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# The Effect of Leadership Flexibility and Effectiveness on City Manager Tenure

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This is to certify that the doctoral dissertation by

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Abstract

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MPA, University of Toledo, 1988

BA, Political Science, University of Toledo, 1986

Dissertation Submitted in Partial Fulfillment

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Abstract

Tenure can affect administrative continuity and proper governance in cities that employ the council-manager form of government, as most public policy proposals originate with the city manager. Literature regarding low tenure in medium and large communities is relatively well explored; however, little is known about the relationship between length of service and leadership style among small municipalities. Using Hersey and Blanchard's theory of situational leadership as a theoretical framework and the Leadership Behavioral Analysis II® Self (LBAII® Self) as an instrument, this study looked at managers' leadership flexibilty and effectiveness and whether selection of an appropriate leadership approach impacts length of service in the city manager role. An additional questionnaire was used to determine gender, educational level, the racial homogeneity of the community served, and tenure. A random sample of 350 city managers of small municipalities were surveyed by mail and 25 percent of the surveys were returned (n = 90).   Data were analyzed using Pearson product moment correlations and t-tests. Findings indicate that there are no statistically significant relationships between any of these variables, including tenure, and a manager's leadership flexibility and effectiveness, suggesting that leadership ability and tenure are not related.These findings are not consistent with the academic literature regarding public leadership. This study contributes to social change by providing city managers and other municipal leaders with more nuanced information about tenure and leadership and can be used by city managers and city councils in making policy decisions, including decisions about appointment to the city manager position.

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Dedication

I dedicate this study to the men and women who give of their time and talents to further the cause of good governance in local government and to those who inform and teach these individuals.

A special dedication goes to my daughters, Erica Lyn, Erica, and Taylor, as well as my son Ryan for enduring seclusion to my home office for over 3 years. I can attest to the mood swings they have had to tolerate. An extraordinary thank you is afforded my wonderful wife Holly, who without an intimate knowledge of research methods herself and fortitude to put up with all the stress associated with my employment as a city manager and the difficult educational process associated with pursuing a doctoral degree, I might not have been able to complete this endeavor.

Acknowledgments

Several years ago, having endured the trial of and successfully conquered the horrible disease of cancer, I decided to embark on a long-avoided hike toward a PhD in Public Policy. As a long-serving city manager, the potential loss of stable employment provided many opportunities for personal and professional growth. It has been at least 20 years since I first asked the question of how some city managers were able to sustain longevity in any one position especially considering the highly political nature of the employment relationship between elected officials and managers. The process of building trust was long and arduous. It is not without the help of several elected officials who I consider friends, some of whom are now deceased, that I was able to collect a wealth of political and administrative knowledge. I want to give a special thanks to V. Lehr Roe, one of the most politically perceptive individuals I have ever known. He was my friend, neighbor, and supporter throughout my career as a city manager until his death in 2009. Jim Roe, Darrell Powell, Penny Gutierrez, and Ted Norris were all former mayors who supported the council-manager plan and believed in the premise that city managers were to be left to carry out administrative acts with the least political interference as possible. They also enabled me to understand that elected officials could be engaged in the administrative process without unduly interfering in the duties of the manager. Over the years, council members like Vaughn Massingill, Rebecca Curley, Ed Craft, Janet Bunch, Michael Neiman, Chuck Drexler, Marilyn Rigel, Ruth Schuler, Greg Lazette, TJ Truskowski, and Chad Lazette have demonstrated their willingness to be part of

something larger than themselves. They have collectively had significant effect on what I believed to be the mission of a city manager.

I would like to give thanks to Dr. Drea Zigarmi of the Ken Blanchard Companies for his willingness to aid my understanding of the LBAII® Self leadership questionnaire. Furthermore, his willingness to provide the instrument free of charge for academic purposes as well as allow the use of various leadership models and tables proved invaluable to this study and to my profession as a city manager.

Special thanks to my dissertation committee. My chairperson, Dr. Robert Levasseur, and member Dr. Patricia Ripoll provided more than their share of guidance and advice. They both provided opportunities for face-to-face meetings whenever I asked even though they were very busy with teaching and mentoring other students.

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Chapter 1: Introduction to the Study

The question is for us, how shall our series of governments within governments be so administered that it shall always be to the interest of the public officer to serve, not his superior alone but the community also, with the best efforts of his talents and the soberest service to his conscience? (Wilson, 1887, p. 221)

The study of public administration theory in the United States, while seemingly straightforward, is in reality a complicated aversion to adopting European administrative practices (Wilson, 1887). It might even be argued that such an aversion is still alive and well within the ranks of the local government today. Perhaps one reason there is such extensive study of  contemporary leadership principles in administrative practice in the United States is so that Americans can better understand not only the way administration works but how it can be done more effectively. As Wilson (1887) might have suggested, it must be to sharpen and perfect the talents and conscience of those who choose to enter the field of public management. It may also help researchers and practitioners alike understand how policy construction and implementation are interrelated (Svara, 1994; Walker, 1989). Those in the profession consider city managers who demonstrate the capacity to carefully and thoughtfully participate in the policy process, while demonstrating administrative prowess, to be proficient leaders (Hanbury, 2001). Moreover, leadership and administrative aptitude is likely to provide more opportunity for managers to enjoy longer tenure and, thus, contribute to continuity of public policy and its implementation (Thurmond, 2009). Regardless of administrative ability, competent public administrators such as city managers have failed to exercise the

necessary political savoir-faire and leadership flexibility to minimize employment turnover (Freyss, 2009).

While tenure or longevity of city managers is a relatively unexplored topic in public policy and administration, it is one of the most significant concerns held by those in the profession (Freyss, 2009; Hanbury, 2001; Svara, 2010; Wheeland, 1994). Understanding the reasons for the tenure lengths of city managers may provide valuable insight into the potential failure of local government to provide continuity and thus good or at least better governance. The lack of policy and administrative continuity provides little opportunity for creative problem solving in local government, which may also undermine a manager's willingness to remain in a specific community to solve these problems. Watson and Hasset (2003), in an attempt to explore the personal and community factors for longevity among city managers, undertook a study designed to determine specific reasons why these anomalous employment relationships existed. What they found, by surveying long-serving city managers in communities of fewer than 30,000 in population, was that a well-educated Caucasian male who worked in a racially homogenous community, and further demonstrated an ability to lead effectively while continually educating elected officials as to the importance of professional administration, enjoyed longer tenure (Watson & Hasset, 2003, pp. 4-5). Chapter 2 of this dissertation more fully explores the academic literature, which provides the basis for establishing a clear understanding of city manager tenure, the average length of that tenure, and how situational leadership as well as other demographic variables affect a manager's ability to maintain longer tenures.

**Problem Statement**

According to Feiock, Clingermayer, Myungjung, and Stream (2004), city

manager turnover is particularly important because leadership afforded by city managers

provides the impetus for most policy considered by city councils in council/manager

communities. A dichotomy between administration and policy functions in local

government serves to undermine the stability of the council/manager plan by negatively

affecting the longevity of city managers (Svara, 2010). The implication is that city

managers, in order to offer professional and useful recommendations to their elected

officials and provide for more effective administration, must be cognizant of their own

style of leadership (Freyss, 2009; Hanbury, 2001). Specifically, a manager's ability to

adapt to confounding situations, which can often ensure sustained flexible and effective

behaviors, can also affect higher levels of tenure (Blanchard, 2001; Hanbury, 2001). The

above literature suggests that continual adjustment by a city manager of his or her

leadership style in light of situational pressures and resulting circumstances can not only

provide organizational stability but also stimulate long-term social change and financial

sustainability for the citizens the manager represents.

Flexibility and effectiveness provide a strong basis for reforming how leadership

is defined and how it is carried out (Blanchard, 2001). The purpose of this study is to

explore the reasons for tenure differences between city managers serving communities

with less than 10,000 in population. Considering the average tenure of city managers is

6.9 years nationally for those communities larger than 10,000 and 4.9 years for

communities with less than 10,000, many local municipalities are lacking continuity in management, policy development, and implementation (Freyss, 2009; Svara, 1994).

Most existing literature, while addressing leadership styles, does not reflect how their use affects the tenure of managers. Nor does it reflect the effect of certain demographic variables like (a) gender, (b) the racial homogeneity or lack thereof in a community on tenure, and (c) the educational level a manager has achieved. Although based on an extensive review of the literature, this study focused on how a city manager's leadership style in specific situations affects tenure, as well as how the three factors mentioned above moderate that relationship. As such, this study was limited to those variables which some of the most recent literature suggests are highly important and closely correlated with tenure (Svara, 2010). However, by augmenting the existing body of literature regarding city manager tenure, this study enables future researchers to explore additional and previously untested variables that may affect tenure.

**Purpose of the Study**

The purpose of this quantitative study was to explore the reasons for the national variations in tenure among city managers based on an analysis of the relationship between city managers' perception of their own reaction to 20 specific situations presented and measured by means of the Leadership Behavioral Analysis II® Self (LBAII® Self), and their tenure (Blanchard, Hambleton, Zigarmi, & Forsyth, 1999). In addition, this study introduced other demographic variables, such as (a) the gender of the manager, (b) the racial homogeneity of the community a city manager serves, and (c) the level of the manager's educational attainment to ascertain if they moderate the effect of a

city managers' flexibility and effectiveness scores as measured by the LBAII® self (Blanchard et al., 1999) on tenure.

The tenure of city managers in the communities they currently served as the dependent variable for the purpose of this study. As mentioned earlier, it is important for city managers to enjoy longer tenure, which may in turn be related to their flexibility of moving freely between the four situational leadership behaviors of directive, coaching, supportive, and delegating, and their ability to correctly choose the leadership style most appropriate for the situation (Blanchard, 2001; Blanchard et al., 1999) . The flexibility and effectiveness scores measured by the LBAII® Self were considered the two primary independent variables while (a) the gender of the manager, (b) the racial homogeneity of the community the manager serves, and (c) the educational level attained by the manager were the secondary independent variables. It was the objective of this research study to provide city managers across the country with specific reasons for  low manager tenure. While other research suggests the leadership ability of a manager and specific demographics of a manager and the community they serve to be related to tenure, it was imperative to determine how both demographic variables and leadership affect manager longevity.

## Nature of the Study

This study employed quantitative methods to determine whether there is a relationship between city manager's perceptions of their own leadership style and the length of tenure they enjoy in the communities they serve. As suggested by McCabe, Feiock, Clingermayer, and Stream (2008), the longer the tenure of a city manager in a

community, the more likely he or she will provide stability and continuity to a municipality. Furthermore, a high turnover rate in the position of city manager undermines the power balance essentially provided by administrative leaders and thus weakens the governance process (Svara, 2010). The International City/County Management Association ICMA has provided a random sample of 350 managers throughout the United States serving communities less than 10,000 and more than 2,499 in population who will be asked to participate in the study.

**Sample Size**

This study needed a sample size of at least 82 municipal managers of communities with a population of less than 10,000 nationwide chosen from the above referenced list provided by the ICMA. This reasoning is supported by other scholars who have studied similar relationships within communities that exceed 50,000 and 100,000 in population respectively. The LBAII® Self and city manager demographic questionaires utilized close-ended questions. They were sent to participants, who completed and returned them through the mail.

<center>**Research Questions and Hypotheses**</center>

**Research Questions**

The research questions addressed by this study were:

RQ1: What is the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure?

RQ2: What is the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure?

RQ3: What is the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure for each gender?

RQ4: What is the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure for each gender?

RQ5: What is the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure based on the racial make-up of the community?

RQ6: What is the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure based on the racial make-up of the community?

RQ7: What is the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure for each education level?

RQ8: What is the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure for each education level?

**Hypotheses**

The null and alternative hypotheses corresponding to each of the research questions were:

$H1_o$: There is no relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure.

$H1_a$: There is a relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure.

$H2_o$: There is no relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure.

$H2_a$: There is a relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure.

$H3_o$: Gender has no effect on the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure.

$H3_a$: Gender has an effect on the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure and gender.

$H4_o$: Gender has no effect on the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure.

$H4_a$: Gender has an effect on the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure.

$H5_o$: Racial make-up of the community has no effect on the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure.

$H5_a$: Racial make-up of the community has an effect on the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure.

$H6_o$: Racial make-up of the community has no effect on the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure.

$H6_a$: Racial make-up of the community has an effect on the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure.

$H7_o$: Education level has no effect on the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure.

$H7_a$: Education level has an effect on the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure.

$H8_o$: Education level has no effect on the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure.

$H8_a$: Education level has an effect on the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure.

**Theoretical Base**

"Scientific knowledge is judgment about things that are universal and necessary, and the conclusions of demonstration, and all scientific knowledge, follow from the first principles (for scientific knowledge involves apprehension of a rational ground)" (Aristotle, trans. 1941, p. 1027). The study of leadership and public administration, as Aristotle implied, is strengthened through principles of knowledge regarding the subjects that have been previously theorized and tested. In other words, the body of knowledge in this particular subject owes its acceptance to researchers, authors, practitioners, and students who have theorized and defined both general and specific constructs of leadership and administration. Moreover, the explicit historical concepts of both shape not only the present but the future effectiveness of city management through a valuable and expanded leadership approach.

Leadership, as Northouse (2010) suggested, has many definitions. Stogdill (1974) originally supposed that there are as many definitions of leadership as the number of individuals that has endeavored to define the elusive concept (p. 7). Although there have been countless definitions of leadership purported since the great men era, two particular definitions provide perhaps the most clarity for what public leadership is and how it should be most appropriately considered by city managers and the elected bodies they serve. The first, espoused by Howell and Costley (2006), asserted that "leadership is a process used by an individual to influence group members toward the achievement of group goals in which the group members view the influence as legitimate" (p. 4). The second and perhaps the best definition of leadership is the "capacity to influence others

by unleashing their power and potential to impact the greater good"(Blachard et al., 2007, p. xix). Particularly useful in the Howell and Costly definition is that it focuses on leadership as a process. It is the process of leadership that aids an organization in achieving its goals. Blanchard's definition goes one step further in that it speaks to the greater good of mankind. In other words, an emphasis on goal orientation and consequent outcomes do not go far enough since leaders relying on results alone will likely fail to provide an increased social benefit to employees and society as a whole (Blanchard et al., 2007). This delineation is especially important to city managers because although results are important in public management, the way in which managers lead and pursue public policy objectives affects both the perception of their usefulness and subsequently their tenure. Municipal managers in the United States often find themselves in precarious political positions in the communities they work. Moreover, administrative instability in local government can undermine the effectiveness of service delivery at the local level.

As stated earlier, the tenure or longevity of city managers is one of the least explored topics in public policy and administration (Hanbury, 2001). The subject of city manager tenure and how it is affected by the leadership style he or she utilizes in different situations has been difficult to conceptualize and operationalize because responses and/or observations (measurements) are not always what they seem. City managers continually participate in what Hasset and Watson (2002) purported is the political context by providing policy recommendations to the city council. However, participating in this realm exposes managers to a more complicated and politically charged environmental

context. A manager's venture into this new environment has the potential to exact the political instability that undermines their tenure. Watson and Hasset's earlier mentioned study, which explored the personal and community factors for longevity among city managers, found that managers who were more likely to enjoy longer tenures were well educated, demonstrated an ability to lead effectively, and continually educated elected officials as to the importance of professional administration (Watson & Hasset, 2002). This research attempted to accomplish educating city managers and elected municipal boards as to the factors leading to manager turnover in a hope that they might avoid or minimize it in the future.

Preliminary interest in the question of why some city managers have enjoyed longer employment arrangements than others (i.e., tenure), is based to a limited amount on personal experiences, but more specifically on research undertaken by Hanbury (2001), Watson and Hasset (2003), as well as several others. Moreover, given the limitless attributes of leadership and a myriad of variables that complicated the process of arriving at valuable and useable results, this research utilized Blanchard, Zigarmi, and Zigarmi's (1985) situational model of leadership to expound on how a city manager's tenure is moderated by the style of leadership he or she chooses in specific situations. It also examined how other variables, such as (a) gender, (b) the racial homogeneity of a community the manager serves, as well as (c) educational level of the manager, affect his or her ability to choose the appropriate leadership style.

**Definition of Terms**

*City manager:* Is the chief administrative official of a municipal corporation (city,

village, town, and borough). A city manager oversees and directs the day-to-day operations of the city and is employed by an elective body called a city council (International City/County Management Association, 2010).

*Council/manager form:* A form of government derived from the progressive era of the late 19th century and early 20th century in response to political corruption. Under this form of government, the council is the elected. It is also the legislative body charged with overall policy endeavors and employs an administrative manager that serves as executive officer. The manager, appointed by majority vote of the council, usually owes employment to his or her education, technical knowledge, and experience (Svara, 2010).

*Council member:* An individual elected member of a city council (Svara, 2010).

*Effectiveness:* The city manager's ability to choose the appropriate leadership style taking into consideration the situation based on the four leadership styles (directive, coaching , supportive,  and delegative) espoused by Blanchard et al. (1985) in situational leadership theory (SL), which was later revised to Situational Leadership II (SLII).

*Flexibility:* The ability of a leader (city manager) to freely move between and utilize the four leadership styles (directive, coaching, supportive, and delegative) depending on the situation espoused by Blanchard et al. (1985) in situational leadership theory (SL), which was later revised to Situational Leadership II.

*Leadership:* A process in which an individual influences group members, encourages them to achieve group goals, and achieves a positive social impact (Blanchard et al., 2007).

*Leadership styles:*

- *Directing:* A leadership style that utilizes a high degree of specificity of tasks that followers are expected to follow to accomplish a specific goal (Blanchard, 2001).

- *Coaching:* A leadership style that utilizes medium to high direction from the leader who closely supervises individual tasks that a follower is trying to achieve. This style utilizes constant feedback to encourage the follower (Blanchard, 2001).

- *Supporting:* A leadership style that employs medium to low direction from the leader who facilitates and supports follower's efforts toward accomplishing tasks and shares in the responsibility for decision-making (Blanchard, 2001).

- *Delegating:* A leadership style that makes very little use of directive behavior and, instead entrusts followers with the responsibility of problem solving and decision-making (Blanchard, 2001).

*Mayor:* Is a chief elective officer of a municipal corporation (city). The mayor of a city or village is typically elected at-large but may also be elected by the council or board of trustees of a municipality (Svara, 2010).

*Municipal corporation:* Is an incorporated governmental subdivision of a State government that has specific boundaries and a defined population. Cities, villages, towns, and burroughs are considered municipal corporations and have the power and capability to conduct business in the public and private market.

*Public administration:* Is the management of public affairs and implementation of public policies (Hanbury, 2001; Svara, 1994; Wilson, 1887).

*Strong mayor form:* Is a form of government where a popularly elected mayor is responsible for all executive and administrative functions for a city. In this case, the mayor operates almost autonomously and can hire and dismiss all nonelected officials of the municipality. In many cases, these functions can be carried out with little, if any, public discussion.

*Tenure:*  The length of time an individual retains a particular employment position (Ammons & Bosse, 2005).

## Assumptions, Limitations, and Delimitations

### Assumptions

In this study, it was assumed that city managers and the elected officials they serve are somewhat equal participants in a political and administrative process that often reflects different and sometimes competing paradigms regarding leadership, governance, and administration. In addition to rather key assumptions regarding political and administrative expertise or lack thereof, this study assumed that the city managers who responded to the LBAII® Self instrument and the demographic questionnaire did so in a truthful and nonbiased manner. In other words, managers completed both instruments to the best of their ability and with the intent to participate in an effort to eventually afford city managers important information as to some of the reasons for low tenure nationally. Finally, in this study, a normal distribution was assumed for tenure data.

### Limitations

The range of this study included a detailed historical review of leadership theory and specific models by which leadership can be used to explain human behavior.

However, considering the rather broad nature of the leadership exploration in this study, it was difficult to explore specific leadership styles of both city managers and their superiors in an effort to make inferences regarding leadership's effect on tenure. The specific independent variables of a city manager's (a) gender, (b) the racial make-up of the community he or she serves, and (c) the educational attainment level of the manager, may seem somewhat limiting, but as stated earlier, all may have played a part in whether a manager remains flexible in his or her leadership style given the parameters of the situation. Data regarding the perceptions by city council members of a manager's leadership flexibility and effectiveness might have been helpful, but was beyond the scope and financial ability of this study.

A significant amount of research regarding city manager tenure exists (Cleveland, 2000; DeSantis & Renner, 1993; Clingermayer , Feiock, Myungjung, & Stream, 2003; Hanbury II, 2001; Renner, 2001; Svara, 2010; Thurmond, 2009). Furthermore, many of these researchers suggested that tenure presents itself in two specific delineators. The first are push factors where problems in the manager's current employment situation, such as council/manager relationships and leadership tendencies, encourage a manager to inquire about employment opportunities elsewhere. Secondly, city manager tenure is purported to be affected by pull factors where the manager is attracted by or persuaded to seek other positions based on their leadership skill, professional, financial, or personal advancement requirements, and their perceived success in the community they serve (Clingermayer et al.,2003). This specific study did not delineate between these two factors and as such was not useful in determining the potential influence each has on tenure except where the lack

of a flexible leadership style might increase the likelihood that a manager will be pushed from his or her current position.

**Delimitations**

To offset the likely incidence of a large non response rate to these questionnaires, surveys was be sent to 350 managers across the country serving communities ranging between 2,499 and 9,999. A 30% response rate was anticipated for the first mailing. Furthermore, a 20 to 25% response rate was expected for a secondary mailing sent 3 weeks later. Thus, the total expected response rate was 50 to 55% based on the Hanbury (2001) study. Even though the minimum sample size determined by the power analysis was 82, it was expected that approximately 175 surveys would be returned as a result of this two-stage process. Unfortunately, less than 100 surveys were returned.

The data collected as a part of this study afforded information regarding current trends in tenure and attitudes of managers toward their profession and specifically their opinions regarding not only their leadership strategies but how they believe relationship enables managers nationally to benefit from longer tenures. Subsequent to receiving Institutional Review Board (IRB) approval, the LBAII® Self and city manager demographic surveys were mailed to the previously noted 350 managers across the country representing managers who are employed by communities with populations between 2,499 and 9,999. As stated earlier, approximately 175 responses were expected. Data provided in the ICMA, 1995-2010 Municipal Yearbooks afforded information regarding current trends in tenure and attitudes of managers toward their profession.

Data from the City Manager data questionnaire consisted of:

1. Manager's age

2. Manager's gender

3. Manager's race

4. Number of years the manager has been employed in public administration

5. Number of years the manager has served as a city manager (years of experience)

6. Number of positions the manager has previously held as a city manager

7. Manager's educational attainment in years

8. Manager's educational attainment by highest degree achieved

9. The median income of the community the manager currently serves.

10. Number of years the manager has been in the current position

11. Manager's longest employment with any one community, including previous city manager positions

12. Manager's opinion of their relationship with a majority of their city council

13. Racial homogeneity of the community the manager currently serves (based on the 2000 U.S. Census)

14. Racial homogeneity of the city council the manager currently serves

15. Gender division within the council the manager currently serves

16. Manager's opinion of the value their city council places on their leadership style

17. Population of the community the manager currently serves

18. Whether the manager serve in a community that has an elected mayor

19. District or at large elections in the community the manager serves

20. Existence of political turmoil between council members in the community the manager currently serves

## Significance of the Study

**Reduction of Gaps**

Experienced city managers who are perplexed by the lack of political and administrative continuity in local government are turning to academics to research and subsequently educate public policy and administration students about the benefits of entering the field of city management (Nalbandian, 2010). The findings from this research project will be utilized to inform future city managers about the reasons for low tenure in the profession. Managers once believed the simplistic explanation that it was the "caretaker" city managers who survived in the political arena (Berkley, 1981; Svara, 2010). In other words, city managers who maintained the current policy agenda stayed longer in their positions. However, age and experience is an equalizer. Many more experienced city managers now believe that leadership ability and a practical understanding of the prevailing political environment are critical components that moderate the tenure of managers in local government (Hanbury, Sapat, & Washington, 2004; Freyss, 2009). The relationship of managers to the elected officials they serve appears to be a critical factor in the length of employment a manager might hope to enjoy in any one community (Freyss, 2009; Hassett & Watson, 2002; Watson & Hassett, 2003).

