> Y = (54%) & O = (38%)</p>	<p>Overall Average = 27% <u>Organizational Size</u> S = (43%) & L = (11%) <u>Electoral System</u> AL = (16%) & W = (24%)</p>

CODES:

F = Female & M = Male; Y = Young = < 44 years of age & O = Older = >44; S = Small Organization = < 3,000 population & Large = > 3,000; AL = At Large Electoral System & W = Wards; 05- 45 = range of percentages; and (15%) = average percentage

CAO INTERVIEW: Question #4 – Leadership Styles #2

EXTERNAL FOCUS			
CONTROL	<p>SITUATION Unresolved community issues (14), Strategy development (12) Planning & development matters (9), Intergovernmental relations (8), Stakeholder engagement (7), Media messages (5), Public safety matters (5) & Bylaw enforcement (5)</p>		
	<table border="1" style="width: 100%;"> <tr> <td style="width: 50%;"><i>Task-Centred (290)</i></td> <td style="width: 50%;"><i>People-Centred (219)</i></td> </tr> </table>	<i>Task-Centred (290)</i>	<i>People-Centred (219)</i>
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FLEXIBLE	<p>SITUATION Community processes (28), Established entities (24), External requests (19), Public information (17), the Economy (9) & Community will (11)</p>		
	<table border="1" style="width: 100%;"> <tr> <td style="width: 50%;"><i>Task-Centred (223)</i></td> <td style="width: 50%;"><i>People-Centred (262)</i></td> </tr> </table>	<i>Task-Centred (223)</i>	<i>People-Centred (262)</i>
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