A review of eight empirical studies regarding manager tenure, two of which utilized already tested instruments, is presented here. The first and perhaps of greatest

significance was completed by Hanbury (2001). The author compared managers'

personality and situational leadership style measured by the Meyers Briggs personality

inventory and the Leadership Behavioral Analysis II® Self (LBAII® Self) constructed by

Hersey and Blanchard respectively. Hanbury (2001) found that a manager's flexibility

and effectiveness score, as measured by the LBAII® Self, coupled with personality, as

measured by the MBTI, were not statistically significant, and thus, did not reflect a direct

correlation to city manager tenure. This result was in contrast to what the researcher had

originally hypothesized. The second study, authored by St. John (2009), found no

correlation between the leadership style employed by high school principals and student

achievement as measured by the LBAII® Other.  The remaining six studies reviewed for

the purposes of this research employed mixed methods and utilized instruments that

measure different leadership variables and principles than those applied herein. Only

limited success was achieved through the use of qualitative methods due to a vast and

disparate population.

There is a wealth of literature regarding the dichotomy between policy and

administration. Many authors, such as Frederickson and Smith (2003), Svara (1994), and

Waldo (2007), have written about the difficulties researchers, managers, and elected

officials experience in determining where each's role as a policy initiator and policy

administrator start and end. This study adds to several empirical research projects aimed

at exploring why city managers have difficulty maneuvering appropriately through the

maze of political and administrative pitfalls and, thus, experience difficulties securing

long-term employment. Streib, Slotkin, and Rivera (2001) implied an ongoing need to

rely not only on the knowledge of long-term practitioners in the city management field but also empirical research of the academic community. Moreover, relevance can be achieved through strong connections between both communities. In the case of this study, it was deemed that leadership theory and modeling could fall short of fully explaining tenure differences without first understanding the complexities of public administration, its perceived dichotomy, and the myriad of situational variables encountered by managers on a daily basis. The body of knowledge regarding this dilemma is most likely enhanced by researching the relationships between manager leadership aptitude, community and personal demographics, and the conflict that exists between elected officials charged with the representative responsibility in a particular community.

**Application for City Managers**

Though political behavior on behalf of a city manager can be distasteful, it may be necessary to further the cause of good governance. Policy-adept city managers who recognize the importance of situational leadership and its effect on a blurred line between policy initiation and administrative behavior facilitate good governance. As Walker (2001) suggested, even the presumed father of American public administration, Woodrow Wilson, believed less in a pure separation between politics and administration than his famed 1887 publication, *The Study of Administration* would suggest (p. 511). Other scholars such as Berkley (1981), Frederickson and Johnston (1999), Frederickson and Smith (2003), Freyss (2009), Graham (1993), Hanbury (2001), Kearney, Feldman, and Scavo (2000), Svara (1990, 1994, 2010), and Thurmond (2009), agreed with Skelley

(2008) that the following persist even though some still try to resurrect the dichotomy of

the progressive era:

1. Administrative acts have political consequences;

2. Administrators initiate policy;

3. Administrators shape policy after the fact;

4. Civil servants are not politically neutral;

5. Legislators investigate and intervene in administrative process (Walker, 2001

    p. 550).

Although a large portion of the research dealt with measures and variables that are

quantitative in nature, any remaining bias was minimized by designing a questionnaire

that replicates other quantitative study instruments (MacCoun, 1998). Identical questions

to those of other researchers were used to determine the state of public administration.

The quantitative studies performed by others were used as a means of illustrating

employment relationships and longevity of city managers. Additionally, a detailed review

of other theorists' contentions regarding public administration as an art or science was

help to reduce bias. A collective agreement of hypotheses will serve to enhance the

search for the truth (MacCoun, 1998).

**Implications for Social Change**

This study has the potential to affect positive social change in an incremental

manner. It would be misleading to suggest that by studying the situational leadership

behaviors of city managers and other demographic variables, as well as how tenure is

correlated to both, that managers would have an epiphany related to the variables

affecting lower tenure. However, adding the new interpreted data to the existing body of knowledge regarding leadership, administration, and tenure should provide impetus for further study. Few other empirical studies have attempted to correlate a city manager's flexibility in using specific leaderships styles depending on the situation he or she experiences with tenure. As stated earlier, Hanbury (2001) achieved the closest empirical explanation for low city manager tenure through an exploration of a manager's leadership style. This study, which dealt with city managers serving communities with populations greater than 25,000, was particularly important because it provided an interesting finding regarding the relationships between small, medium, and large cities; however, it ignored the smallest of American cities and villages. According to the ICMA, nationally over 47% of city managers serve communities with less than 10,000 population (Freyss, 2009; Renner, 2001). In fact, almost all studies ignore smaller communities. Hopefully, by providing city managers who serve small communities with a comprehensive list of demographic variables that affect tenure, and feedback on their own perceptions of their leadership flexibility, they will be able to understand the reasons for low tenure better. Moreover, they will be able to change their behavior and relationships to ensure better job security and, thus, continuity of policy within the communities they serve. This additional stability should provide managers with the political cover they need to provide government services at a lower cost.

**Summary and Transition**

This quantitative correlational study examined the relationship between a city manager's leadership flexibility and effectiveness (as measured by the LBAII® Self survey instrument) and tenure. It also explored the following potential relationships:

- The relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure.

- The relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure.

- The relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure for each gender.

- The relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure for each gender.

- The relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure based on the racial make-up of the community.

- The relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure based on the racial make-up of the community.

- The relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure for each education level.

- The relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure for each education level.

Situational Leadership® II theory, originally proposed and amended by Blanchard, Zigarmi, and Zigarmi in 1985, which described the ability of effective leaders to change their leadership style depending on the situation, served as the theoretical base for this study. Specific studies that previously explored the relationships between some or all of above referenced variables are discussed at length in chapter 2. In order to offer a broad understanding of the context of situational leadership and its use in the city management profession, this study also reviewed the theoretical framework of public administration, albeit limited in scope. Additionally, this research provides a more comprehensive review of leadership that has taken shape over the last 2 centuries, especially as it relates to the history leading up to situational theory.

Because the high turnover rate of city managers is of such concern for those serving in the profession and groups concerned with proper governance, in chapter 2 I further explore specific literature regarding city manager tenure and the conflicts managers experience while working in the profession. More specifically, in the next chapter I explored the independent variables of leadership flexibility and effectiveness as well as other moderating variables, such as a manager's (a) gender, (b) the racial homogeneity of the community in which he or she is employed, and (c) educational level. Furthermore, in chapter 2 I examine potential relationships between these variables and how that relationship might affect tenure. The methodology of this study is presented in

chapter 3 and provides a specific a description and clarification of the correlational

statistical methods and sampling proceedures. Specific results and findings are presented

in chapter 4 along with a detailed discussion of data and the methods by which they were

analyzed. Finally, chapter 5 provides an accurate summary that includes but is not limited

to, research and study implications, application to the city management profession, the

ability of the findings of this research to affect positive social change, and

recommendations for further study.

Chapter 2: Literature Review

**Introduction**

"When those who are in office behave arrogantly, and seek their personal advantage, people start factional intrigues against each other and against the constitution which permits this to happen. . .democracy is ruined by misgovernment" (Aristotle, trans. 1995, pp. 183-184). Due in part to the recent ethical breaches in the private and public sectors, within the 21st century both such sectors will be under increasing pressure to bring about social change and explain what changes will be made and to whom it will benefit. In the past year, many have witnessed the overwhelming call for organizations operating in each sector to increase transparency and accountability. As a consequence of global economic realities of the years antecedent to the presentation of this research, organizations, their administrators, and their respective members have been forced to rethink how and why they do business. Arguably, the principles of management as usual can no longer sustain the efficiency, effectiveness, and/or overall health of an institution. While it is still necessary to manage tasks and people in a way that perpetuates organizational efficiency, it may be helpful for managers and administrators to do so by recognizing the importance of specific relational constructs that afford stronger interpersonal relationships between leaders and followers. Moreover, administrators should distinguish between their capacity for management and their leadership aptitude (Hanbury, 2001).

According to Bennis (1992), there is a substantial difference between management practice and leadership principles. Bennis further expounded by stating:

Leaders conquer the context—the volatile, turbulent, ambiguous surroundings that sometimes seem to conspire against us and will surely suffocate us if we let them—while managers surrender to it. The manager administrates; the leader innovates. The manager is a copy; the leader is an original. The manager maintains; the leader develops. The manager focuses on systems and structure; the leader focuses on people. The manager relies on control; the leader inspires trust. The manager has a short-range view; the leader has a long-range perspective. The manager asks how and when; the leader asks what and why. The manager has an eye on the bottom line; the leader has his eye on the horizon. The manager imitates; the leader originates. The manager accepts the status quo; the leader challenges it….Managers do things right; leaders do the right things. (Hersey et al., p. 9)

Though there are many definitions of leadership proposed by researchers and leadership academics, one that seems to provide the clearest understanding of what leadership is and its consequences on organizational effectiveness maintains that it is an "influence process that occurs naturally within a social system and is diffused among members" (Yukl, George, & Jones, 2010, p. 4). Researchers who subscribe to this paradigm suggest that leadership is best studied "as a social process or pattern of relationships rather than as a specialized role" ( Yukl, et al., 2010, p. 4). The definition of leadership espoused by Uhl-Bien (2003) is that it "occurs when individuals use influence to create change," which further suggests leadership as a behavior rather than a formalized role (p. 133). Nowhere is this view more appropriate for study than the public

sector. All levels of government seem to be in perpetual crisis mode. Thus, public leaders must embrace new forms of managerial or administrative leadership and begin to practice new ways to faciliate organizational effectiveness.

**Policy and Administration**

Svara (1994, 2010) referred to an interrelationship between the administrative and elected officials roles as the policy/administration continuum. Until approximately halfway through the 20th century, public administration academics purported the administrator to be completely separate from public policy creation and/or political interference (Svara, 1994; Waldo, 2007). Its precursor was the policy/administration dichotomy. Considered by many to be initiated by Professor Wilson, this approach resulted mainly from a reaction to the overwhelming corruption in the political management of cities throughout the United States during the 19th century (Walker, 1989). Wilson (1887) introduced administrative study as a requisite to providing efficient and inexpensive service delivery and further contended that the European model of highly bureaucratic administration might better serve the ever evolving and fast changing American city. This vision was perhaps the first legitimate movement toward an administrative system for government in which a properly educated, non political administrator managed the day-to-day affairs of municipal corporations.

The current overwhelming consensus is that there is no clear line between policy and administration, and that delineation to that effect actually hampers an administrator's effectiveness (Clingermayer et al., 2008; Graham, 1993; Renner, 2001; Svara 1994, 2010). The contention is that an administrator with no authority to effect policy is

somewhat relegated to "caretaking" (Svara, 1994, pp. 12-14). After all, the duty of a public administrator, or specifically a city manager, is to use their education, experience, and talent to the betterment of society. Thus, the belief that administration, if done correctly, is more an art than a science had been the prevailing idea of many academics for the first half of the 20th century (Berkley, 1981). This art is not relegated to interesting theoretical suppositions of governance; instead, those interested in effective governance and the tasks necessary to support that initiative must be accomplished at their craft. The reference to public administration as an art is compelling in that it suggests a product of human creativity. It is also an ability to collate differing realities, constructs, and actions into something more easily understood by others (Fox & Schumann, 1999, 2000). In the case of local government management, the product is contingent on a leader's ability to intuitively place pieces of an organization and its sometimes culturally diverse environment into a collective whole that can be understood and utilized by elected officials, staff, and constituents alike (Tubbs & Schulz, 2006).

Local government managers must become familiar with, and accomplished at, leadership principles and behavioral intricacies (Hanbury, 2001). Moreover, they might better appreciate the complexity of the relationship between themselves, the communities and staff they manage, and the elected officials to whom they owe employment (Anderson, 2010; Feiock, Stream, Clingermayer, & Kwon, 2003; Svara, 1990). This research helps to uncover and further explore the seemingly elusive constructs of public administrative leadership, tenure, and the consequences for local government policy continuity and effectiveness.

Although the bifurcation of political and administrative behavior was addressed by the French in the mid-19th century, Wilson's 1887 work regarding the importance of administrative competence and autonomy in governance marked the beginning of the professional management movement in the United States (Freyss, 2009; Hanbury, 2001; Montjoy & Watson, 1995). The priciple of the dichotomy between policy and administration was rarely so clear as when Wilson (1887) declared  that "administration lies outside the proper sphere of politics. Administrative questions are not political questions. Although politics sets the tasks for administration, it should not be suffered to manipulate its offices" (p. 210).

Even though the concept of a separate policy and administrative function within public administration has been principally discounted, the myth still roams the halls of municipal buildings everywhere. It is sometimes because public administrators want it that way despite the knowledge that the dichotomy is most often false. Thus, as an imperative of successful administration, managers must rely on improved methods of leadership and continue to further their conceptualization and understanding of specified types, traits, forms, and other components of successful leadership Hanbury, 2001.

It is the object of administrative study to discover, first, what government can properly and successfully do, and, secondly, how it can do these proper things with the utmost possible efficiency and at the least possible cost either of money or of energy. . . .

The field of administration is a field of business.  It is removed from the hurry and strife of politics; it at most points stands apart from the debatable

grounds of constitutional study. It is part of political life only as the methods of

the counting house are part of the life of society; only as machinery is part of the

manufactured product. (Wilson, 1887, pp. 197 and 210)

Administrative leadership in the public sector is defined as "the process of

providing the results required by authorized processes in an efficient, effective, and legal

manner" focuses on several methods (Van Wart, 2010, p. 90). The practice of public

administration, as earlier proposed, is an arduous process by which policy composition

and implementation continually overlap. Administrators lead and interact with both those

they serve and their subordinates in a manner that is inconsistent with many

interpretations of Wilson's dichotomy contention and in keeping with Svara's

policy/administration continuum (Montjoy & Watson, 1995).  Zhang and Feiock (2010)

further argued that Wilson (1887) had been mischaracterized by suggesting that a true

separation existed and should persist between policy and administration.

Early theorists such as Goodnow, Waldo, and Wilson maintained that public

administrators should be shielded from political influence when performing the business

of government. However neutral an administrator might be, they still are not excluded

from the policy making process so often referred to by scholars of public administration

(Zhang & Feiock, 2010). Montjoy and Watson (1995), after having explored a more

encouraging model of the dichotomy, suggested that while political officials must remain

conspicuous by their absence in the implementation process, public administrators can

and do provide necessary policy leadership to elected officials.

Despite preconceived notions of administrative influence and authority in the public sector, an in depth review of the history of theory in public administration, management, and leadership is warranted. Its necessity is based upon the desire to educate elected officials and administrators, but also to inform the citizenry of the interconnectedness of policy and administration, the leadership imperative, and their role in the process of governing. However, the greatest imperative is a manager's need to understand leadership, the relationship between themselves, the citizenry, their staff, and the elected officials to whom they report.

Berkleys' (1981) and Crewson and Fishers' (1997) reference to public administration as a craft or art implied the need for advanced leadership capabilities on behalf of public administrators. Although administrators, or city managers specifically, typically possess significant administrative aptitude, many still lack the leadership proficiency and other skills necessary to maneuver within a politically charged environment and thus avoid early turnover. The neccesity for longer tenures, as one of city manager's most significant concerns, is justified in considering whether the policy/administration dichotomy actually exists. Wilson (1887) suggested that a dichotomy existed and that it was somewhat confounded by politics caused by meddling politicians that neither had the knowledge nor the training to adequately carry out the business of government.  This interference, or perception of it, has been perpetuated by managers since the inception of the position itself. However, as suggested by Svara (1990), the council-manager form of government provides for the specialization of roles and streamlines the administrative process. Utilizing this approach, administrators

perform duties that are congruent with the day-to-day operations of the municipality whereby the council and mayor provide broad policy leadership and direction. This is not to say that managers do not participate in policy formation, in fact, the opposite is true.

The tenure of city managers is perhaps one of the least evaluated topics in public administration while at the same time being considered one of the most pivotal to those in the profession. While an exploration of leadership and its effect on an organization has been addressed on numerous occasions throughout the last several decades, it is becoming increasingly clear that public organizations, specifically municipalities, are in need of guidance regarding the variables affecting the health of their institutions and their ability to affect social change.

Therefore, in order to understand the importance of tenure to managers and the communities they serve, the theory of and historical perspective of public administration must be explored. Moreover, a thorough evaluation is essential before the sometimes-difficult questions are asked regarding a city managers ability to forge effective and lasting relationships, apply appropriate leadership and management styles, and develop the pivotal relationship with elected officials. Thus, the question to ask is what is it about some city managers that enable them to enjoy longer tenures than others and as a result provide the essential level of policy and administrative continuity in local government?

## Historical Shifts in Organizational Structures

"The people myth is that government can be improved by hiring better people. In reality, the problem is not the people; it is the systems in which they are trapped" (Osborn & Plastrik, 1997, p.14). Osborn & Plastrik (1997) described a reality that is perhaps the

very reason for historical shifts in organizational structures. Their rationale is that throughout history organizational forms have evolved because of inherent seeds of destruction that undermined the nature of the organization and its purpose. Clawson (2006) suggested that ideals have progressed from that of "father knows best" to "management knows best" finally culminating in the"people know best" what the customer or constituency needs; or the thought that the people on the front line know what is best for the organization and how best to deliver products or service whether those products and service are public or private (pp.15-20).

Historically, organizational paradigms have shifted from hunter/gather society to farming to industrial society and eventually to an information based society in which data became more powerful than men (Clawson, 2006). In agrarian society, people moved to grow food that was needed to sustain their families. They organized in safe and stable manners because survival depended on an ability to manage tasks and supplies. Moreover, an aristocratic agricultural model in society was dominant for many centuries. Power was desseminated from top down and passed on principally through family lineage and with little regard for education and expertise. Consequently, many were disenfranchised not only by the inequity of wealth but the non-elastic nature in which governance was carried out.

The Industrial Revolution, on the other hand, was marked by a move from erroneous governance and subsequent decision making to that of verticle, bureaucratic layers of management. This approach was designed to introduce a fair application of mutually agreed upon laws based on specific principles as supposed by German

Sociologist, Max Weber. He believed that authority and power should reside in an office not a person. Weber also believed that appointment to these offices should be based on expertise, and that those individuals owed allegiance only to a set of laws not an incumbent (Clawson, 2006). However, as with the aristocratic methods, bureaucratic processes became overun with problems. These bureaucratic organizations of the industrial age, in an effort to perpetuate their existence, actually began to stifle creativity and risk taking, two very important traits of a vibrant oranizational structure.

The information age was brought about through advancements in technology. No longer would power be situated in the hands of people in positions of stature, rather it would belong to those who had and controlled the information. The speed at which this transformation happened made it necessary for organizations to flatten their heiarchical structure and allow decision making to be decentralized. The premise is that those closer to the customer know better what is needed than those farther removed from the forefront (Clawson, 2006). While it is apparent that historical factors have influenced social values and public policy, it is important to remember that the transformation of public systems and organizations must and will continue. Furthermore, organizations have an obligation to continually strive for increased effectiveness, efficiency, adaptability, and capacity for innovation (Osborn & Plastrik, 1997).

## Theory Revolution in Public Management

Aristotle (trans. 1995) purported that the greatest unity is achieved in a city and as such must find its direction in a leader that possessed the utmost of education and wisdom. Lewis (1945) referred to the city as "a unity of unlikes" (p. 155). While the

word unity conjures thoughts of strength, the overall connotation of the word unlikes
implies a particular difficulty in managing public institutions, especially municipalities
(Lewis, p. 155). Unlike business administrators, public administrators serve customers
from diverse backgrounds, that demand highly disparate services, and do all of this in a
seemingly transparent environment.  Moreover, as public institutions provide an even
greater range of services the dificulties become more pronounced more so than any other
time in history.

The history of public administration is limited compared to other, much older
European democracies. In 1835, Alexis de Tocqueville implied the necessity for
educated, professional administrators, accomplished at their craft, to manage the business
of government in the United States, if for no other reason than to provide historical
continuity and stability to our fledgling democracy. De Tocqueville (1966) wrote the
following regarding the lack of a public administrative movement in the United States:

 Administrative instability has become a habit…Nevertheless, the art of

administration is certainly a science, and all sciences, to make progress, need to

link the discoveries of succeeding generations. One man in a short space of life

notices a fact and another conceives an idea; one man finds a means and another

discovers a formula; as life goes on, humanity collects various fruits of individual

experiences and builds up knowledge. It is very difficult for American

administrators to learn anything from each other. Thus, the lights that guide them

in the direction of society are those to be found widespread throughout that

society, and not any particular techniques. So, democracy pressed to its ultimate

limits, harms the progress of the art of government. In this respect, it is better

adapted to a people whose administrative education is already finished than to a

nation which is a novice in the expertise of public affairs. (pp. 207-208)

Even though Americas' administrative history is limited and its capability is

considered less than optimal when compared to European democracies, considerable

change has taken place that suggests an understanding beyond mere management theory.

The newfound comprehension includes when and where leadership principles should be

employed throughout the managerial process. That insight has occurred through three

conspicuous paradigm shifts over the last 100 years.  The father of scientific

management, Fredrick Taylor, suggested that the old type of management (pre 1911)

depended primarily on worker initiative void of management intervention (Taylor, 1911).

Taylor argued in his book, *The Principle of Scientific Management*, that efficiency was

lacking significantly in the work place (Taylor, 1911).  Taylor believed that workers and

management were exactly half responsible respectively for effcency. He further believed

that management of workers could be developed into scientifically specific tasks, that

workers could be selected and trained in a scientific manner, workers could then

cooperate with management so to ensure that duties were being carried out in a fashion

that reflected the science that was developed, and lastly that work could be divided

equally between labor and management (Taylor, 1911). However, Taylor's contention

that management can be divided into scientifically testable tasks was soon challenged by

Mary P. Follett, a social worker and writer.

In her book, *Creative Experience*, Mary Follet (1924) suggested that social

experience is considered to be the root of organizational makeup. Follet further

challenged Taylor's assertion that management is really advanced task planning and the

dissemination of that planning to workers by suggesting that the process is much more

interactive. Follet's central construct is that of integrated behavior. She argued that

behavior cannot be explained simply through stimulus and response mechanism but

through the response of managers and workers to activities such that they both become

active participants in the process of management (Follett, 1924). According to George

Berkley, author of *The Craft of Public Administration*, Follet continually advised

organizations to stop trying to quelch their differences, instead they should integrate these

variations so as to grow from within (Berkley, 1981). Follet further believed that conflict

was simply a natural inclination between diverse individuals, and while her construct was

significantly dissimilar to that of Taylor, it still provided a mechanism by which the

human side of organizations could be explored (Gehani & Gehani, 2007). Unlike Taylor,

Follet contended that "an organization's sustained task productivity relies primarily on its

employees' self development, and not so much on them using scientifically engineered

tasks" (Gehani & Gehani, 2007 p. 390). Regardless of how and where an organizational

leader percieves their productivity strength to be, it still fails to negate the importance of

the human perception on organizational efffectiveness.

**Sayer's Relational Constructs**

Sayer (1992) suggested that we could not construct our own world. Furthermore,

since available conceptual resources help us to understand the world around us, but do

not construct the world itself, it is reasonable to understand that the world and conclusions drawn from observation and measurements of it should be, but are most often not, consistent. In conceptually saturated observation, it is difficult to discern observable truth from that which is not (Sayer, 1992). For example, Sayer uses a comparison of the layperson and a biologist perspective of observations through a microscope to show how each might view, observe, and interpret different shapes. Of course, what is under the microscope is constant but our interpretations are not. In other words, it is not necessarily what we interpret it to be. Remember the old preponderance, if a tree falls in a forest and no one is there to hear it, does it make a sound? It depends on your definition or conceptualization of sound. If sound is defined as vibrations in the air with no receptor, the answer is yes. On the other hand, if it is defined as the result of vibration on an eardrum, the answer is no. Regardless of countless research efforts toward a subject, the reality is still the reality apart from our observation or perception of it (Sayer, 1992).

Moreover, Sayer suggested that "differences in meaning need not render inter-theory or inter-paradigm communication and criticism impossible. Knowledge changes neither wholly, continuously, nor by comprehensive replacements of one monolithic paradigm by another" (Sayer, 1992, p. 84). In other words, theory does not determine truth even in observations. Taylor's observations in engineering cannot be considered true simply because of a theory that each task, as observed, can be broken into exact parts. Similarly, theories regarding how separate and distictive parts fit together does not define management in its real and true sense. Perhaps Sayer (1992) would argue that

Taylor's contentions were "naïve objectivism", or an over simplistic view of that what I observe is true at all times (pp. 70-84).

Perhaps the most famous reason that humanism in management paradigm took hold which caused the decline of scientific management paradigm, is the Hawthorn experiments.  A Harvard research team, led by Professor Mayo, finalized a five year study of worker management relations at the Hawthorn plant of Western Electric Company, where it was determined that problems in the plant were not a result of inefficiencies or inadequate compensation but of  social forces operating within the facility (Berkley, 1981). This study was the beginning of the end for Taylor's dominance in the theory and practice of management in organizations. After having witnessed some of the abuses of the Industrial Revolution, many theorists writing after the 1932 Hawthorn experiments, picked away at Taylor's scientific management principles. Evolution of theory eventually led to how public managers went about managing the affairs of government in an efficient manner. Eventually, the idea that a manager's inability to retain long tenures in communities undermined proper governance. The subject of city manager tenure and how it is affected by the leadership style he or she utilizes in different situations has been difficult to conceptualize and operationalize because responses and or observations (measurements) are not always what they seem.

**Historical Reaction to Paradigm Shift**

Although significant, Follett's writings did not garner considerable support. According to Berkley (1981) and Gehani and Gehani (2007), women such as Follett were not afforded the respect that they would receive today for such scholarly discourse. This

coupled with the idea that she was challenging well-respected writers and management theorists such as Taylor and Wilson at a time when the nation was healing from World War I further undermined her credibilty. However, history would prove otherwise.

Another reaction from professionals' and theorists' alike was to further advance the research into the affect of behavioral science in the management of organizations.  In 1938 Barnard, a management practitioner, confronted scientific management with *The Functions of the Executive* which addressed the physical, social and biological environment of an organization (Bass, 2008; Berkley, 1981). These theorists' responses were followed by many other challenges to Taylor's paradigm of scientific management. To this day, researchers are taking a second look at the books of Mary Follett to discern support for good management practice. According to Munro, Roberts, and Skelcher (2008) and Van Wart (2010), this phenomenom is a result of renewed interest in the discretionary power of public administrators and how leadership principles affect the administrators' ability to initiate and sustain social change and organizational stability. Mary Follett, having incredible insight, believed that the principal leadership challenge for practitioners in the management field demonstrated and convinced others that actions pursued were demanded by situations that were encountered by an organization (Gehani & Gehani, 2007).

## Leadership Dimensions

Rarely in history has the comprehension of effective leadership been more essential. Twenty-first century leaders, while affluent in a wide range of administrative capabilities, continue to experience the effect that a poor understanding of leadership

means to the well-being of an organization (Dess & Picken, 2000; Ireland & Hitt, 2005). In little more than a decade, our nation has experienced both overwhelming economic strength and economic despair unlike anything this generation has witnessed since the depression of the 1930s. The boom in construction and the subsequent inflation of housing prices, along with other significant factors that sustained and even increased governmental revenue from the mid 1990s to approximately 2007, provided a vehicle by which governmental leaders could be recognized as innovators. After all, it is easier to convince a citizenry of a leader's aptitude when more funds are available to provide additional services and programs. Even mistakes seem less important when there are funds to cover a loss caused by the misstep of a leader.

However, as the economy worsened, people were more likely to call upon their elected representatives and city managers to help alleviate problems for struggling families. Unfortunately, individual wealth decreased due in part to an overwhelming national reduction in residential and commercial property values that in turn further reduced the revenue stream essential to providing municipal services. In other words, the costs associated with providing an adequate level of service is higher than the revenue needed. This major swing in personal and business wealth has made it more difficult for existing and potential leaders, specifically those in the local government sector; to elicit trust and support from the populations they served (Russow, 2010). As a result, local government leaders found themselves fighting for both a continually dwindling share of financial resources and the confidence of and validation from the citizenry. The need for leadership credibility of locally elected officials as well as municipal managers is

congruent with the findings of a study performed by Gabris, Golembiewski, and Ihrke (2001). Gabris et al. (2001) found that a statistically significant association existed between city managers with  high leadership credibility and higher levels of trust, openness, and consequent support within the organizations they managed and the group with which they shared power and responsibility for governance, namely the electorate (p. 106). Consequently, city managers must become more flexible and change their approach to leadership based upon the situation in order to bring about increases in the average tenure for managers nationwide and subsequently defend significant changes that are essential for placing communities on a better and more stable financial footing.

Even though the exploration of leadership and its effect on organizations has been addressed many times in the last several decades, it is becoming increasingly clear that public organizations, especially local municipalities, are in need of guidance regarding other important variables affecting the health of their institutions and their ability to affect social change (Bass, 2008; Blanchard, 2001; Blanchard, Zigarmi, & Nelson, 1993; Chemers, 1995; Houghton & Yoho, 2005; Paarlberg & Lavigna, 2010; Silverthorne & Wang, 2001; Uhl-Bien, 2003;). Moreover, this discussion and review is essential to informing this study.

Surveying city managers as to their ability to utilize flexible and effective leadership styles is an important first step. Along the same line of reasoning, a failure to provide a firm explanation of an historical theory time-line would make it particularly challenging to ask the intrusive demographic and organizational questions necessary to determine whether leadership style correlates with other specific variables. A city

manager's (a) gender, (b) the racial make-up of the community he or she serves, and (c) the educational attainment level of the manager may all play a part in whether a manager enjoys longer tenure (Watson & Hasset, 2003). Furthermore, to the extent a city manager can remain flexible in his or her leadership style dependent on the situation, may prove to be a more effective means of explaining low tenure (Hanbury, 2001). Comparing both demographic variables and situational leadership flexibility and effectiveness may offer an even better understanding to the complexities surrounding manager tenure. Thus, we must ask what is it about some city managers that enable them to enjoy longer tenures and as a result provide desperately needed continuity in local government.

The study of leadership in past years has been relegated to theoretical suppositions that concluded little difference in the construct between the private and public sectors (Fernandez, 2008; Van Wart, 2010). Generic theories of leadership have been applied across the sectors with little consideration of the differences between political constituencies and organizational members in the private, nonprofit, and governmental sectors. In fact, far fewer studies have been completed utilizing the public sector as a research environment (Bass, 2010; Northouse, 2010; Van Wart, 2010). Consequently, only limited research is published in the field of public administration (Fernandez, 2008). While  Fernandez (2008) and Rainey (2003) admitted there are a plethora of resources dedicated to leadership development in the public sector, especially at the federal level, the lack of significant, meaningful research in the public sector that specifically addresses municipal management has caused a significant gap in its comprehension. But, regardless of the amount of generic leadership tools available to

public sector managers, their use is applicable to the extent managers and followers accept their legitimacy. In an effort to explicate the development of leadership theory, several main theories will be examined in detail.

**Historical Metamorphosis of Leadership Theory**

**Various definitions of leadership.** It is very important to relate the many definitions of leadership proposed by a myriad of researchers throughout history. While each are described below, this section culminates with a definition espoused by Uhl-Bien (2003), which surmises that leadership is a behavior, not a role, and as such provides opportunity for its use to anyone in an organizational structure. By exploring specific leadership theory, I hope to further an understanding of at least some of the reasons for the relatively short tenure of city managers nationally.

Howell and Costley (2006) claimed a construct similar to that of Uhl-Bien (2003) in that leadership is a process employed by individuals to legitimize influence by helping followers to achieve group goals. Blanchard et al. (2007) asserted that this influence is utilized by unleashing an individual's power to impact the greater good. Moreover, goal orientation and outcome focus alone will likely fail to provide an increased social benefit to employees and society as a whole (Blanchard et al., 2007).

> In all, successful leadership consists of strategic exercise of three overlapping roles and actions: analysis-understanding a situation and thinking about what choices and changes will workout best; management-mobilizing individuals, groups, organization, and societies to work together to undertake important challenges; advocacy-fighting for a mission that involves values, ideas, and

principles and persuading others to follow. In the end, good leaders employ substantive expertise. (Nye, 2010, pp. 589-590)

**Early theorists and philosophy.** According to Bass (2008), early principles of leadership dated almost as far back as the earliest recorded civilizations. Egyptian hieroglyphs, written almost 5,000 years ago, depicted definitions of leadership, leaders, and followers. Even Confucius, in the sixth century B.C., taught rewards and punishments as a mechanism by which individuals could understand the need to act towards others in a moral and just manner. Furthermore, Lao-tzu spoke of leaders encouraging their own obsolescence by helping followers suppose their own efforts to be the reason for success (Bass, 2008 p.5; Hanbury, 2001).

Early Greek philosophers such as Plato and Aristotle wrote extensively on leadership. Plato's ideal of philosopher-king underscored what he believed to be the necessity of education and wisdom as primary imperatives for an effective leader. Aristotle, conversely, believed that because of the limited virtue of those seeking leadership positions, the youth should be educated in the moral standards necessary for leadership excellence (Bass, 2008). Aristotle questioned what the virtue of a good man had to with the excellence of a good citizen and if either or both could stand as an effective leader. He summarized those beliefs as follows:

If we look at constitutions generally, we must note that different constitutions require different types of good citizen, while the good man is always the same. If we look at the best constitution, we may argue that even here there must be different types of good citizen, because there are different sorts of civic function;

and thus here too the good citizen cannot be identified with the good man. On the whole, therefore, the good citizen and the good man cannot be identified. But, there is one case in which they can be. This is the case of the good ruler who possesses the quality of moral wisdom required for being a good subject. The quality of moral wisdom which he possesses is the essential quality of the good man; and in his case the excellence of the good citizen is identical with that of a good man. (Aristotle, trans. 1995, pp. 90-91)

Cities, as interpreted by Aristotle (trans. 1995), would fail without a leader that possessed both the education of a ruler and the moral wisdom of a subject. In short, the expertise of a good ruler is not always consistent with the requisites of good citizenship and those that possess an inherent wisdom derived from embracing followership were thought to make great rulers. This ideal morphed into a construct that leaders were born, not made. Philosophers like Machiavelli suggested that because leaders seek either reform or status-quo, they are constantly under attack by those that would espouse chaos. However, it is clear that Machiavelli also championed the construct of situational action on behalf of a leader since entrenched political elites in any political system fight to preserve the status quo and those that prefer change continually promote modifications in society (Bass 2008; Machiavelli, 2003). The controversy is whether there are specific heroic individuals with innate leadership aptitude to balance the needs of the populace or if specific traits determine a leader's ability to advance the social and political order (Wiatr, 1988).

We come now to the last form of heroism; that which we call Kingship. The Commander over Men; be to whose our will are to be subordinated, and loyally surrender themselves, and find their welfare in doing so, may be reckoned the most important of Great Men. (Carlyle, 1995, pp. 53-54)

Although history was fashioned by great men and women, should we surmise that there are specific attributes present in certain individuals that produce great leaders? Theorists such as Carlyle (1902) and James (1882) argued that change in society is facilitated by great men endowed with innate qualities that afforded opportunities for these leaders to thwart others from moving society in a direction inconsistent with the intentions of great men. According to Bass (2008), Carlyle's 1841 essay regarding a hero's ability to sway the opinions of individuals and groups in society also provided unique perspectives for shaping the direction of society as a whole.  Recognizing the inherent similarities in specific attributes of great men prior to the 20th century led many theorists such as Galton (1869) to surmise that while there may be a myriad of factors affecting the effectiveness level of leaders, there were innate transmissable traits which every great leader possessed (Carlyle, 1849; Carlyle, 1995; Zaccaro, 2007).

**Trait approach.** "Leaders are born not made" was the premise of early theorists

consumed by the idea that society's leaders dominated mainly due to certain inborn traits

(Bass, 2008). In other words, either an individual possessed specific leadership abilities

from the outset or they did not (Van Wart, 2010). Levasseur (2006), further purported

that in an era of rapid and sometimes perplexing change, there are still many who believe

that a leader (savior) would emerge to deliver society from the crises it continually faced

(p. 105). Suggesting that leadership effectiveness was related to social and physical

characteristics such as moodiness, masculinity, physical appearance, among others, thus,

was difficult to substantiate (Chemers, 1995). Utilizing primarily univariate methods to

delineate leaders from non-leaders, or relying on "independent contributions of each in a

small set of personal qualities", provided little in the way of explanation of why some

individuals performed well in leadership and others did not (Zaccaro, 2007, p. 8).

As a result, theorists' presuppositions toward characteristics as the only

explanation for leadership effectiveness came under fire at the midpoint of the $20^{th}$

century upon the release of groundbreaking research by Stogdill (1948). After reviewing

124 trait studies, Stogdill concluded that the preeminence of a set of specific traits to

explain leadership aptitude was inconsistent with reality since individuals with similar or

the same traits did not consistently achieve or excel in leadership in every situation.

According to Bass (2008), Stogdill's review comprehensively addressed published

studies that attempted to explain the traits and characteristics of leaders. Every attribute

from stature, athletic prowess, weight, age, fluency of speech, intelligence, emotional

control, and up to and including an individual's liberalism or conservativism as well as a

plethora of other physical and behavioral elements, were examined by these studies. To

summarize, Bass (2008) chronicled that many of the studies Stodgill examined supported

the idea that physical traits of an individual failed to positively correlate with whether or

not they were likely to hold a leadership position. Nevertheless, several studies did show

a statistical correlation between originality, popularity, sociability, judgment, desire to

excel, humor, cooperativeness, liveliness, and athletic ability (p. 94).

Perhaps the most conclusive evidence from Stodgill's review came from those

studies that were based on personal observation, case study, and biographical data

analysis (Bass, 2008). Bass outlined these deductions into six broad catagories: capacity,

achievement, responsibility, participation, status, and situation. Capacity of an individual

included intelligence, alertness, verbal facility, originality, and judgment. Achievement

contained scholarship, knowledge, and athletic accomplishments. Responsibility

incorporated dependability, initiative, persistence, aggressiveness, self-confidence, and

the desire to excel. Participation involved activity, sociability, cooperation, adaptability,

and humor. Status comprised of socio-economic position and popularity. The catagory

with the most correlative impact, situation, involved mental level, status, needs, and

interests of followers, achieved objectives as well as many other factors (p. 95). Bass

supposed that traits or a comination thereof do not form a pattern by which a leader is

recognized even though there may be some corresponding characteristics between leaders

and followers. Futhermore, Bass (2008) suggested that the variables surrounding

leadership action are constantly changing because of specific confounding factors in

certain situations such as relationship modification, short or long term reduction in

leaders or followers within an organization, and external pressure that may create organizational instability. Moreover, although personal leader and follower characteristics demonstrate incredible consistency, behaviors of individuals in light of situational variation impede both leader selection and placement (p. 95).

Leadership and those that perform its' elusive duties are easy to locate, but it is far more difficult to find indiviuals that can be effective in a myriad of different situations. For this reason, it is imperative that in order to adequately analyze leadership, traits and behaviors of leaders must be explored as well as the situations in which leadership is carried out (Bass, 2008; Blanchard et al., 2007; Van Wart, 2010).

**Behavioral approach.** Further exacerbating the flight from pure trait theory was a new movement which commenced at the end of World War II whereby researchers, primarily located at University of Michigan and Ohio State University, concentrated their efforts on studying how leaders behave (Bass, 2008; Chemers, 1995; Hanbury, 2001; Levasseur, 2006; Vroom & Jago, 2007). They were less concerned with individual traits than how leaders actually behaved and how that behavior is possibly influenced by "not only the leaders' disposition but also by the situations that leaders confront" (Vroom & Jago, 2007, p. 19).

The Ohio State leadership studies relayed the importance of considering the independent dimensions of consideration and intiating structure, while University of Michigan researchers investigated "how leadership functioned in small groups" (Northouse, 2010, p. 69). Vroom and Jago (2007), further maintained that behavioral research that explored trust and two-way communication (consideration), as well as

working relationships, methods, and work accomplishments (initiating), positively

recognized "the role of situation or context in leadership" (p.19).

Even though the University of Michigan and Ohio State University studies helped

move leadership theory toward a more integrated and comprehensive approach to explain

specific leadership behaviors, they were unsuccesssful in elaborating how those

behaviors were affected by their context or how situational pressures or contexts

modified the reaction of the individuals in leadership roles (Fugua & Newman, 2004;

Vroom & Jago, 2007;). Careful review of both studies and the priciples that they

proposed for leadership practice uncovered a conspicuous lack of connection between

theory and practice. This result was mainly due to variance between leader behavior and

effectiveness (Bass, 2008; Vroom & Jago, 2007).

The next logical step in the progression of leadership study was Blake and

Mouton's (1964, 1985) managerial grid theory which offered task and relations

orientation of leadership. The two-dimensional grid depicted a concern for people on one

axis and a concern for production on the other axis (Blake & Mouton, 1964, 1985). Each

axis is separated into nine mutually dependent degrees of strength. Hanbury (2001), Bass

(2008), and Northouse (2010) explained the model's range as a leader with a vertical

scale rating of 9 demonstated a maximum concern for people. On the other hand, a leader

with a vertical axis rating of 1 exhibited a minimum concern for people. A leader with a

horizontal axis rating of 9 had maximum concern for production and a horizontal rating

of 1 suggested a minimum concern for production. In addition to the four leadership

quadrants in Stogdill's Ohio State leadership model, Blake and Mouton's (1964, 1985)

managerial grid supplemented and revised the way in which leadership styles were considered. When a leader is concerned with achieving organizational tasks and missions they are considered to have a high concern for production. This result is reflected by the leader's attention to overall policy decisions as well as the process by which these policies are implemented. By facilitating organizational commitment and promoting trust, a leader focused on the human side of achieving organizational goals, thus, displaying concern for people (Northouse, 2010; Van Wart, 2005).

The managerial grid originally proposed by Blake and Mouton (1964, 1985), as amended by Blake and McCanse (1991), depicted five major leadership styles: impoverished management (1,1 rating), country club management (1,9 rating), organizational man or middle-of-the-road management (5,5 rating), team management (9,9 rating), and authority-obedience or authority-compliance (9,1 rating). Bass (2008), Blake and Mckee (1993), and Northouse (2010) recounted each style by suggesting the following:

*Impoverished Management (1,1).* With the least effort as possible, an impoverished leader maintained organizational tasks in a manner that demonstrated little concern for both task and relationships within the organization. This type of individual would appear disconnected, indifferent, and even apathetic toward others in the organization and the duties for which they were charged. Consequential outcomes were likely less conflicted but with low divergence comes low productivity, creativity, and quality.

*Country Club Management (1,9).* A friendly and contented environment was built when country club management leaders afforded insufficient consideration to task accomplishments and high concern for interpersonal relationships. Making certain that follower's needs were met and ensuring an environment where individuals were comfortable. While this style of leadership may provide for a low-conflict pleasant atmosphere it undermined productivity and thus quality.

*Organizational Man or Middle of the Road Management (5,5).* Compromising is a term that best describeed a leader in the middle. This type of individual avoided conflict and made little effort to change the status-quo. Since they demonstrated less need for interpersonal relationship and standing their ground on difficult issues, they tended to be more open-minded than other types of leaders. Mediocre productivity and quality and low quality of outcome were the results likely under this style of leadership.

*Authority-Obedience or Authority Compliance (9,1 ).* Inherent to this type of leadership was a genuine avoidance of human or interperonal aspects since they were likely to interfer with productivity. Individuals were merely instruments utilized in an effort to achieve organizational outcomes. Oppressive and demanding leaders such as those that might be included in the authority-compliance style, create an organizational climate whereby resentment and conflict are harbored by followers. Although productivity and positive results may increase, quality suffers significantly.

*Team Management (9,9).* This style implied a strong adherence toward task and interpersonal relationships. Individuals serving under a leader utilizing this style were more likely to particpate in organizational activities and demonstrate commitment that

suggests a high degree of trust and respect for others within the organization. This type of paternal leadership promoted high quality, productivity, creativity, and a concerted effort by followers to achieve organizational goals.

Blake and Mouton (1985) advocated that leaders make use of one best style that provides organizations with stability and creative outcomes. This dominant style is utilized across most situations and is continually employed until such time that external pressures compel the leader to abandon his or her style in exchange for the second best approach, which according to Northouse (2010) fails to furnish the leader with the desired outcome (p.77). According to Bass (2008), some leaders actually impersonate (9,9) team managers and at first present an appeasing façade. However, as organizational and situational action take place, leaders revert their behavior to their one true style. For example, consider a municipal manager who outwardly embraces a team approach where the ideas of superiors and subordinates alike are equitably considered. Then contemplate how the city manager will balance the political obligations of the city council and the needs of employees and how each correlate to citizen demands. The manager may begin by facilitating collaboration and mutual respect between all parties, but as soon as it becomes clear that the interests of all cannot be reconciled, he or she deviates to a style that makes the desired outcome possible. As we shall explore later, the situations and context a manager encounters affect the leadership style he or she employs when balancing the above referenced relationships and processes.

According to Blake and Mouton (1985) report, and explained by Bass (2008), 68% of managers saw themselves as (9,9) team oriented, whereas later, after they had

been exposed to grid principles at a conference, admitted they likely utilized another

style. In fact, when questioned following the conference, only 36% of the respondent

managers indicated they used the team approach. This suggested a disconnection between

a manager's self-impression and actual leadership qualities a manager possesses and

utilizes on a regular basis. In the case of city managers, Hanbury (2001) alleged that most

city managers see there their own image through rose-colored glasses or at least a magic

mirror. Additionally, after having studied 760 managers from a one firm, Blake and

Mouton (1964) asserted that (9,9) team management oriented leaders enjoyed increased

job and career advancement. This conclusion, as we will see later, may directly affect the

tenure a manager enjoys in any one position.

Although Blake and Moutons' grid is very popular today, and positively

contributes to performance, its shortcomings still lie in its supposition of utilizing one

style across divergent situations (Van Wart, 2005). The grid's inability to depict a one

true style of leadership, just as trait theory failed to determine specific leader

characteristics that are effective in all situations, further undermines its usefulness.

**Absolute Situational Theory.** Subsequently, leadership was operationalized as

an association and interaction between individuals and/or groups that varied from one

situation to another (Bass, 2008; McGuire & Silvia, 2009; Northouse, 2010; Van Slyke &

Alexander, 2006; Vroom & Jago, 2007; Zaccaro, 2007). However, some researchers

continued to purport situational effects as the principle and sometimes the only reason for

leadership failings and/or success. Since these theorists' believed leaders to be simply

benefactors or victims of situational factors exclusively, it was deemed unnecessary to

facilitate training aimed at improving a leader's behavior (Vroom & Jago, 2007). The contention espoused by most strict situational scientists was that leader's attributes are extraneous to organizational effectiveness. According to Vroom and Jago (2007), this assertion was premised on the idea that there is a very limited power base for leaders, even though others perceived this power to be much greater. When leaders are selected, their differences are substantially obstructed by the process and situational demands will likely prevent others from recognizing the differences that are remaining (p. 3).

One theorist, Perrow, according to Vroom and Jago (2007), went so far as to suggest that leadership should be considered a dependent rather than an independent variable (p. 19). Purporting that an organizations effectiveness is a direct result of its structure rather than a product of mediating variables such as behavior and situation was contrary to the evolving research. The theorists maintain that organizational and leadership effectiveness as contingent on a host of differing traits, characteristics, situations, contexts, and other external factors.

More and more, as our research historiography of the leadership literature would suggest, context and situation play significant rolls both in moderating the effect of physical and social characteristics as well as behavior on leadership effectiveness. The contention that leadership behavior is moderated by different contexts and situations was supported by Anderson (2010) when he derived significant differences in leadership behavior and style of effective public managers. Additional researchers such as Blanchard, Zigarmi, and Nelson (1993), Fugua and Newman (2004), Shamir and Howell (1999 and 2007), Silverthorne and Wang (2001), St. John (2009), and others, trusted the

construct that leadership was by and large affected by situation and context.

However, recent derivations of the research have found a more direct correlation between the applied style of the leader and their effectiveness to lead. According to Clawson (2006), transformational leadership is a process in which leaders and followers inspire one another to strive for higher moral ground and level of conduct. He further suggested that highly influenced individuals believe they are bettering themselves and are participating in a higher cause (Clawson, 2006). Similarly, authors of a study performed at Wayne State University in Detroit, Michigan, regarding the effects of transformational leaders, define the same as "the process for cultivating followers commitment to organizational objectives and shaping the culture in ways consistent with the organizations strategy" (Cox, Sims Jr, Tekleab, Tesluk, & Yun, 2008, p.186). Moreover, a transformative leader motivates followers to act in the interest of a group instead of the individual.

Theorists such as Bass (2008) and Burns (1982) purport that transformational leadership raises the level of human conduct and the ethics of its leaders and followers. The level to which both aspire, although not necessarily derived from positive values, nonetheless " lies in the leader's ability to inspire trust, loyalty, and the admiration of followers who subordinate their individual interests to the interests of the group" (Clawson, 2006 p. 392). Similarly, the transformational leaders are also mediated by the leader's actions and as such the leader is able to create a shared vision which furthers the organizations effectiveness (Paarlberg & Lavigna, 2010). Regardless of how a tranformational leader inspires others toward the common good, the very idea that his or

her behavior can change depending on the situation presented suggests both a leader's ability to use one style across contexts and change that style if the situation demands.

After falling into disfavor, pure situational theory was principally discarded in exchange for a more comprehensive approach whereby specific traits and characteristics of individuals were considered mitigated by the social situation and the environmental context in which a leader performed (Bass, 2008, p. 50; Zaccaro, 2007). Stogdill (1948), as reported by Chemers (1995), maintained that without an appropriate integration of personal and situational characteristics, leadership theory would continually fail to enlighten individuals and groups about how to achieve effective leadership (p. 84). Increasingly, researchers supported the idea of a higher level of leadership where a leader's abilities could be sustained regardless of the situation presented.

After having thoroughly considered how we might recognize a leader by examining his or her traits and characteristics, judge the applicability of leader behavior, and contemplate how situation alone affects leadership, attention must be turned toward how all these factors might be integrated to better understand leader effectiveness. Even charismatic and transformational leader effectiveness, according to Shamir and Howell (1999), is in part determined by the weakness or the strength of the situation. Situational factors such as organizational environment, technology, life-cycle stage, structure, and governance all play significantly in the emergence and effectiveness of leaders, including those considered charasmatic (Shamir & Howell, 1999). Likewise, Zaccaro (2007), a re-emergent trait theorist, surmised that the effectiveness of a leader is a fundamental determinant of how appropriately a leader responds to diverse organizational

requirements (p. 11). Osborn, Hunt, and Jauch (2002) also surmised that effective leadership, although not universal, is contingent on a myriad of environmental and organizational conditions. After all, leadership is embedded in context and situation and as such cannot be examined by exploring only one version of situational approaches. "One cannot separate the leader(s) from the context" or situational pressure, "anymore than one can separate flavor from food" (Osborn et al., 2002, p. 799).

Similarly, studies have been undertaken both domestically and internationally that support situation as a significant mitigating factor in leadership effectiveness. One study, performed by McGuire and Silvia (2009), utilized a sample of 668 public emergency managers from 46 states in an attempt to determine network effectiveness through a specific statistical examination of frequencies in which managers participated in distinctive leadership behaviors (p. 41). Findings of this study revealed that emergency managers' perception of the effectiveness of external networks is largely dependent on leadership behavior which is moderated in part by the availability of resources necessary to carry out the agency's goals, the personnel needed to move toward those goals, and external stakeholders (McGuire and Silvia, 2009 p. 55). Moreover, emergency managers were able to better focus on activating and creating the impetus for changing network members' actions when situational pressure to frame those behaviors lessened (McGuire and Silvia, 2009 p. 57).

Complementary to the previously noted study, an essay written by Peter Haruna of Texas A&M International University, operationalized leadership as process leader-follower exchange that is continually morphed through context and situation (Haruna,

2009). The researcher concluded that even though many sub-Saharan African nations have taken steps to implement positive leader-follower leadership models, they have done so without regard for "social and cultural conditions" (Haruna, 2009 p. 948). He further argued that since leadership takes place in specific administrative contexts and through a myriad of public situational pressures such as constitutional obligations, bureacratic imperatives, and legal rules, it stands to reason that applying the same leadership techniques without first considering the culture in which they are implemented, is imprudent (Haruna, 2009 p. 944).

**Situational and Contingency Approaches.** Situational leadership focuses on observed and reported behaviors of leaders and followers across a wide-range of situations rather than the innate abilities or characteristics of individuals to explain why and how leaders become effective change agents (Bass, 2008;  Blanchard et al.,  1985; Chemers, 1995; Hersey & Blanchard, 1977; Northouse, 2010; Shamir & Howell, 1999; Vroom & Jago, 2007; Zaccaro, 2007). Contingency approaches are inherently better constructs for explaining the relationship of tasks and behaviors to that of leadership effectiveness based on univariate analysis. Furthermore, contingency theory can be descriptive and prescriptive by describing aspects of leadership that are relevant across a myriad of situations (Yukl et al., 2010). "A descriptive contingency theory may explain how leader behavior typically varies from one situation to another, whereas a prescriptive contingency theory may specify the most effective behavior in each type of situation (Yukl et al., 2010, p. 21).

Early explorations of contingent factors on leader behavior were pricincipally espoused by Fiedler (1967) and Hersey and Blanchard (1977) in an effort to explain the role situational factors such as task and relationship orientation and leader participation and experience played in leader effectiveness (Shamir & Howell, 1999). Fiedler (1965), taking an industrial and organizational psychology approach to leadership, developed a model that advocated situationally contingent factors as principle determinants of effectiveness. Dissimilar to the approach of Stodgill (1948), that effectiveness was characterized by the behavioral concepts affecting output, performance, and morale, Fiedler (1965, 1973,1976) put forth that effectiveness in an organization is contingent on

both the ability of a leader to utilize the appropriate leadership style and the situation in which the leader exerts influence. Of course, Fiedler also suggested that the result is dependent on the willingness of the group or overall organization to allow the influence to occur (Hanbury, 2001). In other words, situational pressures helped  determine task and relationship oriented leaders (Bass, 2008; Fugua & Newman, 2004). In keeping with this theory, leaders were evaluated according to their favorable or unfavorable portrayal of their least preferred co-worker (LPC). According to Vroom and Jago (2007), Fiedler's (1965) exploration of the relative effectiveness of leaders displaying task-oriented and/or relationship oriented behavior was divided into eight different situational types fashioned by every possible combination of three specific seemingly opposite variables. The position power of the leader (position power), the amount of structure that is required for follower to perform and assigned task (follower/task structure), and the degree to which the leader and his or her followers related (leader-member relation) were found to be evenly performed considering the eight bipolar situations possible (Vroom and Jago , 2007, p. 20).

In order to measure an individual's leadership orientation, Fiedler utilized a leadership self-assessment instrument entitled the Least Preferred Co-worker Scale (LPC). The (LPC) instrument, in an effort to determine a leader's opinion his or her co-workers, lists questions on a scale from one to eight, which are then utilized to determine if the leader was inevitably relationship (high LPC score) or task oriented (low LPC score) (Hersey et al., 2001; Howell & Costley, 2006; Northouse, 2010; Vroom & Jago, 2007). For example, leaders were asked to rate their co-workers on the one to eight scale

between bipolar characteristics such as pleasantness versus unpleasantness, tense versus relaxed, supportive versus hostile, open versus guarded, boring versus interesting, and so on. Fiedler (1976) as depicted in Figure 1 below further expounded that those leaders that described their least preferred co-worker with high LPC scores displayed improved performance when operating in situations somewhat favorable to them and tend to be more concerned with facilitating agreeable interpersonal relationships. Conversely, individuals with low LPC scores performed better in situations that were either exceptionally favorable or particularly unfavorable to them and thus, tend to be more task oriented than relationship oriented (Bass, 2008; Fiedler, 1965, 1973, and 1976; Hanbury, 2001; Northouse, 2010; Vroom & Jago, 2007).



| Leader-Member Relations | Good | | | | Poor | | | |
|---|---|---|---|---|---|---|---|---|
| Task Structure | High Structure | | Low Structure | | High Structure | | Low Structure | |
| Position Power | Strong Power | Weak Power | Strong Power | Weak Power | Strong Power | Weak Power | Strong Power | Weak Power |
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| Preferred Leadership Style | Low LPCs Middle LPCs | | | | High LPCs | | | Low LPCs |
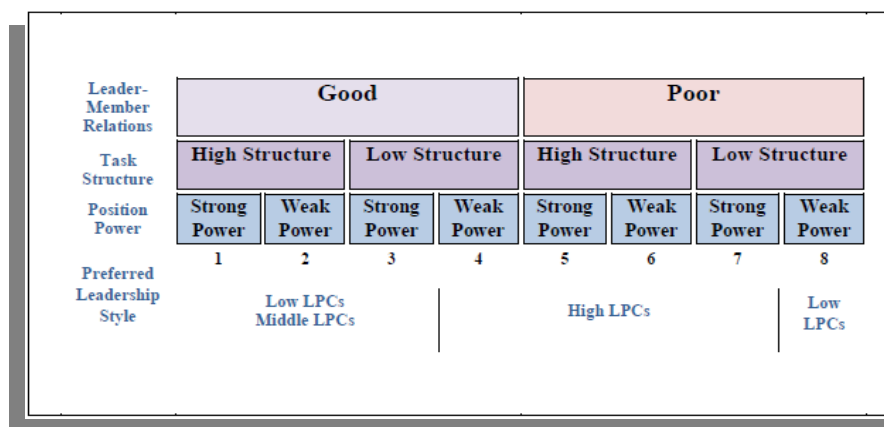
*Figure 1.* Fiedler Contigency Model. From *Leadership: Theory and Practice* (p. 112), by P. G. Northouse, 2010, Three Oaks, CA: SAGE Publications, Inc. Copyright 2010 by SAGE Publications, Inc. Adapted with permission (Appendixes G - H).

Because of his research, Fiedler (1965, 1973, 1976) believed that a leader's motivation did not change over time. As such, his theory differed from that of other situational theorists that espouse the idea that a leader's style can and must change ultimately to fit the situation in which they find themselves. Fiedler's own words gave

subsequent researchers the most succinct understanding of what contingency theory

involves. Essentially,

> This theory holds that the effectiveness of a group or an organization depends on
>
> the interaction between the leader's personality and the situation. Specifically, we
>
> have to match the leader's motivational structure (that is, the goals to which he
>
> gives the highest priority) with the degree to which the situation gives the leader
>
> control and influence over the outcomes of his decisions. (Fiedler, 1976, p. 9)

Fiedler advised that leaders should be placed in a situation that fits their style

rather than having to move effectively through a myriad of situations (Fiedler, 1976;

Vroom & Jago, 2007). In other words, Fiedler believed it better to modify the situation in

which a leader operates to better fit his or her one best style rather than actually trying to

change an individual's leadership style depending on the situation as suggested by

subsequent contingency theorists (Lee-Kelley, 2002). Correlating leadership style and

situation also implied that a job can and should be engineered to fit the leader (Fiedler,

1965, 1976). Other critics of this theory revealed that Fiedler's predisposition toward one

best style and the LPC scale were not always considered an accurate measurement of a

leader's effectiveness especially if the situational factors proved too elusive for purposed

change (Silverthorne & Wang, 2001).

Acknowledging Fiedler's contribution, Reddin (1967) asserted that effectiveness

in some roles was determined by the degree to which a leader stresses a high importance

on interpersonal relationship orientation and also a leader's emphasis on production or

task orientation. Building on the previous theory of Blake & Mouton (1964), Reddin

added a dimension which took into account effectiveness (Blanchard et al., 1993;

Hanbury, 2001). Now, instead of relying on only two dimensional models of relationship

and task orientation, researchers had at their disposal a new tri-dimensional model to

describe a leader's potential effectiveness based on the following eight different

leadership styles: The deserter who displays lack of interest in both tasks and

interpersonal relationships is not effective because of an unwillingness to nuture morale

in the organization. The missionary is a leader who places a high importance on

relationship over discord and is effective because he or she avoids conflict. The autocrat

is ineffective because he or she sees task as more important and finds little time for

interpersonal relationships thus undermining follower support. The compromiser, while

cogizant of the importance of both task and relationship, fails to make fast or necessary

changes since keeping the status-quo is of utmost importance. The bureaucrat, by merely

following the rules, becomes ineffective. His or her lack of interest in task or relationship

is hidden only by a shear façade of caring. The developer, facilitates task accomplishment

through developing the skills of subordinates. Effectiveness is maintained by building an

environment of commitment and trust for followers. The benevolent autocrat, on the

other hand, places trust in themselves, and effectivess is a delicate balance of getting

others to do as they are asked without a high amount of resentment. The executive,

provides the highest level of production through adherence to relationship and task. He or

she also display skills as an effective motivator which in turn encourages followers to

achieve better results.

Hersey and Blanchard's (1969) life cycle theory of leadership broke new ground by encompassing  the theories of other researchers. Stodgill's (1948) study of leadership uncovered the likelihood that individuals have distinct leadership styles. Blake and Mouton's (1964) managerial grid and Reddin's (1967) tri-dimensional grid helped to determine the best attitudinal style as that which included both high task and high relations orientation. While Fiedler (1967) aspired to one best leadership style and that the situation should be changed to fit the leader, he did support effective behavior as that which would likely vary when differing situational pressure was introduced.  Thus, the maturity level of followers played an important role in the effectiveness level of a leader. Moreover, a leader must decide this maturity level before they can decide what behavioral style to use in a given situation. According to Bass (2008) "maturity relates to the stage in a group's life cycle or the previous education and training of the followers" (p. 516).

As explained earlier, many situational theorists believe, unlike Fiedler, that there is no one best approach to leadership (St. John, 2009). They suggested that an ability to be flexible enough to choose the most effective leadership behavior for a given situation provided an organization the power to pursue its mission (Blanchard, 2001; Blanchard et al., Zigarmi et al., 1993; Hersey et al., 2001; Paarlberg & Lavigna, 2010; Vroom & Jago, 2007). Hersey and Blanchard's (1969) curvilinear three-dimensional Life Cycle Theory included the original two-dimensional relationship between concern for production (task) and the consideration for people (relationship) as well as the additional component of effectiveness (Hersey et al., 2001). "By adding an effectiveness dimension to the task

behavior and relationship behavior dimensions of the earlier Ohio State Leadership

model" Hersey et al. (2001), below endeavored to integrate "the concepts of leader style

with situational demands of a specific environment" (p. 118).
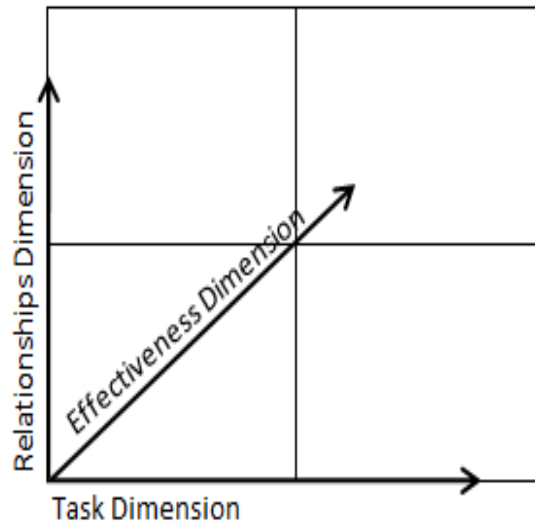


*Figure 2.* Three Dimensional "Effectiveness Dimension" Model. From "Life Cycle
Theory of Leadership", by P. Hersey and K. Blanchard, 1969, *Training and Development
Journal*, *23*(5), p. 28. Copyright 1969 by The Center for Leadership Studies. Reprinted
with permission (Appendix I).


Furthermore, follower readiness is associated with the pattern of personal

characteristics and behavior of those attempting to lead which implies that the leader is

only as effective as followers permit (Hersey & Blanchard, 1969). Since the behavior and

subsequent leadership style is subject to continual adjustment based largely on the idea of

follower impact, Hersey and Blanchard (1969), developed a model as shown in Figure 3

that depicts the life cycle theory of leadership (p. 29). Figure 3 illustrated a gradual

leadership style modification of the leader as he or she maneuvered through the four

quadrants. This suggests that as an effective leader, it is imperative that the individual

correctly identify environmental factors then alter his or her leadership style to best fit the

those factors  (Hersey & Blanchard, 1969).

**Life Cycle Theory of Leadership**
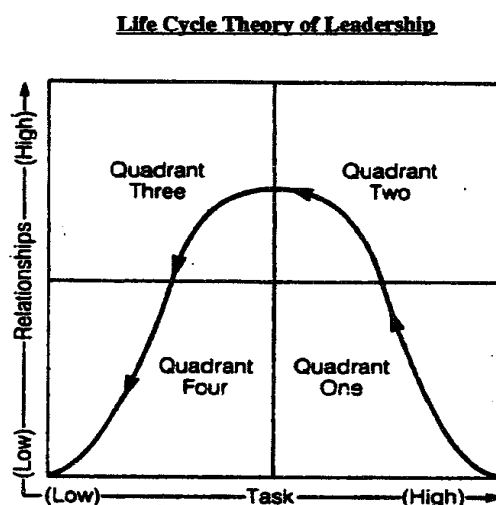


*Figure 3.*   Life Cycle Theory of Leadership. From "Life Cycle Theory of Leadership" (p. 29), by P. Hersey and K. Blanchard, 1969, *Training and Development Journal, 23(5).* Copyright 1969 by The Center for Leadership Studies. Reprinted with permission (Appendix I).

Hersey and Blanchard first employed the term situational leadership to explain an

approach to leadership that emphasized behavior over attitude in 1972 (Blanchard et al.,

1993; Blanchard et al., Zigarmi, & Zigarmi, 1985). By the late 1970s, shortcomings of

the original situational leadership model and the LEAD instrument it utilized had become

evident and a new instrument called the Leadership Behavioral Analysis (LBA) was

developed in 1982. Later, in an effort to help clarify directive and supportive dimensions

on the original model, Blanchard et al., (1985) authored a popular book, *Leadership and*

*the One Minute Manager*. The LBA was revised later that year to reflect changes to the

original situational theory (Bass 2008; Blanchard et al., 1993; Blanchard, 2001).

Kaiser and Overfield (2010) described flexible leadership in a similar manner to

that of other situational leadership theorists. They considered the vast literature on

leadership, that proposed it to be the act of adjusting one's leadership style, method, or

approach in response to different or changing contextual demands (p. 106). Situational

leadership, as reported by Hersey et al., (2001), is explicitly established through the

interaction between "(1) the amount of guidance and direction (task behavior) a leader

gives; (2) the amount of socio-emotional support (relationship behavior) a leader

provides; and (3) the readiness level of followers exhibit in performing a specific task,

function, or objective" (Hersey et al., 2001, p. 172). The relationship between the level of

readiness of a follower and the most appropriate leadership style must be understood by

anyone attempting to lead regardless of their position (Bass, 2008; Herseyet al., 2001;

Vroom & Jago, 2007; Wilkinson & Wagner, 1993; Zigarmi, Edeburn, & Blanchard,

1997).

Before continuing this research, it is important to define task and relationship

behavior. As indicated by Hersey et al. (2001) and Northouse (2010), task or directive

behavior refers to action by a leader to spell out the job functions that an individual or

group are compelled to perform. Furthermore, the leader provides instruction of what to

do, how to do it, where to do it, and when to do specific tasks in order to achieve

organizational goals. Conversely, relationship or supportive behavior utilizes two-way

communication which for the most part  supports job related behavior.  Examples of

relationship oriented behavior might include praising, listening, faciliating, and providing

feedback.
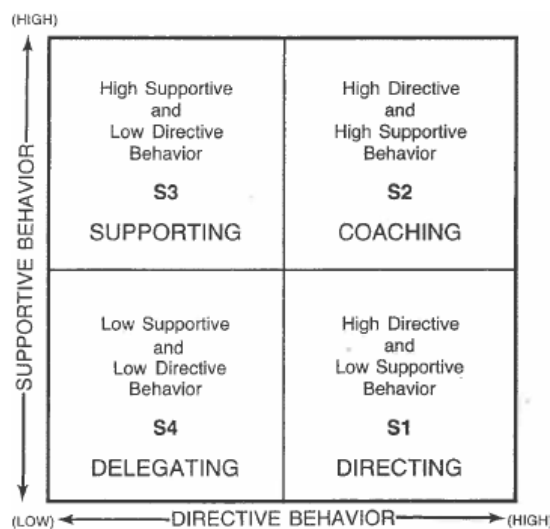


*Figure 4.* Leadership Style and Behavior Grid. From *Leadership and the One Minute Manager* (p. 47), by K. Blanchard, P. Zigarmi, and D. Zigarmi, 1985, New York: William Morrow and Company, Inc. Copyright 1985 by Blanchard Management Corporation. Adapted with permission (Appendix D).

As earlier proposed, situationalists believe that there must be a blending of "task

and leadership behavior" with follower readiness to take on a specific role or task to

effectively lead in an situation (Houghton & Yoho, 2005; Levasseur, 2006, p. 107).

Follower development levels are depicted in Figure 5 and they range from high

competence and high commitment to low competence and high commitment. It is

important to note that while Hersey et al. (2001) refer to the development level of a

follower as a readiness continuum, the construct is essentially the same. Critics such as

Graeff (1997) and Vecchio, Bullis and Brazil (2006) argued that since the situational

leadership model has been revised several times, each failing to support the direct

relationship between follower maturity and leadership style in some instances, especially in the former's study of military leadership, that the theory is not an optimal indicator of leader effectiveness. However, it must be noted that even though it may be unclear in some circumstances how a leader's behavior affects follower participation, the construct of effectiveness is difficult to grasp as it may include a multitude of different outcomes. For example, aside from typical instances like achieving a particular organization goal, might we say that effectiveness could be a follower's ability to achieve a promotion or pay raise or even a leader's and follower's ability to collaborate effectively on a policy that changes the way the organization deals with maternity leave. The list is seemingly endless.

In any event, follower readiness or development levels and leadership style are inevitable linked (Blanchard et al., 2007; Kenney, Blascovich, & Shaver, 1994). Whether that bond always results in the highest effectiveness is insignificant, particularly in this study which principally explores the relationship between city manager tenure and his or her ability to be flexible and pick the most appropriate leadership style of the four tested in the Leadership Behavioral Analysis II® Self (LBAII® Self). Although important to the overall study of leadership effectiveness, the (LBAII® Other), which tests follower readiness or development level, is not utilized since we are only interested, as stated earlier, in the city manager's ability to be flexible and choose the best leadership style overall and how it might affect his or her tenure.

THE FOUR DEVELOPMENT LEVELS of Followers

| HIGH COMPETENCE * HIGH COMMITMENT | MODERATE TO HIGH COMPETENCE * VARIABLE COMMITMENT | SOME TO LOW COMPETENCE * LOW COMMITMENT | LOW COMPETENCE * HIGH COMMITMENT |
|---|---|---|---|
| D4 | D3 | D2 | D1 |

DEVELOPED ⟵ DEVELOPING
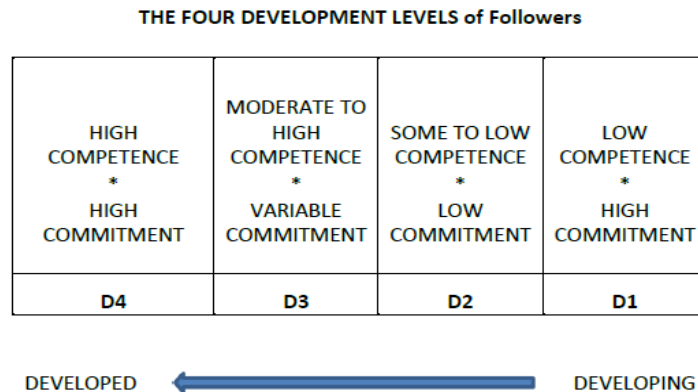
*Figure 5.* Four Development Levels. From *Leadership and the One Minute Manager* (p. 51), by K. Blanchard, P. Zigarmi, and D. Zigarmi, 1985, New York: William Morrow and Company, Inc. Copyright 1985 by Blanchard Management Corporation. Adapted with permission (Appendix D).

For the purpose of clarification, Figure 7 illustrates the harmonization of both earlier figures that depicted leadership style and behavior (see Figure 5) and follower readiness or development level (see Figure 6). A follower demonstrating low competence and high commitment (D1) is likely to need S1 style (directing) which is more structure and supervision. A follower that demonstrates some to low competence and low commitment (D2) would likely need more of a coaching style (S2). Followers who display moderate to high competence and variable commitment (D3) do better when they are supported (S3), praised, and listened to. Lastly, a follower with high levels of competence and commitment need far less structure in exchange for a more delegative (S4) approach from leaders where responsibility is turned over for day-to-day decision-making (Bass, 2008; Blanchard, 2001; Blanchard et al., 1993; Levasseur, 2006;

Northouse, 2010; Zigarmi et al., 1997). To reiterate, this study provides only a cursory

review of follower interaction because a city manager's self perception of their own

flexibility in choosing the most appropriate leadership style has little connection to

follower development or readiness since the LBAII® Other for followers is not

employed.

| DEVELOPMENT LEVEL | APPROPRIATE LEADERSHIP STYLE |
|---|---|
| **D1**<br>Low Competence<br>*<br>High Commitment | **S1**<br>DIRECTING<br>Structure, organize, teach, and supervise |
| **D2**<br>Some to<br>Low Competence<br>*<br>Low Commitment | **S2**<br>COACHING<br>Direct and support |
| **D3**<br>Moderate to<br>High Competence<br>*<br>Variable Commitment | **S3**<br>SUPPORTING<br>Praise, listen, and facilitate |
| **D4**<br>High Competence<br>*<br>High Commitment | **S4**<br>DELEGATING<br>Turn over responsibility for day-to-day decision-making |

*Figure 6.* Matching Leadership Style to Development Level. From *Leadership and the One Minute Manager* (p. 56), by K. Blanchard, P. Zigarmi, and D. Zigarmi, 1985, New York: William Morrow and Company, Inc. Copyright 1985 by Blanchard Management Corporation. Adapted with permission (Appendix D).

The amalgamation of the previously recognized situational leadership models are

discussed below, and are depicted in Figure 7. The situational leadership®II Model

supports the idea that there is a specific style of leadership that is most effective in certain

situations. The effectiveness score on the LBAII® Self denotes the diagnostic

competence of a respondent to choose the appropriate leadership style to fit a given situation. There is a scale range of 20-80 for effectiveness. Moreover, "there are five situations in which S1, S2, S3, and S4 styles would be more effective, given the competence and commitment of the follower (Zigarmi et al., 1997, p. 8).

According to Zigarmi et al. (1997), the leadership styles, as evidenced by leader directive or supportive behavior are consistant with " the classical definitions of Structure and Consideration or Tasks and Relationships found in the models of Halpin and Croft (1957) and Fiedler (1965)" (p. 6). Leaders that demonstrate S1 or (telling) are considered high directive-low supportive and utilize a high degree of specificity of tasks that followers are expected to follow to accomplish a specific goal. Leaders that demonstrate S2 (selling) are considered high directive-high supportive and further utilize medium to high direction to closely supervise individual tasks that a follower is trying to achieve. S3 leaders are low directive-high supportive and employ medium to low direction to facilitate and support follower's efforts toward accomplishing tasks and shares in the responsibility for decision-making. This style is sometimes referred to as participating. S4 leaders are considered low directive-low supportive, make little use of directive methods, and instead entrust followers with the responsibility of problem solving and decision-making (Blanchard, 2001; Blanchard et al., 1993; Blanchard et al., 2007). This style is considered delegative in nature.

The Leadership Behavioral Assessment II® Self (LBAII® Self), which is the instrument employed in the study, results in two primary and four secondary scores by asking 20 multiple-choice questions related to business environment related situations

that a manager might encounter. The two primary scores, flexibility and effectiveness,

measure a manager's elasticity in choosing the four leadership style of directing,

coaching, supporting, and delegating, and the manager's ability to decide which style is

the most appropriate given a certain situation (Blanchard, 2001; Blanchard et al., 1985;

Howell & Costley, 2006; St. John, 2009). The number of times a manager answers a

question provides a parametric statistic regarding a manager's perception of what action

they would likely take in each situation. Answers regarding their style effectiveness and

flexibility are recorded to a grid by the researcher (Appendix C2). A leadership style

matrix is also included to record the style most often selected. It indicates how often the

S1, S2, S3, and S4 styles are chosen.

   ***Flexibility Score.*** Zigarmi et al. (1997) described that as a numerical indicator,

the fexibilty score was derived by how many times a leader/respondent utilized the

different styles of S1, S2, S3, and S4 over 20 specific management situations. Less

flexiblity is evident the more single style is chosen. Conversly, the more evenly the

distribution of the four scores the higher the flexibility score. Parametric statistics can be

calculated from a scale that ranges from 0-30 (Zigarmi et al., 1997, p. 7).

   ***Effectiveness Score.*** Zigarmi et al,  (1997) considered the second primary score

of Effectiveness to be the most important. The Effectiveness Score is an indication of a

respondent's appropriate utilization of a particluar style given the situation.

   ***Secondary Scores (Style).*** Zigarmi et al. (1997) maintained that the four

secondary leadership style scores of S1, S2, S3, and S4 are "frequency counts of the

number of times a respondent chose one particular style", considering the four choices

available (Zigarmi et al., 1997, p. 7).  By choosing only one of the styles per situation, the respondent affords the researcher the ability to understand the "direction and support" behaviors most often employed by a manager (Zigarmi et al., 1997, p. 8).

The leadership matrix mentioned earlier is a register of the number of times each style is selected under the columns S1, S2, S3, and S4 on the flexibility grid (St. John, 2009). The highest total derived from the flexibility grid and recorded in the leadership matrix compared to the corresponding leadership style affords the researcher the ability to establish the primary, secondary, and developing style of the the leader or manager.
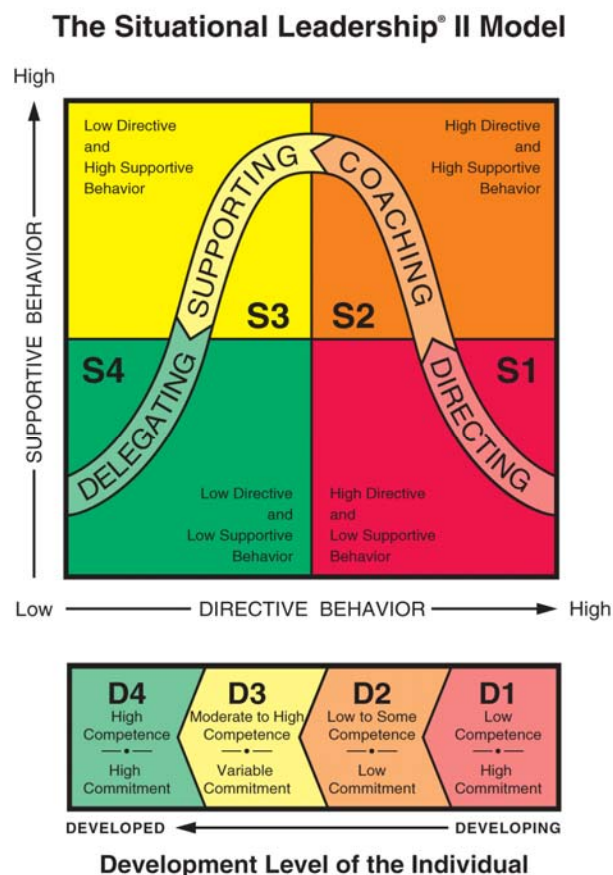


*Figure 7*. Situational Leadership II Model. From *Leadership and the One Minute Manager* (p. 68), by K. Blanchard, P. Zigarmi, and D. Zigarmi, 1985, New York:

William Morrow and Company, Inc. Copyright 1985 by Blanchard Management Corporation. Reprinted with permission (Appendix D).

This researcher recognizes the usefulness of other more recent leadership models and theories such as servant, transformational, attribution, leader-member exchange (LMX), and complexity in understanding the process of leadership. However, the pervasiveness of situation and context as a mitigating factor in all of these constructs leads to the belief that a manager's ability to recognize specific situations and react appropriately is paramount to the longevity of managers and particularly those appointed by political representatives (Yukl & Mahsud, 2010).

The consequent implication for public administration and specifically local government management is that while a large repetroire of leadership theories help explain and even train potential leaders, any approach may prove futile without first considering how the effectiveness of each may be contingent on situation and context. Development of leader aptitude in local government, no matter how it is realized, is recurrent since the conditions in which leadership takes place are constantly changing and creating new challenges to overcome (Svara, 2008).

**City Manager Tenure**

City managers must endure an increasingly antagonistic environment. There continues to be a struggle between those that aspire to political prowess versus those who administer/manage tasks, people, and programs, while providing policy direction to the elected officials (Nalbandian, 2010). It is important to assist elected officials and administrators to better understand their respective roles. This study affords the balance

of the population an opportunity to understand the interconnectedness of policy and administration, the leadership imperative, and the relationship of both to the process of governing at the local level (Hanbury, 2001). Considering that the mean length of service for city managers is 6.9 years overall and less than five 5 years for those managers serving the smallest of communities according to the International City/County Management Association (ICMA), it is hard to imagine a city manager having enough time to stabilize, organize, and lead a municipality (Cleveland, 2000; Hanbury, 2001). For that matter, even term limits for elected officials are longer than the term many local government managers enjoy (Hanbury, Sapat, & Washington, 2004).

The study of the somewhat anomalous high tenure of some city managers cannot be advanced until historical data regarding the reason for manager tenure are explored. This construct was best presented when Kuhn (1996) wrote,

> If awareness of an anomaly plays a role in the emergence of new sorts of phenomenon, it should surprise no one that a similar but more profound awareness is prerequisite to all acceptable changes of theory. On this point historical evidence is, I think, entirely unequivocal. (p. 67)

For more than a century, theorists and practitioners alike have struggled to define public administration, leadership, and its relationship to policy development. While it was clear from the literature that leadership plays a strong role in public management, it was increasingly appropriate to consider leader interactions themselves as factors in the effectiveness of any policy or administrative initiative and related tenure of city managers.  In order to facilitate a better understanding of how public managers,

specifically city managers, successfully maneuver through an organizational structure filled with political pitfalls, it was necessary to explore both the historical and contemporary perspectives on policy and administration and leadership types, strategies, and attributes.

City manager tenure was conceptualized as the average time city managers stay in any one municipal chief executive position. While there are many theories as to why managers enjoy such low tenure nationwide, there are only a handful of studies that attempt to explore specific factors that moderate longevity (Ammons & Bosse, 2005). Freyss (2009) and Thurmon (2009) chronicled everything from demographic composition of the city (Hanbury et al., 2004), to fiscal stress of the community (Feiock et al, 2001; McCabe et al., 2008; Pynes & Spina, 2009), to educational level of the manager (Feiock et al.,, 2003; Tekniepe & Stream, 2010; Watson & Hasset, 2003), as moderators of city manager tenure. The studies of particular interest are those that explored both demographic and non-demographic dynamics in an effort to explain manager longevity. The composite of resulting data has significantly added to the body of knowledge.

Cleveland (2000) examined the relationship between the type of electoral system employed in a community and the role of city managers. An increasing shift from clear administrative imperatives to a more political type of leadership has been evolving in the field of city management, which has created a role legitimacy issue for managers (Cleveland, 2000). The purpose of this study was to ascertain whether the type of electoral process, whether at large or by district, affects a city manager's ability to lead and carry out his or her responsibilities and/or the relationship between managers and the

elected council's they serve (Cleveland, 2000). Moreover, Cleveland's (2000) implication

is that situations managers address and their consequential use of specific leadership

styles, is greatly affected by the communal electoral process where their elected bosses

serve a diverse population by district, either ethnically or racially. In other words, the

homogeneity, or lack thereof, of the citizenry in a community is a contingent factor of

manager tenure.

Cleveland (2000) asked the following questions:

- How are the roles, responsibilities, and relationship between the city manager

  and city council in the area of mission, policy, administration, and

  management affected by the electoral method used to elect the city council?

- How does the use of district systems affect the relationship between the city

  manager and mayor in terms of roles and responsibilities in the government

  realm of mission planning?

- How does the use of district systems affect the role of the city manager as

  policy initiator, community leader, and informational broker? (p. 7)

The above research questions demonstrated a knowledge base derived from

political responsiveness. In short, they all related back to the concept of district electors

and specific regional constituencies and their preferences. It was assumed that citizens

residing in different areas of the community have different priorities than others within

the same community. In other words, the question should have been asked as to whether

the homogeneity of the population the manager serves had anything to do with his or her

tenure. Has districting provided for clearer roles of managers and council members?

Hanbury (2001) examined the relationship between the "fit" of the council/manager relationship and the leadership and personality types displayed and utilized by city managers (p. 91). The problem of continuity and lack of long-term policy initiative was exacerbated by the short tenure of managers' nationwide (Hanbury, 2001). He further purposed to investigate the relationship "fit" between managers and the councils they serve by collecting and correlating data derived from representative samples of small, medium, and large communities (Hanbury, 2001).

Hanbury (2001) research questions:

- What is the dominant personality type and leadership style or styles of a city manager?

- To what extent do personality type and leadership styles determine the tenure of a city manager?

- To what extent do demographic variables of both the city manager and the city he or she serves, weigh heavily in the determination of a city manager's tenure?

- Do the personality types of city managers and their performance evaluations conducted by the city council determine the manager's tenure in a position?

- Is there a specific personality type of city managers who have long, or longer than the mean tenure? (p. 18)

Personality roles play a large part in the tenure of city managers and as such exploratory questions need to be asked regarding other variables that affect how or if this relationship progresses. Hanbury (2001) further suggested that it will be important for

current and future managers to understand how these variables affect their future in the field.

Both Cleveland (2000) and Hanbury (2001) provided very interesting style and methodology discoveries. They employed quantitative analysis, a tool not often used when studying the council/manager form of government. In order to be more explicit, Hanbury (2001) employed case studies and interviews to augment his understanding of the relationship between managers and the city councils they served. Hanbury (2001) suggested that the key variables in determining the appropriate "fit" between city managers and the expectations of elected officials are personality type and leadership style. The fact that some managers last in a community regardless of their personality type or leadership style, or those of the elected officials they serve, suggests a manager that is able to change his or her style depending on the situation and motivations of others. Researchers such as Cleveland (2000), Freyss (2009), Feiock et al., (2004), Hanbury (2001), Kearney, Feldman, and Scavo (2000), Svara (1994, 2010), overwhelmingly agree that a city manager's flexibility, whether it be an ability to easily move between leadership styles or effectively manage relationships, is imperative for his or her political surviveablity in a community. In other words, tenure is affected by situational factors and a manager's aptitude at manuvering based on the leadership style employed, increases the likelihood a city manager will enjoy a longer tenure.

### Gender, Racial Homogeneity, and Education

The literature surrounding management tenure suggests a strong relationship between a plethora of factors, including but not limited to flexible leadership style,

personal characteristics and traits, and situational constraints (Follett, 1924; Golembiewski, 1994; Salahuddin, 2010; Svara, 1994, 2008; Zhang & Feiock, 2010). Gender, as one of these factors, is an important mitigating factor since women appear more highly educated in the United States but enjoy far less in terms of executive stature (see Figure 8). Northouse (2010) further asserted that empirical research supports little difference in the leadership style that women and men employ and the effectiveness of results they achieve (p. 304). Moreover, it stands to reason that since there is an overwhelming disparity between the educational level of women and the management roles they attain, that more equal distribution will eventually become a reality.

| Educational and Work Attainment | |
| --- | --- |
| Women | Men |
| In Managerial/Professional Positions | |
| 50.8% | 49.2% |
| In U.S. Labor Force | |
| 46.7% | 53.3% |
| Earning Bachelor's Degree | |
| 57.5% | 42.5% |
| The Leadership Gap | |
| Women | Men |
| CEOs in Fortune 500 Companies | |
| 3% | 97% |
| Holding Board Seats in Fortune 500 Companies | |
| 15.2% | 84.8% |
| Members of U.S. Congress | |
| 16.8% | 83.2% |

*Figure 8.* The Leadership Gap. From *Leadership: Theory and Practice* (p. 305), by P. G. Northouse, 2010, Three Oaks, CA: SAGE Publications, Inc. Copyright 2010 by SAGE Publications, Inc. Adapted with permission (Appendixes G-H).

According to Ayman and Korabik (2010), the effects of gender on leadership will continually moderate our view of effective leadership strategies and provide a better understanding of the contribution of empirical studies that support women as better conflict managers (p. 167). A study performed by Davis, Capobianco, and Kraus (2010)

explored gender differences in responding to conflict within organizations. Just over

3,300 subordinates and managers responded to the Conflict Dynamics Profile (CDP), a

63-question scale that measures a respondent's behavior when faced with conflict

episodes. The researchers found that while differences between the response of men and

women were similar to previous studies in the 1990s, their current investigation

uncovered that women were more likely than men to engage in constructive behaviors.

Moreover, to the extent this trend of women becoming more able to lead organizations

from a management perspective continues, it will likely come under additional situational

pressure (Davis et al., 2010, p. 513). It becomes particularly important in determining the

potential increased impact of women on public policy issues. To that end, this research

further explored the impact of gender on leadership flexibility, effectiveness, and both

potential relationships to city manager tenure.

      *Gender and the Role of the City Manager*, an article written by Richard Fox of

Union College and Robert Schuhmann of the University of Wyoming, attempts to answer

the question of whether a city manager's gender affects the way he or she might

administer the people and functions of a municipality. Fox & Schuhmann (2000) argued

that the particular problems faced by city managers and the diverse political landscape

required the use of a mixed-model approach to fully understand public management and

the corresponding political pressures managers regularly face. The researchers

determined that the role of women in government, particularly city administration, had

been largely ignored. However, a clear understanding of manager's use of specific

knowledge and power cannot be fully identified without the comparative study of men and women's ideology toward government (Fox & Schuhmann, 2000).

The researchers in the previously noted study used a standard mail out-mail back survey protocol from which the researches could provide adequate sampling to draw specific inferences. The researchers utilized both closed- and open-ended questions. The closed-end question responses were assigned numerical values for subsequent evaluation. Open-ended questions were to be answered in narrative form whereby choices and verbiage were left to the respondents. Furthermore, the survey population reflected individuals located in International City/County Management Association's (ICMA) database of Who's Who in Local Government Management. Because there were so few women managers in the size cities the researchers were drawing from, they decided to use the entire population of 90 ($N = 90$) women and a large sampling of men, 148 ($N = 148$) (Fox & Schuhmann, 2000). Based on a detailed literature review, Fox & Schuhmann (2000) developed the following hypotheses:

*H*1: "Men and women have differing concepts of leadership, management style, and policy priorities."

*H*2: "Gendered notions of power are only attitudinal and will not result in differences in the actual performances of female and male city managers" (Fox & Schuhmann, 2000, p. 608).

What Fox & Schuhmann (2000) found were that after calculating regressions for open-ended responses that listed the three most important responsibilities of managers, the respondent's view of their own role in governance affected the type style they

employed as administrators. Furthermore, a third regression equation focused on whether managers perceived themselves as entrepreneurs. The closed-ended question asked whether the selected managers see themselves as entrepreneurial city managers, meaning they describe themselves as someone who seeks to formulate public policy (Fox & Schuhmann, 2000).

In all, the researchers concluded that even though similar, men saw themselves as more entrepreneurial and fiscally responsible, while women, for many reasons, viewed citizen participation as essential to the decision making process. While men and women apply different priorities to the directions of city government, they are so close that Fox and Schuhmann could not find anything statistically significant in the amount of difference. Significances were observed not between genders, but between the more educated and the less educated. Whether the respondent was female or male, the more educated tended to see their role as fiscal in nature, while the less educated in the field, those holding less than a masters degree, saw themselves as more directed toward social issues (Fox & Schuhmann, 2000).

As explicative and informative as this study was, it is not without caveats. The researchers suggested that the similarities in management and leadership styles overall may have more to do with the profession of city management itself and the size of the city in which the manager performs his or her duties rather than the variable of gender (Fox & Schuhmann, 2000). Moreover, gender appeared to be a variable of interest but fails to account for how men and women approach their work (Fox & Schuhmann, 2000). Regardless of the relative inconclusiveness of the gender relationship, the study's

strength was the conclusion that it added to the limited recent body of knowledge relative to gender roles in city management and subsequently tenure. Additionally, it is important in the future to consider the framework in which each sex operates to better explore men and women's impact of local government (Fox & Schuhmann, 2000). This article provided incredible insight as to the research methods and relationship between variables that I utilized in this research regarding city manager tenure.

Finally, Watson and Hasset (2003) studied the personal and community factors associated with longevity of city managers. The study determined specific reasons some managers enjoyed much longer tenure than others did. They found by surveying long serving city managers that those serving communities with less than 30,000 residents, were well-educated Caucasian males that worked in a racially homogenous community, and demonstrated an ability to lead effectively and continually educated elected officials as to the importance of professional administration (Watson, and Hasset, 2003, pp. 4-5).

**Conclusion**

The literature recognized leadership components as explanations for problems and successes within organizations. Compelling to the overall theory base regarding these three components of organizational realities is its applicability to public administration and specifically city management. Thus, after careful consideration of the literature and the specific instruments employed antecedent to the undertaking of this study, there was justification for making use of the Leadership Behavioral Analysis II® Self (LBAII® Self) developed by Blanchard to ascertain the perceptions of city managers regarding their own leadership and relational abilities. The next chapter identifies the hypotheses,

survey design, sample size, and further provides an explanation as to how the above

referenced instrument is utilized.

Chapter 3: Research Method

**Introduction**

This chapter establishes the methods by which the tenure differences of city

managers serving communities with more than 2,499 and less than 10,000 in population

were explored utilizing the flexibility and effectiveness scores derived from the LBAII®

Self leadership questionnaire and specific correlation analyses. More specifically, chapter

3 provides a description of the research design and approach and justifies the same.

Secondly, it describes the population, the sampling method, sample size, and the criteria

for which a participant is considered qualified to participate as a respondent.  Next, the

instrumentation, material, and tools necessary for facilitating the study are discussed.

How the data was collected and statistically analyzed was a necessary component of this

chapter. Lastly, measures taken to protect participants are explored to determine the most

appropriate methods of physical and psychological security for those city managers that

chose to provide information.

**Research Design and Approach**

This correlational, quantitative study determined whether there is a relationship

between city managers' ability to be flexible when choosing their leadership style and

their ability to choose the appropriate style given specific situational variables and the

length of tenure they enjoy in the communities they currently serve. The study further

introduced other independent variables such as (a) gender, (b) racial homogeneity of the

community, and (c) educational level as mediators in order to determine if the ability of a

manager to move between four leadership styles (flexibility), or a manager's ability to

choose the best style (effectiveness), correlates to his or her tenure.

Moreover, this design consists of a cursory explanatory review of the literature on

the origins of city management as a movement. Secondly, an exhaustive review and

analysis of the literature on leadership was completed. Lastly, supplementing the former

with a limited review of the literature on employment tenure and the reasons why city

managers enjoy far less longevity than was necessary to sustain appropriate policy and

administrative continuity and leadership with communities they serve has been included.

The original Situational Leadership II ® theory espoused by Hersey and Blanchard has

been introduced because of the significance of situational variables in the  tenure

managers and the effectiveness managers as leaders in the communities they serve

according to the literature. Evaluation of leadership measurement instruments and the

rationale for choosing the Leader Behavioral Analysis II® Self (LBAII® Self) was also

discussed as the primary instrument to measure a city manager's flexibility and

effectiveness. The analysis of the data obtained using the LBAII® Self and the

demographic questionnaire was performed through the use of descriptive statistics, and

cross tabulations and specific correlational analyses and the results are explored and

explained in chapter 4.

**Setting and Sample**

While it was important to determine city manager flexibility and effectiveness of

leadership styles nationally, it was necessary to limit the study to those managers serving

communities with less than 10,000 in population. As Hanbury (2001) suggested, there is

a significant difference in complexity and duties of city managers serving larger

communities. Consequently, their tenure as well as the longevity of managers serving in

communities of 10,000 or more is notably longer (Freyss, 2009). Thus, the contrary

applies to managers of the smallest communities nationally who have the shortest average

tenures of 4.9 years (Renner, 2001). This fact is important since almost 49% of all

municipalities of 2,500 or more people employ the council-manager form of government,

which represents an increase of 235 council-manager run local governments in the United

States since 2000. An additional 16 managers have been added since publishing the 2009

International City/County Managers Association (ICMA) Municipal Yearbook

(International City/County Management Association, 2010).

**Small communities sample population.** Considering the significance that many

researchers have placed on the drastic implications of low city manager tenure on

municipal policy and leadership continuity, it is intuitive that researchers would

empirically study the largest segment of council-manager communities. Smaller

communities are likely more predisposed to problems with continuity of leadership

caused by low tenure since acting city managers in small communities possess a wide-

range of administrative responsibilities because these communities typically have fewer

employees. Consequently, the manager frequently performs duties ranging from

executive policy analysis and budget preparation to front line departmental initiatives.

The limited employee count in smaller communities necessitates managerial diversity.

As suggested earlier, and as displayed in the form of government table provided

in the ICMA 2010 Municipal Yearbook, Table 1 below, 1,656 cities across the nation

with fewer than 10,000 in population utilize the council-manager form of government as compared to 1,645 in 2000 (Hanbury, 2001; International City/County Management Association, 2010) . This number represents almost half of the communities that employ a city manager in the United States and yet again, few researchers have studied this specific segment of managers. Furthermore, this research assumed that each of these communities is currently employing a city manager who retains the authority and duties of a chief executive, including but not limited to, budgetary preparation and oversight, human resource management, financial management, and hiring and discharge authority of non elected personnel of the community.

Table 1

*Form of Government by U.S. Population (Cumulative)*

| | | | | Population | | | | |
|---|---|---|---|---|---|---|---|---|
| Form of government | 2,500 and greater | 5,000 and greater | 10,000 and greater | 25,000 and greater | 50,000 and greater | 100,000 and greater | 250,000 and greater | 500,000 and greater |
| Mayor-council | 3,155 | 2,019 | 1,185 | 459 | 239 | 95 | 39 | 21 |
| Council-manager | 3,543 | 2,772 | 1,887 | 909 | 413 | 144 | 27 | 10 |
| Commission | 143 | 110 | 70 | 25 | 9 | 5 | 2 | 1 |
| Town meeting | 342 | 236 | 107 | 6 | | | | |
| Representative town meeting | 63 | 55 | 46 | 21 | 5 | | | |

*Note*. From "Inside the Yearbook," by International City/County Management Association, 2010, *The Municipal Yearbook,* 77, p. xi. Copyright by the International City/County Management Association. Adapted with permission.

**Sampling method and eligibility criteria of participants.** Two instruments were utilized and mailed to a random sample of 350 cities managers. City manager names were selected from an alphabetical list of municipalities published in The Municipal Yearbook

2010. The research staff at the ICMA provided this list as a prerequisite to a computerized random selection process performed by entering the names of city managers of cities with population of less than 10,000 into the Statistical Program for Social Sciences version 18.0 for Windows.

City managers were the only eligible participants. Thus, to minimize the potential for selecting a city lacking a manager, said cities were be removed before the random sample is drawn. Additionally, any return receipt survey stating that there is no currently serving city manager because of resignation and firing were removed from the sample population before the raw data was coded. As suggested by Hanbury (2001), this issue is unavoidable (p.106).

The applied survey included a City Manager/Community Information instrument (Municipal Manager Data Questionnaire - Appendix A), which provided the personal demographics of the city managers as well as important information regarding the communities each manager serves. Additionally, the LBAII® Self instrument, along with its scoring sheet (Appendixes K-L), both developed by Blanchard, Hambleton, Zigarmi, and Forsyth (1999), were used to measure situational leadership behavior much the same as Hanbury (2001) proposed.

I sent a cover letter with all the enclosed to insure the best possible response rate. Subsequently, a second mailing was sent requesting participation of those managers who did not initially respond. This mailing encouraged participation for the purposes of providing much needed information regarding the state of the city management profession.

**Sample Size, Power, and Significance**

Establishing an appropriate sample size prior to collecting data is imperative. To determine the sample size necessary for the statistical analysis, consideration is given to power, population effect size, and level of significance (Cohen, 1992b). Moreover, Cohen (1992b) maintained that,

> Statistical power analysis exploits the relationships among the four variables involved in statistical inference: sample size ($N$), significance criterion ($\alpha$), population effect size (ES), and statistical power. For any statistical model, these relationships are such that each is a function of the other three. For example, in power reviews, for any given statistical test, we can determine power for given $\alpha$, $N$, and ES. For research planning, however, it is most useful to determine the $N$ necessary to have a specified power for given $\alpha$ and ES . . . . (p. 156)

Regardless of how careful a researcher is in finding a random sample, there is always a chance that the sample will include variables that have a different relationship than the population as a whole. This presumes that the null hypothesis is false when it is actually true generates a Type I error. Many researchers consider that determining a suitable significance level to be important when deciding to reject the null hypothesis. The standard values for significance level represented by significance criterion $\alpha$ are 10%, 5% and 1%. An $\alpha$ that $= .05$ corresponds to $(1 - \alpha) = 0.95$ probability which is a 95% chance of a researcher statistically concluding that the null hypothesis is true when it actually is. Likewise, a 0.95 probability is equal to a 95% confidence level to reject $H_0$ (Katzer, Cook, & Crouch, 1998). Since the most commonly accepted research social

science level α is .05, and is considered appropriate for the limits of this study, it was

employed in the analysis (Knoke, Bohrnstedt, & Potter Mee, 2002).

Being able to reject the null hypothesis when it is false is the power and essence

of a significance test. The acceptable level of power for this proposed study was 0.80,

which increased the likelihood of committing a Type II error by four fold over making a

Type I error. However, since making a false positive claim is normally more serious than

formulating a false negative claim, 0.80 is an acceptable level and was taken into account

when determining the sample size a priori (Cohen, 1992a).

Cohen (1992a) suggested that enumerating population effect size poses significant

difficulties for most researchers when completing power analyses. The contention held

implies an absence of full understanding, by the researcher, of the sheer size of social

scientific phenomenon. Moreover, it might be hard to imagine making a determination

regarding the effect size unless there is some presupposed assumption regarding the

extent to which the null hypothesis is actually false (Cohen, 1992a). "The degree to

which the $H_o$ is false is indexed by the discrepancy between $H_o$ and $H1$ and is called the

ES. Each statistical test has its own ES index (Cohen, 1992a, p.156). In other words, the

effect size is the measure of relationship strength between two varaibles (Katzer, Cook, &

Crouch, 1998). Researchers start with the hope that the null hypothesis has an effect size

that equals zero.

In order to provide meaning for any effect size, Cohen (1992a) recommended that

effect sizes for a correlation be 0.10 for small, 0.30 for medium, and 0.50 for large size

respectively. Choosing an effect size is not easy considering researchers must decide not

only how slight a disparity they are agreeable with and yet still find the results worthwhile, but what maximum risk they could tolerate of being wrong. Assuming a change in direction could be facilitated easily, a researcher may choose a more liberal criterion. However, other concerns arise regarding larger effect sizes since there is a greater likelihood of statistically significant findings occurring by chance (Katzer et al., 1998). Furthermore, allowing for a larger effect size requires the utilization of a smaller sample. Although more prudent, utilizing a very small effect size requires making use of a larger sample. The power of a statistical test is in direct proportion to the sample size and a larger effect size affords greater power. An example of questionable significance can be illustrated by considering an example whereby a researcher utilizes a large 0.50 effect size or significance level only to find that what they are really suggesting is that they are willing to be wrong over a third of the time. Judging from the preceding analysis, utilizing 0.30 (medium effect) to determine sample size is appropriate.

This study included Pearson correlations. G*Power 3.0.1 was employed to calculate sample size for two tail correlations. Taking into account the previously determined 0.30 medium effect size, a commonly acknowledged power of .80, a .05, significance level, and a two-tailed test, an 82-participant sample size was preferred in order to achieve empirical validity (Faul, Erdfelder, Buchner, & Lang, 2008).

**Data Collection and Analysis**

Data collected through the scoring of the LBAII® Self and the Municipal Manager Data Questionnaire were entered into SPSS version 18.0 for Windows for analysis. Descriptive statistics were computed to describe the sample demographics and

include the frequencies and percentages, means, and standard deviations. Descriptive

statistics are also provided for the study variables. Ken Blanchard Companies requested

descriptive analysis on specific research variables and in compliance, the means and

standard deviations, maximums and minimums are presented for the overall sample and

each gender for the flexibility score, the effectiveness score, and the four leadership style

scores. In addition, the frequency and percentages are presented for the Primary Styles S1

through S4 and the Development Styles D1 through D4.  Frequencies and percentages

were determined for all categorical and nominal data collected from the separate

Municipal Manager Data Questionnaire. Frequency or frequency distribution is the

number of times certain attributes of variables are encountered in a sample population; in

this study, the number of instances that variables are present in a population of city

managers employed by communities with more than 2,499 and less than 10,000 in

population (Babbie, 2010). Moreover, it was useful to distinguish the percent of the

sample that coincides with each specific category. In addition, since the means and

standard deviations for interval/ratio data is an integral part of this study, they are

therefore calculated and presented. If all of the data points are close to the mean value,

then the standard deviation is considered close to zero (Faul et al., 2008; Knoke et al.,

2002). The Pearson product moment correlation, a bivariate measure of association or

strength of the relationship between two variables is appropriate when all variables are

interval/ratio and the hypotheses seek to assess the relationships, or how the distribution

of the $t$ scores vary (Pagano, 2010).

Correlation coefficients vary from 0, which indicates no relationship, to +1, which indicates a perfect positive linear relationship or -1, which indicates a perfect negative linear relationship. A positive coefficient delineates a direct relationship between the two variables. As one of the variables in the relationship increases, the other variable also increases, or as one variable decreases, the second variable decreases as well. When the correlation coefficient is negative, there is an inverse relationship between the two variables. When one variable increases, the other variable decreases (Knoke et al., 2002). In order to evaluate the correlation coefficient, where 0.10 represents a weak association between the two variables, 0.30 represents a reasonable association, and 0.50 represents a strong association, Cohen's (1988) criterion was be utilized.

**Research Question 1**

RQ1: What is the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure?

$H1_o$: There is no relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure.

$H1_a$: There is a relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure.

To investigate Research Question 1, a Pearson product moment correlation was computed to assess by means of a two-tailed *t* test the statistical significance of the relationship between the ability of a city manager to move between leadership styles (flexibility) and city manager tenure. For this analysis, the leadership behavior flexibility, obtained from the LBAII® Self served as the independent variable. The LBAII® Self

provided a continuous score for flexibility. The dependent variable was tenure of city managers, a continuous (ratio level) variable measured by the number of years a city manager has served in their current chief administrative position.

**Research Question 2**

RQ2: What is the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure?

$H2_o$: There is no relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure.

$H2_a$: There is a relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure.

To investigate Research Question 2, a Pearson product moment correlation was computed to assess by means of a two-tailed *t* test the statistical significance of the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure. For this analysis, the leadership behavior effectiveness, obtained from the LBAII® Self, served as the independent variable. The LBAII® Self provided a continuous score for effectiveness. The dependent variable was tenure of city managers, continuous (ratio level) variable, measured by the number of years a city manager has served in their current chief administrative position.

**Research Question 3**

RQ3: What is the relationship between a city manager's ability to move between

leadership styles (flexibility) and city manager tenure for each gender?

$H3_o$: Gender has no effect on the relationship between a city manager's ability to

move between leadership styles (flexibility) and city manager tenure.

$H3_a$: Gender has an effect on the relationship between a city manager's ability to

move between leadership styles (flexibility) and city manager tenure.

To examine Research Question 3, two Pearson product moment correlations were

computed to assess the relationship between the ability of a city manager to move

between leadership styles (flexibility) and city manager tenure. One Pearson correlation

analysis was conducted for each gender (males and females), and the two were compared

by means of a two-tailed $t$ test to determine if there was a statistically significant

difference between them. For this analysis, the leadership behavior flexibility, obtained

from the LBAII® Self served as the independent variable. The LBAII® Self provided a

continuous score for flexibility. The dependent variable was tenure of city managers,

continuous (ratio level) variable, measured by the number of years a city manager has

served in their current chief administrative position.

**Research Question 4**

RQ4: What is the relationship between a city manager's ability to choose the

appropriate leadership style in light of certain situations (effectiveness) and city

manager tenure for each gender?

$H4_o$: Gender has no effect on the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure.

$H4_a$: Gender has an effect on the relationship between a city manager's ability to choose the appropriate leadership styles (effectiveness) and city manager tenure.

To examine Research Question 4, two Pearson product moment correlations were computed to assess the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure. One Pearson correlation analysis was performed for each gender (males and females), and the two were compared by means of a two-tailed $t$ test to determine if there was a statistically significant difference between them.  For this analysis, the leadership behavior effectiveness, obtained from the LBAII® Self served as the independent variable. The LBAII® Self provided a continuous score for effectiveness. The dependent variable was tenure of city managers, continuous (ratio level) variable, measured by the number of years a city manager has served in their current chief administrative position.

**Research Question 5**

RQ5: What is the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure based on the racial make-up of the community?

$H5_o$: Racial make-up of the community has no effect on the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure.

$H5_a$: Racial make-up of the community has an effect on the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure.

To examine Research Question 5, two Pearson product moment correlations were computed to assess the relationship between the ability of a city manager to move between leadership styles (flexibility) and city manager tenure. Racial make-up of community was dichotomized for this analysis (homogeneous vs. heterogeneous) and one Pearson correlation was computed for the homogenous group and one for the heterogeneous group. The two were compared by means of a two-tailed $t$ test to determine if there was a statistically significant difference between them. For this analysis, the leadership behavior flexibility, obtained from the LBAII® Self served as the independent variable. The LBAII® Self provided a continuous score for flexibility. The dependent variable was tenure of city managers, continuous (ratio level) variable, measured by the number of years a city manager has served in their current chief administrative position.

**Research Question 6**

RQ6: What is the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure based on the racial make-up of the community?

$H6_o$: Racial make-up of the community has no effect on the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure.

*H6*$_a$: Racial make-up of the community has an effect on the relationship between a

city manager's ability to choose the appropriate leadership style in light of certain

situations (effectiveness) and city manager tenure.

To examine Research Question 6, two Pearson product moment correlations were

computed to assess the relationship between a city manager's ability to choose the

appropriate leadership style in light of certain situations (effectiveness) and city manager

tenure. Racial make-up of community was dichotomized for this analysis (homogeneous

vs. heterogeneous) and one Pearson correlation was computed for the homogenous group

and one for the heterogeneous group. The two were compared by means of a two-tailed *t*

test to determine if there was a statistically significant difference between them. For this

analysis, the leadership behavior effectiveness, obtained from the LBAII® Self served as

the independent variable. The LBAII® Self provided a continuous score for

effectiveness. The dependent variable was tenure of city managers, a continuous (ratio

level) variable, measured by the number of years a city manager has served in their

current chief administrative position.

**Research Question 7**

RQ7: What is the relationship between a city manager's ability to move between

leadership styles (flexibility) and city manager tenure for each education level?

*H7*$_o$: Education level has no effect on the relationship between a city manager's

ability to move between leadership styles (flexibility) and city manager tenure.

*H7*$_a$: Education level has an effect on the relationship between the city manager's

ability to move between leadership styles (flexibility) and city manager tenure.

To examine Research Question 7, five Pearson product moment correlations were computed to assess the relationship between the ability of a city manager to move between leadership styles (flexibility) and city manager tenure. The education levels include high school diploma, associate's degree, bachelor degree, master's degree, and doctorate degree. One Pearson correlation was computed for each education level. The five correlations were compared by means of Analysis of Variance (ANOVA) to determine if there were statistically significant differences between the various levels. For this analysis, the leadership behavior flexibility, obtained from the LBAII® Self served as the independent variable. The LBAII® Self provided a continuous score for flexibility. The dependent variable was tenure of city managers, continuous (ratio level) variable, measured by the number of years a city manager has served in their current chief administrative position.

**Research Question 8**

RQ8: What is the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure for each education level?

$H8_o$: Education level has no effect on the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure.

$H8_a$: Education level has an effect on the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure.

To examine Research Question 8, five Pearson product moment correlations were computed to assess the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure. The education levels include high school diploma, associate's degree, bachelor degree, master's degree, and doctorate degree. One Pearson correlation was computed for each education level. The five correlations were compared by means of ANOVA to determine if there were statistically significant differences between the various levels. For this analysis, the leadership behavior effectiveness, obtained from the LBAII® Self, served as the independent variable. The LBAII® Self provided a continuous score for effectiveness. The dependent variable was tenure of city managers, a continuous (ratio level) variable, measured by the number of years a city manager has served in their current chief administrative position.

### Instrumentation and Materials

This study combined two survey instruments in an effort to determine if the flexibility and effectiveness of city managers and specific community and demographic variables these managers experienced have any relationship to the tenure he or she enjoys in a community. The first instrument, originally developed by Blanchard, Hambleton, Zigarmi, and Forsyth in 1982, and ultimately revised in 1985, measured the leadership behaviors of respondents given specific situations (Blanchard et al., 1997). The second instrument, a community attribute and personal demographic questionnaire was utilized to garner information as to specific community and personal characteristics of city

managers that participated in this study. This questionnaire was named the Municipal

Manager Data Questionnaire (Appendix A1).

**LBAII® Self**

The Leadership Behavioral Assessment II® Self (LBAII® Self), measured

situational leadership behavior and was designed to determine two primary and four

secondary scores by asking 20 multiple choice questions related to specific situations a

manager might experience in a business environment. The two primary scores, flexibility

and effectiveness, gauged a manager's variability in choosing the four leadership style of

directing, coaching, supporting, and delegating and the manager's capacity for choosing

the appropriate leadership style given a specific situation (St. John, 2009). The number of

times a manager answered a question provides a parametric statistic regarding a

manager's perception of what action they would take in each situation. The answers were

then recorded onto a style flexibility and style effectiveness grid by the researcher

(Appendix L). Furthermore, a leadership style matrix was included and it recorded the

style most often selected. The matrix indicated the number of times each style was

chosen as S1, S2, S3, and S4.

**Flexibility score.** The flexibility score, as maintained by Zigarmi, Edeburn, and

Blanchard (1997), is:

A numerical indicator of how often a respondent used a different style (S1, S2,

S3, and S4) to solve each of the 20 situations in the LBAII® Self. The more often

the resondent chose a single style over the 20 situations, the less flexibility is

evidenced. The more evenly the four choices appeared over the twenty situations,

the more flexibility is shown in the score. The flexibility score is a scale ranging from 0-30 and can be subject to traditional parametric statistics. (p. 7)

**Effectiveness score.** The second primary score considered by Zigarmi et al. (1997) to be the most important is the effectiveness score. Like the flexibility score, the effectiveness score is also numerical but is an indication of a respondent's appropriate utilization of a particular style given the situation.

The Situational Leadership®II Model advocates that a certain style is more effective in certain situations. A value is assigned to excellent, good, fair, and poor answers, respectively. If the respondents chose all excellent answers, the score would be computed by multiplying 4 x 20 questions answered to produce a score of 80 points. On the LBAII® Self, the effectiveness score is an indicator of the respondent's diagnostic skill in choosing the appropriate style advocated by the model. There are five situations in which S1, S2, S3, and S4 Styles would be more effective, given the competence and commitment of the follower. The effectiveness score ranges from 20-80 and can be subjected to parametric statistical analysis. (Zigarmi et al., 1997, p. 8)

**Secondary scores (style).** The four secondary leadership style scores of S1, S2, S3, and S4 are considered by Zigarmi et al. (1997) to be "frequency counts of the number of times a respondent chose one particular style," considering the four choices available. By choosing only one of the styles per situation, the respondent afforded the researcher the ability to understand the "direction and support" behaviors most often employed by a manager (p. 8).

The leadership matrix mentioned earlier is a register of the number of times each style is selected and as is denoted on the "flexibility grid under the S1, S2, S3, and S4 columns" (St. John, 2009, p. 79). By recording the highest total from the flexibility grid onto the leadership matrix congruent with the corresponding leadership style, the researcher was able to determine the primary, secondary, and developing style of the respondent.

According to Zigarmi et al. (1997) the leadership styles, as evidenced by leader directive or supportive behavior, are consistant with " the classical definitions of structure and consideration or tasks and relationships found in the models of Halpin and Croft (1957) and Fiedler (1965)" (Zigarmi et al., 1997, p. 6). Leaders that demonstrate S1 are considered high directive-low supportive and utilize a high degree of specificity of tasks that followers are expected to follow to accomplish a specific goal. Leaders that demonstrate S2 are considered high directive-high supportive and further utilize medium to high direction to closely supervise individual tasks that a follower is trying to achieve. S3 leaders are low directive-high supportive and employ medium to low direction to facilitate and support follower's efforts toward accomplishing tasks and shares in the

responsibility for decision-making. S4 leaders are considered low directive-low supportive, make little use of directive methods, and instead entrust followers with the responsibility of problem solving and decision-making (Blanchard, 2001; Blanchard et al., 1993; Blanchard et al., 2007).

I recorded city manager responses by circling the corresponding letter within the style flexibility grid and style effectiveness grid according to the each manager's answer to the specific situational questions in the LBAII® Self instrument. Columns on both grids were totaled to obtain the flexibility and effectiveness scores, and the range from 0-30 and 20-80 respectively. Simply put, the higher the flexibility score the more likely the city manager is to change their leadership style in light of the situation. Likewise, a higher effectiveness score indicates a manager's ability to diagnose the situation and choose the appropriate style (Zigarmi et al., 1997).

**Reliability.** Researchers find reliability to be essential because by verifying it in an instrument they can be assured of a significant reduction in measurement error. The dependability of a particular instrument suggests an overall consistency whereby a measure would give the same result repeatedly. Trochim and Donnelly (2008) suggested that reliability, in practical or approximate terms, means "the proportion of truth in what you measure as opposed to the error in measurement (p. G 7). More simply put, reliability is the extent to which discrete views or operationalizations of the same construct generate consistent results (Knoke et al., 2002, p. 13). For example, consider the concept of wealth creation. It seems intuitive and many would agree that hard work and educational level tend to be related to the amount of wealth one accrues. However, it is hard to image many social scientists suggesting that an individual's religious denomination or speed at which they can run as being proper indicators of one's ability to garner wealth.

For an instrument to be used to measure leadership effectiveness then it is safe to suggest that it should measure leadership behavior consistently regardless of whether the population being studied is high school principals or city managers. It is further necessary for researchers to verify the ability of the instrument they are utilizing to measure what it is intended to measure. Unless researchers can substantiate and utilize research instruments in a manner that provides consistent results, it would be nearly impossible for them to disseminate information they have uncovered in a meaningful way (Trochim & Donnelly, 2008).

As suggested earlier, a correlation of 0 indicates no relationship between variables, a +1 indicates a perfect positive linear relationship, and -1 specifies a perfect

negative linear relationship. If the coefficient is positive, there is a direct relationship between the two variables; as one variable increases, the other variable also increases, or as one variable decreases, the other variable also decreases. If the correlation coefficient is negative, there is an opposite relationship between the two variables; as one variable increases, the other variable decreases.

In the case of the LBAII® Self instrument as applied in this study, reliability was tested against the Wilson Multilevel Management Survey (MLMS) to determine the correlation between LBAII® effectiveness, flexibility, and style scores and the Wilson MLMS subscores (Zigarmi, Edeburn, & Blanchard, 1997). Internal consistencies, as tested by utilizing Cronbach's Alpha ($\alpha$) of the LBAII® Self ranged from 0.42 to 0.70 and are considered excellent. In addition, the LBAII® Other showed internal consistencies to be 0.54 to 0.86, which suggested even stronger correlations and thus heightened reliability (Zigarmi et al., 1997, pp. 79-81). However reliable an instrument is deemed, it must demonstrate validity to be judged as an effective tool for consistant measurement. According to Zigarmi et al. (1997), the results of the validity study for the LBAII® Other contained in their report although slightly stronger can be applied to the LBAII® Self (p. 7).

**Validity.** Validity refers to the degree to which an instrument measures what it is intended to measure. Knoke et al. (2002) advocated for the clearest epistemic association between theoretical concepts and operational variables in order for researchers to appropriately study a specific construct (p. 14). Consider the concept of a manager's perception of his or her motivational style.  It is more suitable to ask whether the manager believes financial remuneration to be a high motivator of behavior of a particular employee, rather than how many raises the manager has given that employee over the last 5 years The former speaks to the respondent's perception of a potentially effective motivator whereas the latter attempts to suggest raises given to an employee are an indicator of a subordinate's highest motivator. The problem of validity with the latter question is that simply asking the number of raises received by the employee over the previous five years would not rule out a myriad of reasons why pay increases were afforded. For example, a cost of living increases could be a component of a collective bargaining agreement.

Blanchardet al. (1993) stated that the LBA and LBAII have been extensively utilized since 1983. Blanchard (2001) further affirmed  both the former versions and latter revisions of the instrument:

> Since 1983, over 50 dissertations, masters' theses, and research papers have been written using the (LBA) and the improved Leader Behavior Analysis II (LBAII). Between 1983 and 1987, the Blanchard authors strenghtened the instrumentation that is used to measure Situational Leadership II concepts of Style, Flexibilty, and

Effectiveness. Content validity, predictive validity, and internal reliability properties of the LBA and the LBAII, were established. (p. 4)

Precedent to beginning this study, Zigarmi of the Ken Blanchard Companies forwarded a letter of permission, (Appendix C), that conveyed that to date over 100 reseach projects have been completed utilizing the (LBA), the (LBAII), and the latest version LBAII® Self and Other. As reviewed above, Zigarmi et al. (1997) examined the relationships between responses given by 552 individuals regarding the leadership style of 122 managers for whom they are subordinate on the LBAII® Other and the Multilevel Management Survey (MLMS). Since both instruments are construed to measure the same constructs, and the MLMS has been previously scientifically validated, researchers should be able to make use of evident parallels to determine content, construct, and predictice validity. Additionally, for the purposes of this instrument analysis, managers and their subordinates were unaware of Situational Leadership® II theory prior to responding to the LBAII and the MLMS (Zigarmi et al., 1997 p. 17). The MLMS, while measuring a total of 23 areas of leadership, is divided into 15 subscales that  measure manager-specific behavior and eight subscales that explore group motivation and moral, and organizational climate within the the management realm. The 15 subscales that measure management behavior were utilized to determine content and construct validity whereas, the eight organizational dimensions concentrated on predictive validity in the comparison between the LBAII and the MLMS (Zigarmi et al.,1997  p. 17).

Content validity, which relates to the suitability of test questions to specifically address the intended concept, is also inherently established through the statistical process

of exploring and concluding construct validity much like the aforementioned comparison between the LBAII® and the MLMS. Although separate and distinct from other types of validity, it is important to note the keen similarities of content and construct validity (Zigarmi et al., 1997).

Construct validity is "the degree to which inferences can legitimately be made from the operationalizations in your study to the theoretical constructs on which those operationalizations were made" (Trochim & Donnelly, 2008, p. 56). In other words, it is the extent to which a researcher can draw inferences based on how he or she translates an idea or construct into a theory or model. This is clearly the intention of operationalization of the idea of leadership behavior to the Situational Leadership® II Model. Without proper translation, predictive validity is hard to achieve.

A kind of construct validity, predictive validity suggests that a measure is able to forecast outcomes that were theoretically presupposed (Trochim & Donnelly, 2008). Furthermore, a manager's future success and behavior should be able to be predicted through the LBAII® Self and Other. In short, effective managers should enjoy better outcomes in the way of employee satisfaction, heightened confidence by the superior, and consequently tenure. Even though Zigarmi et al. (1997) did not evaluate city manager tenure, they did establish that a "situationally effective manager" has a predictive effect on subordinate's perception of organizational climate. An indication of the present comparison scores can infer the same predicative effect in future situations (Zigarmi et al., 1997 p.13).

Zigarmi et al. (1997) performed four analyses when comparing the LBAII and the Wilson MLMS in order to determine the LBAII® Self and Other as scientifically valid instruments:

1. The first analysis (Section One: Global Construct Validity Results, page 17) was initiated to determine the overall relationship or global relationship between the LBAII® Other and the MLMS (Subscales 1-15). The question here was whether or not the LBAII® Other was measuring the same construct as the MLMS in regard to manager specific leadership characteristics. Of importance in this initial comparison was the need to determine whether or not the two instruments were measuring the same leadership variables. The existence of a relationship of this nature was necessary if further, more specific validity tests were to be conducted (Full model, Table 1). Both full and restricted models were employed in this analysis. The full model utilized all six LBAII scores in the comparison and the restricted model limited the analysis to the four Style Scores (Restricted model, Table 2).

2. A second procedure was implemented (Section Two: Specific Subconstruct Comparison Results, page 22) to determine whether or not specific Subscale Scores or clusters of Subscale Scores on the MLMS were related to each of the six LBAII® Other Scores of Flexibility, Effectiveness and Styles 1, 2, 3, 4. A Stepwise Regression was used to understand this relationship (Tables 3-15).

3. In the third analysis (Section Three: Directive, Supportive and Integrative

Behavior Comparison Results, page 45) three comparisons were initiated as
follows:

a.   MLMS Subscales which were perceived as being Directive were six
response scores of the LBAII are Flexibility, Effectiveness and Styles 1, 2,
3, and 4.

b.  MLMS Subscales which were perceived as being Supportive as defined in
the Situational Leadership® II Model were compared to the six LBAII®
Other response scores.

c.  MLMS Subscales which contained elements of both dimensions
(Integrated) were compared to the six LBAII® Other response scores.  A
Stepwise Regression procedure was also used to understand these
relationships

4.  In the fourth analysis, (Section Four: Predictive Validity, page 71), MLMS
Subscales 16-23 dealing with "Group Motivation and Morale" were compared
to the six LBAII® Other response scores in the interest of determining the
nature of the relationships between these two instruments in regard to group
and organizational climate dimensions. It was hoped that through this analysis
the "effects" of Leadership Styles as measured by the LBAII® Other might be
compared to perceived organizational climate and employee satisfaction
(Zigarmi et al., 1997 pp. 18-19).

The four analyses performed by Zigarmi et al. (1997) determined the content,
construct, and predictive validity of the LBAII® Self and Other. The comparison of the

of the LBAII manager style score (S1, S2, S3, and S4) and the 15 MLMS subscale scores revealed relationships that were significant (p < .0001) in all instances (p. 22). In the full model that did not restrict Flexibility and Effectiveness scores of the LBAII® Other, a (p < .0001) was significant and evidenced in all but one, that being expertise at (p < .0004) (p. 20). Furthermore, the data collected by Zigarmi et al. (1997) showed predictive consequences on the MLMS and were consistent with the Situational Leadership® II Model (p. 70).

<div align="center">**Threats to Validity and Reliability**</div>

According to Trochim and Donnelly(2008), reliability is unlikely to the extent validity does not exist. Therefore, it is reasonable to discuss potential threats to validity before similar threats to reliability. External validity is commonly challenged by other researchers due to their belief that generalization to a larger population may overeach. This statement is partly due to the overlap between the people involved and the larger population, the place a study was performed, and/or the time at which the study was undertaken (Trochim & Donnelly, 2008). Equally as challenged is the internal validity of a study. The specific threat results from the potential causal relationship of the program to the measured outcome. Lastly, researchers have questioned whether the operationalized concept being measured is valid in terms of its consistency to measure the appropriate construct or what it is intended to measure on a broader scale?

**Threats to Extenal Validity**

External threats to the study of leader flexibility and effectiveness of city managers as determined through the LBAII® Self, the Municipal Manager Data

Questionnaire, and the relationship of both to the tenure a city manager enjoys within a community are few. However, the specific perceived threats associated with the sample, place, and timing of this study was overcome through the utilization of a specified population base of city managers serving communities with an overall population of between 2,499 and less than 10,000. Since managers were afforded an opportunity to complete the LBAII® Self and the Municipal Manager Data Questionnaire at their own convenience within a one-month period, it is my belief that external validity was legitimized. External threats were minimized by utilizing a random sample of city managers within the specific population range as provided by the ICMA. As suggested in chapter 1, special methods were used to ensure a high rate of response including but not limited to, follow-up mailings after the first week and after the third week. Moreover, by sampling city managers within the previously determined specific community population range, the external validity of this study was reinforced.  However, I concede the potential threat associated with the timing may prove difficult for some individuals because any one of the respondents may either be in transition shortly before or shortly after completing the Municipal Manager Data Questionnaire.

**Threats to Internal Validity**

There are no single or group threats to validity in this study. Given that, the population sample was randomly selected and the testing took place during a one-month time period, typical threats to internal validity such as history, testing, maturation, and mortality were mitigated.

**Threats to Construct Validity**

Because city managers serving smaller communities are thought to encounter difficulties specific to their situations, results from this study may not be generalizeable to all city managers in the United States. This research recognizes that smaller municipalities have fewer staff and more limited resources than larger communities. Thus, many find it necessary to incorporate direct responsibility for a myriad of services and other administrative functions to these managers. Larger municipalities have considerable bureaucratic structures that easily lend themselves to delegation of important administrative and financial functions such as human resource management and financial supervision while small town managers are often required retain those responsibilities.

**Threats to Reliability**

Considering the earlier analysis of the LBAII® Self, the Municipal Manager Data Questionnaire validity, and possible ways to overcomes specific threats, it is reasonable to assume little or no threat to reliability of the two proposed instruments for this study. Over the last two decades, validity of the LBAII® Self has been clearly established (Zigarmi, Edeburn, & Blanchard, 1997). The Municipal Manager Data Questionnaire, because all 20 questions measured different demographics and concepts, also sustained its internal consistency.

## Protection of Human Participants

The Institutional Review Board (IRB) review process helped to ensure that this research study regarding the tenure of professional city management nationwide did not

exact harm on any research participants. Once the social relevance of this study is explained and the ethical administration of the survey process, data collection and analysis, and reporting of the results are demonstrated, the effect of leadership on city manager tenure will be more understandable (Walden University, 2008). Although some steps in the IRB process appear to not apply to this study, the necessity of following prescribed steps was imperative to protect not only the sponsors and participants of a specific studies, but researchers as well. One particular nuance was the suggestion to have a survey respondent sign an informed consent form. Respondents implied consent when they return the completed LBAII® Self and Municipal Manager Data Questionnaire instruments (McNabb, 2008).

**Ethical Concerns**

Scientific integrity was an area of little concern regarding ethical dilemmas that might arise during my analysis of survey data. Responses to survey questionnaires were not only anonymous but confidential as well (Babbie, 2010). Anonymity was ensured by eliminating a requirement to sign the survey instrument as well as eliminate any reference to a particular community in the city manager demographic questionnaire. Asking questions that explore other variables such as gender, years of service in the profession, years of service in current position, and age posed no ethical quandary since the instrument will not provide for individual or community identifiers.

In summary, the study of city managers' tenure as a function of their leadership flexibility and effectiveness (as measured by the Leadership Behavioral Analysis II® Self (LBAII® Self) developed by Blanchard and the City Manager Data Questionnaire) are

considered to be interventions that pose little if any negative impact on the human subjects responding to both instruments. Furthermore, by guaranteeing anonymity subjects should feel safe that the information they provide will be kept confidential and used only for the purposes of this research. The next chapter illustrates the results of applying the statistical processes proposed in chapter 3 to the survey data. And the final chapter considers the implications of these findings for practice and future research.

Chapter 4: Results

**Introduction**

The purpose of this study was to explore the reasons for the national variations in tenure among city managers based on an analysis of the relationship between city managers' perception of their own reaction to 20 specific situations presented and measured through the Leadership Behavioral Analysis II® Self (LBAII® Self), and their tenure. Additionally, the demographic variables, (a) the gender of the manager, (b) the racial homogeneity of the community a city manager serves, and (c) the level of the manager's education, were introduced to determine whether these secondary independent variables moderated the effect of a city managers' flexibility and effectiveness scores and if they affected the tenure of the manager.

**Data Collection Process**

Two instruments, the LBAII® Self instrument and the City Manager Data Questionnaire, were mailed to a random sample of 350 city managers who met the study criteria from across the United States. City manager names were selected from an alphabetical list of municipalities published in *The Municipal Yearbook 2010* provided by the research staff at the International City/County Management Association. From this list a sampling frame was created by entering the names of city managers of cities, boroughs, and villages with population of less than 10,000 and more than 2,499 into the Statistical Program for Social Sciences version 18.0 for Windows. The sample was selected from this list by means of a computerized random selection process. Any survey instruments returned because there is no currently serving city manager, due to

resignation or firing were removed from the sample before the raw data was coded. In two instances, surveys were disqualified because the size of the communities exceeded the population limits.

The applied survey included a City Manager/Community Information instrument (Municipal Manager Data Questionnaire - Appendix A1), which provided the personal demographics of the city managers as well as important information regarding the communities each manager serves. The LBAII® Self instrument, along with its corresponding scoring sheet (Appendixes K-L), both developed by Blanchard, Hambleton, Zigarmi, and Forsyth (1999), was used to measure situational leadership behavior.

The first mailing, sent to 350 randomly selected city managers across the United States, included a cover letter which introduced the study, stated the researcher's interest for studying city manager tenure, both instruments, and a self-addressed stamped return envelope. Subsequently, another mailing was sent to city managers that had not originally responded. This mailing encouraged participation for the purposes of providing much needed information regarding the state of the city management profession. The first mailing resulted in a response rate of 21.4% or 75, and the second mailing resulted in a response rate of 7.1% or 25. In all, the response rate of 28.5% exceeded the minimum sample size of 82 needed for statistical analysis. Of those responses, 10 surveys were returned with either inadequate data or information that disqualified the survey for consideration as part of the overall study population, leaving a total of 90 complete surveys.

**Data Screening**

Data was entered into SPSS 18.0 for statistical analysis. Responses were examined to ensure the inclusion criteria were met; namely, that the city managers served municipalities with a population between 2,500 and 10,000 (2008 U.S. Census Bureau update). Ten participants were excluded from the analysis at this point because the size of the city was either not provided or did not meet the study criteria. Descriptive statistics were computed and frequency distributions were examined to determine that responses were within the possible range of values and that the data reflected the absence of outliers. This step resulted in the elimination of six other responses. The responses from the remaining 90 participants were used in the final data analysis.

**Participant Characteristics**

Of the 90 city manager survey responses included in the study, 77 were from male and 13 were from female city managers. A majority of the respondents are Caucasian (88) and hold a master's degree (58). The frequencies and percentages for participant demographics are presented in Table 2.

Table 2

*Frequencies and Percentages for Participant Characteristics*

| Characteristic | $n$ | % |
|---|---|---|
| Gender | | |
| Male | 77 | 85.6 |
| Female | 13 | 14.4 |
| Race | | |
| Caucasian | 88 | 97.8 |
| African American | 2 | 2.2 |
| Degree | | |

| | | |
|---|---|---|
| No degree reported (< 2 years college) | 8 | 8.9 |
| Associate's | 4 | 4.4 |
| Bachelor's | 15 | 16.7 |
| Master's | 58 | 64.4 |
| Doctorate | 5 | 5.6 |

The city managers ranged in age from 29 to 78 years old and reported between 0 and 10 years of education since completing high school. City managers currently serve communities with a population as small as 2,732 and as large as 10,000. Total years of employment as a city manager ranged between 1 year and 41 years. City managers have served between one and eight municipalities during their careers, and have served as city manager for a community for as little as 1 year or a many as 31 years. Means and standard deviations for participant demographics are presented in Table 3.

Table 3

*Means and Standard Deviations for Participant Demographics*

| Demographic | Mean | *SD* |
|---|---|---|
| Age | 53.13 | 10.52 |
| Years of education since high school | 5.61 | 2.22 |
| Municipality size served | 6,016 | 2,269 |
| Total years employed as city manager | 14.98 | 10.14 |
| Municipalities served in career as city manager | 1.86 | 1.24 |
| Longest number of years served in a community | 11.18 | 7.81 |

A large number of the city managers served a community which had a median income of $30,000-$39,000 (30). Their communities tended to be "homogeneous," or similar in race/ethnicity (60). Frequencies and percentages for community demographics are presented in Table 4.

Table 4

*Frequencies and Percentages for Community Demographics*

| Community demographic | *n* | *%* |
|---|---|---|
| Community median household income | | |
| $20,000-$29,999 | 5 | 5.8 |
| $30,000-$39,999 | 30 | 34.9 |
| $40,000-$49,999 | 20 | 23.3 |
| $50,000-$59,999 | 13 | 15.1 |
| $60,000-$69,999 | 7 | 8.1 |
| $70,000-$79,999 | 5 | 5.8 |
| $80,000-$89,999 | 1 | 1.2 |
| $90,000-$99,999 | 1 | 1.2 |
| $100,000+ | 4 | 4.7 |
| Community type | | |
| Homogeneous | 60 | 68.2 |
| Heterogeneous | 28 | 31.8 |
| Community percentage of American Indian | | |
| 1%-9.9% | 77 | 85.6 |
| Community percentage of Asian/ Pacific Islander | | |
| 1%-9.9% | 79 | 87.8 |
| Community percentage of African American | | |
| 1%-9.9% | 68 | 81.0 |
| 10%-19.9% | 8 | 9.5 |
| 20%-29.9% | 3 | 3.6 |
| > 30% | 5 | 6.0 |
| Community percentage of Caucasian | | |
| > 30% | 87 | 96.7 |
| Community percentage of "Other" | | |
| 1%-9.9% | 46 | 74.2 |
| 10%-19.9% | 6 | 9.7 |
| 20%-29.9% | 6 | 9.7 |
| > 30% | 4 | 6.5 |

The gender makeup of the governing boards of the communities served by the city managers in the sample was predominantly male (81). The majority of the city managers believed that between 76% and 100% of their board believed in their leadership style (63). A large number perceived their relationship with the governing board as either "excellent" (44) or "good" (42), and a large number described the relationship between their governing board members and the community as "good" (47). The majority reported that the mayor (or chief elected official) was elected into the office by the means of the vote of the populous–at-large (65), and that the governing board of their communities was elected "at-large" (62). Frequencies and percentages for government demographics are presented in Table 5.

Table 5

*Frequencies and Percentages for Governing Board Descriptors*

| Governing board | *n* | *%* |
|---|---|---|
| Predominant board representatives' gender | | |
| Male | 81 | 9 |
| Female | 3 | 3 |
| 50% male and 50% female | 5 | 5 |
| Percentage of the board that values your leadership style | | |
| 1% - 25% | 1 | 1 |
| 26% - 50% | 6 | 6 |
| 51% - 75% | 20 | 2 |
| 76% - 100% | 63 | 7 |
| Relationship with governing board | | |
| Excellent | 44 | 4 |
| Good | 42 | 4 |
| Fair | 3 | 3 |
| Poor | 1 | 1 |
| Board member and community relationship | | |
| Excellent | 30 | 3 |
| Good | 47 | 5 |
| Fair | 10 | 1 |
| Poor | 3 | 3 |
| Means the mayor or chief elected official is elected to office | | |
| Vote of people at large | 65 | 7 |
| Vote of governing board | 25 | 2 |
| Governing board of community elected by | | |
| At-large | 62 | 7 |
| District | 23 | 2 |

City managers were asked how they perceived their role and function as a city manager. A large number perceived their role and function as a city manager as "60% administrative and 40% policy initiator" (39) or as "80% administrative and 20% policy initiator" (36). Frequencies and percentages for perceived role and function as a city manager are presented in Table 6.

Table 6

*Frequencies and Percentages for Perceived Role and Function as City Manager*

| Perceived role and function as city manager | *n* | % |
|---|---|---|
| 80% administrative and 20% policy initiator | 36 | 40.0 |
| 60% administrative and 40% policy initiator | 39 | 43.3 |
| 50% administrative and 50% policy initiator | 11 | 12.2 |
| 40% administrative and 60% policy initiator | 3 | 3.3 |
| 20% administrative and 60% policy initiator | 1 | 1.1 |

## LBA II Research Variables

Descriptive statistics were calculated for the LBA II research variables. Minimums, maximums, means, and standard deviations for the LBA II variables are presented in Table 7.

Table 7

*Descriptive Statistics for LBA II Variables (N=90)*

| LBA II variable | Min. | Max. | *M* | *SD* |
|---|---|---|---|---|
| Style flexibility score | 8.00 | 26.00 | 17.91 | 3.95 |
| Style effectiveness score | 30.00 | 69.00 | 50.17 | 6.45 |
| Leadership style | | | | |
| S1 directive | 0.00 | 7.00 | 1.39 | 1.62 |
| S2 coaching | 0.00 | 13.00 | 5.67 | 2.93 |
| S3 supporting | 0.00 | 16.00 | 8.77 | 2.82 |
| S4 delegating | 0.00 | 12.00 | 4.14 | 2.18 |

Descriptive statistics were calculated for the LBA II research variables by gender.

Female city managers obtained slightly higher mean scores on style flexibility than

males; whereas male city managers obtained slightly higher scores on style effectiveness

than females. Of the four leadership styles (directive, coaching, supporting, and

delegating) males and females received the highest mean score on the supporting style.

Means and standard deviations for the LBA II variables are presented by gender in Table

8.

Table 8

*Means and Standard Deviations for LBA II Variables by Gender*

| LBA II variable | Males (*n* =77) | | Females (*n* = 13) | |
|---|---|---|---|---|
| | *M* | *SD* | *M* | *SD* |
| Style flexibility score | 17.69 | 4.00 | 19.23 | 3.52 |
| Style effectiveness score | 50.22 | 6.23 | 49.85 | 7.90 |
| Leadership style | | | | |
| S1 directive | 1.29 | 1.54 | 2.00 | 2.00 |
| S2 coaching | 5.82 | 3.00 | 4.77 | 2.35 |
| S3 supporting | 8.86 | 2.76 | 8.23 | 3.22 |

| S4 delegating | 4.00 | 2.21 | 5.00 | 1.87 |
|---|---|---|---|---|

City managers scores on the LBA II placed them into three of the four primary leadership style categories (coaching, supporting, and delegating). None of the city managers exhibited the primary directive style of leadership, and the majority (60) exhibited the supporting style of leadership. Frequencies and percentages for primary leadership style are presented in Table 9.

Table 9

*Frequencies and Percentages for Primary Leadership Style of City Managers*

| Primary leadership style | $n$ | % |
|---|---|---|
| S1 directive | 0 | 0.0 |
| S2 coaching | 26 | 28.9 |
| S3 supporting | 60 | 66.7 |
| S4 delegating | 4 | 4.4 |

The developing leadership styles were assessed for city managers. Developing styles are indicated by scores of three or less on any of the leadership style scales (directive, coaching, supporting, and delegating). A developing style, unlike a primary style, is one that a respondent manager utilizes three or fewer times in response to the 20 questions presented in the LBAII® Self. This indicates a leadership style which that manager needs to use more often to achieve a more balanced use of styles, as recommended in Situational Leadership Theory II. Forty-three city managers obtained scores of three or less on the directive leadership style, suggesting a large number of managers had low scores for directive style. Twenty-five city managers obtained developing level scores on the coaching leadership style, one obtained a developing level score on the supporting style, and 39 obtained a developing level score on the delegating

style.  Frequencies and percentages for developing leadership styles are presented in

Table 10.

Table 10

*Frequencies and Percentages for Developing Leadership Style of City Managers*

| Developing leadership style | N | % |
| --- | --- | --- |
| S1 directive | 43 | 47.8 |
| S2 coaching | 25 | 27.8 |
| S3 supporting | 1 | 1.1 |
| S4 delegating | 39 | 43.3 |

**Research Question 1:** What is the relationship between a city manager's ability

to move between leadership styles (flexibility) and city manager tenure?

To investigate Research Question 1, a Pearson product-moment correlation was

calculated. The independent variable was leadership behavior flexibility and the

dependent variable was tenure of city managers. The correlation was not significant ($r$

$(88) = .001, p = .991$). Hence, the null hypothesis—that no relationship exists—cannot be

rejected.

**Research Question 2:** What is the relationship between a city manager's ability

to choose the appropriate leadership style in light of certain situations (effectiveness) and

city manager tenure?

To investigate Research Question 2, a Pearson product-moment correlation was

calculated. The independent variable was leadership behavior effectiveness and the

dependent variable was tenure of city managers. The correlation was not significant ($r$

$(88) = .148, p = .163$). Hence, the null hypothesis—that no relationship exists—cannot be

rejected.

**Research Question 3:** What is the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure for each gender?

To examine Research Question 3, two types of analyses were conducted. First, Pearson product moment correlations were calculated to assess the relationship between the ability of a city manager to move between leadership styles (flexibility) and city manager tenure for each gender. Then, an independent samples $t$ test was conducted to determine if males and females differed statistically in leadership styles (flexibility). The dependent variable was leadership styles (flexibility) and the independent variable was gender (males vs. females).

The correlation for males was not significant ($r$ (75) = .008, $p$ = .946), which suggests there is not a statistically significant relationship between the ability to move between leadership styles (flexibility) and tenure for male city managers. The correlation for females was also not significant ($r$ (11) = .050, $p$ = .870), which suggests there is not a statistically significant relationship between the ability to move between leadership styles (flexibility) and tenure for female city managers.

An independent samples $t$ test was conducted to determine if males and females differed statistically in leadership styles (flexibility). The independent sample $t$ test was not statistically significant ($t$ (88) = -1.31, $p$ = .195). Hence, the null hypothesis—that no difference exists in the ability to move between leadership styles (flexibility) and tenure for male and female city managers—cannot be rejected.

**Research Question 4:** What is the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure for each gender?

To examine Research Question 4, two types of analyses were conducted. First, Pearson product moment correlations were calculated to assess the relationship between the ability of a city manager to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure for each gender. Second, an independent samples $t$ test was conducted to determine if males and females differed statistically in leadership behavior effectiveness. The dependent variable was leadership behavior effectiveness and the independent variable was gender (males vs. females).

The correlation for males was not significant ($r$ (75) = .169, $p$ = .143), which suggests there is not a statistically significant relationship between ability of a city manager to choose the appropriate leadership style in light of certain situations (effectiveness) and tenure for male city managers. The correlation for females was not significant ($r$ (11) = .017, $p$ = .957), which suggests there is not a statistically significant relationship between the ability to move between leadership styles (effectiveness) and tenure for female city managers.

An independent samples $t$ test was conducted to determine if males and females differed statistically in leadership effectiveness. The independent sample $t$ test was not statistically significant ($t$ (88) = 0.19, $p$ = .848). Hence, the null hypothesis—that no difference exists between a city manager's ability to choose the appropriate leadership

style in light of certain situations (effectiveness) and tenure for male and female city managers—cannot be rejected.

**Research Question 5:** What is the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure based on the racial make-up of the community?

To examine Research Question 5, two types of analyses were conducted. First, Pearson product moment correlations were calculated to assess the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure based on the racial make-up of the community (homogeneous vs. heterogeneous). Second, an independent samples $t$ test was conducted to determine if leaders differed statistically in leadership styles (flexibility) by the racial make-up of their community. The dependent variable was leadership styles (flexibility) and the independent variable was racial make-up of their community (homogeneous vs. heterogeneous).

The correlation for city managers of homogenous communities was not significant ($r$ (58) = .046, $p$ = .729), which suggests there is not a statistically significant relationship between the ability to move between leadership styles (flexibility) and tenure for city managers of homogenous communities. The correlation for city managers of heterogeneous communities was not significant ($r$ (26) = -.117, $p$ = .554), which suggests there is not a statistically significant relationship between the ability to move between leadership styles (flexibility) and tenure for city managers of heterogeneous communities.

An independent samples $t$ test was conducted to determine if city managers of homogenous and heterogeneous communities differed statistically in their leadership

styles (flexibility). The independent sample *t* test was not statistically significant ($t$ (86) = 0.09, $p$ = .930).  Hence, the null hypothesis—that no difference exists in the ability to move between leadership styles (flexibility) and tenure for city managers of homogenous and heterogeneous communities—cannot be rejected.

**Research Question 6:** What is the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure based on the racial make-up of the community?

To examine Research Question 6, two types of analyses were conducted. First, Pearson product moment correlations were calculated to assess the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure based on the racial make-up of the community. Second, an independent samples *t* test was conducted to determine if city manager's differed statistically in their ability to choose the appropriate leadership style in light of certain situations (effectiveness) based on the racial make-up of the community. The dependent variable was leadership effectiveness and the independent variable was racial make-up of their community (homogeneous vs. heterogeneous).

The correlation for city managers of homogenous communities was not significant ($r$ (58) = .129, $p$ = .325), which suggests there is not a statistically significant relationship between the ability to choose the appropriate leadership style in light of certain situations (effectiveness) and tenure of city managers of homogenous communities. The correlation for city managers of heterogeneous communities was not significant ($r$ (26) = .224, $p$ = .252), which suggests there is not a statistically significant

relationship between the ability to choose the appropriate leadership style in light of certain situations (effectiveness) and tenure for city managers of heterogeneous communities.

An independent samples $t$ test was conducted to determine if city managers from homogenous and heterogeneous communities differed statistically in leadership effectiveness. The independent sample $t$ test was not statistically significant ($t$ (86) = 0.72, $p$ = .474). Hence, the null hypothesis—that no difference exists between the ability to choose the appropriate leadership style in light of certain situations (effectiveness) and tenure based on the racial make-up of the community—cannot be rejected.

**Research Question 7:** What is the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure for each education level?

To examine Research Question 7, two types of analyses were conducted. First, Pearson product moment correlations were calculated to assess the relationship between city manager's ability to move between leadership styles (flexibility) and city manager tenure for each education level. Education level was dichotomized prior to analysis. All city managers with master's and doctorate degrees were coded as "graduate degree" and those with no college degree, associate's, or bachelor's degrees were coded "all others." Second, an independent samples $t$ test was conducted to determine if city manager's differed statistically in their ability to move between leadership styles (flexibility) based on their education level. The dependent variable was leadership styles (flexibility) and the independent variable was education level (graduate degree vs. all other).

The correlation for city managers with a graduate level of education was not significant ($r$ (61) = .005, $p$ = .971), which suggests there is not a statistically significant relationship between the ability to move between leadership styles (flexibility) and tenure for city managers with graduate degrees. The correlation for city managers with all other education levels was not significant ($r$ (25) = -.115, $p$ = .472), which suggests there is not a statistically significant relationship between the ability to move between leadership styles (flexibility) and tenure for city managers with less than a graduate level of education.

An independent samples $t$ test was conducted to determine if city managers differed statistically in their leadership styles (flexibility) based on their education level. The independent sample $t$ test was not statistically significant ($t$ (88) = 1.55, $p$ = .125). Hence, the null hypothesis—that no difference exists between the ability to move between leadership styles (flexibility) and tenure for city managers by education level—cannot be rejected.

**Research Question 8:** What is the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure for each education level?

To examine Research Question 8, two types of analyses were conducted. First, Pearson product moment correlations were calculated to assess the relationship between city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure for each education level. Education level was dichotomized prior to analysis. All city managers with master's and doctorate

degrees were coded as "graduate degree" and those with no college degree, associate's, or bachelor's degrees were coded "all other". Second, an independent samples *t*-test was conducted to determine if city manager's differed statistically in their ability to choose the appropriate leadership style in light of certain situations (effectiveness) based on their education level. The dependent variable was leadership effectiveness and the independent variable was education level (graduate degree vs. all other).

The correlation for city managers with a graduate level of education was not significant ($r$ (61) = .106, $p$ = .407), which suggests there is not a statistically significant relationship between the ability to choose the appropriate leadership style in light of certain situations (effectiveness) and tenure for city managers with graduate educations. The correlation for city managers will all other education levels was not significant ($r$ (25) = .163, $p$ = .416), which suggests there is not a statistically significant relationship between choose the appropriate leadership style in light of certain situations (effectiveness) and tenure for city managers with less than a graduate level of education. According to Cohen's standard (1988), these correlation coefficients represent a small or very small association between the two variables.

An independent samples *t* test was conducted to determine if city managers differed statistically in leadership effectiveness based on their education level. The independent sample *t* test was not statistically significant ($t$ (88) = 1.49, $p$ = .140). . Hence, the null hypothesis—that no difference exists between the ability to choose the appropriate leadership style in light of certain situations (effectiveness) and tenure for city managers by education level—cannot be rejected.

**Summary**

City manager statistical data regarding length of tenure is far different than previous research suggests. The mean tenure for managers in this study exceeded 9.2 years, while the International City/County Management Association (ICMA) published a 4.7 year average tenure for managers serving communities with more than 2,499 and less than 10,000 in population (Freyss, 2009). Demographics indicated that managers in communities of this size range were white (97.8%), male (85.6%), had at least a graduate level education (70%), exceeded 50 years of age (53.13%), and served racially homogeneous communities (68.2%).

While city managers scored high in flexibility and effectiveness, no statistically significant relationship was found between the levels of their flexibility and effectiveness, their educational level, gender, or community racial homogeneity and the tenure that a city manager enjoys in any one community.

Chapter 5 contains an interpretation of these findings on city manager tenure. The chapter includes a summary of the study's impact on the city manager profession, a discussion of the reasons why the study was performed and the social change implications arising from this research, and recommendations for further research and action based upon the findings of the study.

Chapter 5: Discussion, Conclusions, and Recommendations

**Study Overview**

The national average tenure of city managers is 6.9 years for those communities larger than 10,000 and 4.9 years for communities with less than 10,000 (Freyss, 2009). As a result, many local municipalities lack continuity in management, policy development, and implementation (Svara, 1994; Freyss, 2009). High turnover rate in the position of city manager undermines the power balance between administrative and political leaders and thus, weakens the governance process (Svara, 2010).

The specific purpose of this study was to explore the reasons for the national variations in tenure among city managers serving communities with populations between 2,500 and 10,000. This was accomplished by performing an analysis of the relationship between city managers' perception of their own reaction to 20 specific situations presented and measured through the Leadership Behavioral Analysis II® Self (LBAII® Self), and their tenure. Three demographic variables, (a) the gender of the manager, (b) the racial homogeneity of the community a city manager serves, and (c) the level of the manager's education, were introduced to determine whether these secondary independent variables moderated the effect of city managers' flexibility and effectiveness scores on their tenure.

The research regarding city manager tenure was conducted utilizing the eight following research questions:

1.  What is the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure?

2.  What is the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure?

3.  What is the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure for each gender?

4.  What is the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure for each gender?

5.  What is the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure based on the racial make-up of the community?

6.  What is the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure based on the racial make-up of the community?

7.  What is the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure for each education level?

8.  What is the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure for each education level?

Two instruments, the LBAII® Self and the City Manager Data Questionnaire, were mailed to a random sample of 350 city managers from across the United States who

satisfied the study criteria. Potential participants were selected from a list of municipalities published in The Municipal Yearbook 2010. From this list, a sampling frame was created by entering the names of city managers of cities, boroughs, and villages with a population of less than 10,000 and more than 2,499 into the Statistical Program for Social Sciences version 18.0 for Windows. The sample was selected from this list by means of a computerized random selection process from this list.

The applied survey included a City Manager/Community Information instrument (City Manager Data Questionnaire - Appendix A), which provided the personal demographics of the city managers as well as important information regarding the communities each manager serves. The LBAII® Self instrument, along with its corresponding scoring sheet (Appendixes K-L), both developed by Blanchard, Hambleton, Zigarmi, and Forsyth (1999), was used to measure situational leadership behavior.

The first mailing, sent to 350 randomly selected city managers across the United States, included a cover letter which introduced the study, stated the researcher's interest for studying city manager tenure, both study instruments, and a self-addressed stamped return envelope. Subsequently, another mailing was sent to city managers in hopes of achieving a greater response rate. This mailing encouraged participation for the purposes of providing much needed information regarding the state of the city management profession. The first mailing resulted in a response rate of 21.4% or 75, and the second mailing resulted in a response rate of 7.1% or 25. In all, the response rate of 28.5% exceeded the minimum sample size of 82 needed for statistical analysis. Of those

responses, 10 surveys were returned with either inadequate data or information that disqualified the survey for consideration as part of the overall study population, leaving a total of 90 complete surveys.

Interestingly, demographics indicated that for managers serving communities of more than 2,499 and less than 10,000, the majority were white (97.8%), male (85.6%), had at least a graduate level education (70%), exceeded 50 years of age (53.13%), and served racially homogeneous communities (68.2%). While not disparate from the field as a whole, it proved to be an interesting result.

Although many city managers scored high in flexibility and effectiveness, no statistically significant relationship was found between the levels of their flexibility and effectiveness and their respective tenure as a city manager in any one community. Furthermore, differentiating the responses based on three moderator variables— educational level, gender, and community racial homogeneity—did not result in any significant relationships. These results are consistent with Northouse (2010) supposition that the empirical research supported little difference in the leadership men and women employed and the effectiveness of the results achieved. However, the results of this study are inconsistent with assertions made by Golembiewski (1994), Zhang and Feiock (2010), and Salahuddin (2010) in which each concluded based on analysis of empirical data that there is a strong relationship between managers who employ flexible leadership styles and gender.

**Interpretation of Findings**

**Research Question 1:** What is the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure? Based on a Pearson product moment calculation, the correlation was found to not be significant ($r$ (88) = .001, $p$ = .991). Hence, no relationship was found.

Overall flexibility scores for the sample ranged from 8 to 26, and while this is a large disparity, the mean flexibility score of 17.91 for the sample is consistent with Zigarmi, Edeburn, and Blanchard's (1997) composite mean flexibility score of 16.69 for all studies performed utilizing the Leadership Behavioral Analysis II® Self, and the mean overall flexibility score for city managers specifically as determined by Handbury (2001). It is important to note that the mean composite flexibility score has been steadily rising from 14.52 in 1982 to 17.63 in 1993 (Zigarmi et al., 1997). This finding suggests that the ability of a leader to move freely between the four leadership styles (flexibility) is improving. It also suggests that even though individuals might over time be increasing their flexibility it still has little if any affect on their ability to achieve a longer tenure.

**Research Question 2:** What is the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure? Based on a Pearson product moment calculation, the correlation between these variables was found to not be significant ($r$ (88) = .148, $p$ = .163). Hence, no relationship was found.

Overall effectiveness scores for the sample ranged from 30 to 51.17. The mean effectiveness score of 50.17 for the sample is inconsistent with Zigarmi's et al. (1997)

composite mean effectiveness score of 57.95 for all studies performed utilizing the

Leadership Behavioral Analysis II® Self. However, Handbury (2001) found 51.90 as the

mean overall effectiveness score for city managers specifically. This finding suggests that

although tenure is unaffected by a manager's ability to choose the appropriate leadership

style depending on the situation, the effectiveness of city managers is consistently lower

than other types of managers. Perhaps this is due to the political uncertainties that

confound a city manager's administrative duties (Freyss, 2009; Svara, 2008). Moreover,

the lack of correlation between a city manager's ability to choose the appropriate

leadership style given the situation and that individual's tenure may imply a larger

problem relative to how city managers are perceived by their governing boards (Hanbury,

2001).

**Research Question 3:** What is the relationship between a city manager's ability

to move between leadership styles (flexibility) and city manager tenure for each gender?

The independent sample *t*-test was not statistically significant ($t$ (88) = -1.31, $p$ = .195).

Hence, no difference between male and female city managers was found.

The mean flexibility score for males in the sample is 17.69, while the mean

flexibility score for females is 19.23.  Handbury (2001) found that the mean flexibility

score for male city managers was 17.63 and the mean flexibility score for female city

managers was 18.17. This finding suggests that females city managers have an increased

ability to move freely between leadership styles depending on the situation. This is also

consistent with finding of the analysis of this study depicted in Table 7 which indicate

that female city managers tend to utilize all four leadership styles of S1 (directing), S2

(coaching), S3 (supporting), and S4 (delegating) more evenly than their male

counterparts. Davis, Capobianco, and Kraus (2010), while researching gender differences

in conflict response within organizations, found that differences between the responses

of men and women were similar to previous studies in the 1990s and that women were

more likely than men to engage in constructive behaviors during the leadership process.

This is in keeping with the indicated difference between male and female city managers

in that female city managers were more likely to utilize S3 supportive and S4 delegating

leadership styles than male city managers. Although female city managers display higher

flexibility scores than male city managers, neither gender's scores have a significant

effect on the length of tenure.

**Research Question 4:** What is the relationship between a city manager's ability

to choose the appropriate leadership style in light of certain situations (effectiveness) and

city manager tenure for each gender? The independent samples $t$-test was not statistically

significant ($t$ (88) = 0.19, $p$ = .848). Hence, no difference between male and female city

managers was found.

The mean effectiveness score for males in the sample is 50.22, while the mean

effectiveness score for females is 49.85.  Handbury (2001) found that the mean

effectiveness score for male city managers was 52.37 and the mean effectiveness score

for female city managers was 51.44. These findings suggest that even though the ability

of either gender to choose the most appropriate leadership style given the situation fails to

correlate with city manager tenure, male city managers are more likely to choose the best

leadership style for a given situation. Fox and Schuhmann (2000) argued that a city

manager's gender affects the way the manager administers the people and functions of a municipality. The researchers determined that the role of women is continually evolving and that a female manager's ability to choose the most appropriate leadership style in any given situation will improve over time as more women enter the field of public administration (Fox & Schuhmann, 2000).

**Research Question 5:** What is the relationship between a city manager's ability to move between leadership styles (flexibility) and city manager tenure based on the racial make-up of the community? The independent sample $t$ test was not statistically significant ($t$ (86) = 0.09, $p$ = .930). Hence, no difference based on the racial make-up of the community was found.

The mean flexibility score for the sample is 17.91 and is consistent with Zigarmi's et al. (1997) composite mean flexibility score of 16.69 for all studies performed utilizing the  Leadership Behavioral Analysis II® Self. Furthermore, Handbury (2001) found a similar overall mean flexibility score of 17.90 for city managers. Again, the mean composite flexibility score has been steadily rising from 14.52 in 1982 to 17.63 in 1993 (Zigarmi et al., 1997). The above analyses contradicts Cleveland's (2000) suggestion that situations managers address and their consequential use of specific leadership styles, is greatly affected by the communal electoral process where their elected bosses serve a diverse population, either ethnically or racially. Although Cleveland's (2000) assertion that the racial homogeneity, or lack thereof, of the population in a community is a contingent factor of manager tenure, this research indicates no significant relationship between a manager's flexibility, the homogeneity of the community they serve, and the

tenure they enjoyed. The implication is that racial or culturally diverse populations within the same community will have different priorities and as such may lead to conflict that could affect a city manager's tenure.

**Research Question 6:** What is the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure based on the racial make-up of the community? The independent samples $t$ test was not statistically significant relationship ($t$ (86) = 0.72, $p$ = .474). Hence, no difference based on the racial make-up of the community was found.

The mean effectiveness score for the sample is 50.17 and is consistent with what Handbury (2001) found to be a similar overall mean effectiveness score of 51.90 for city managers. Zigarmi's et al, (1997) composite mean effectiveness score of 57.95 for all studies performed utilizing the Leadership Behavioral Analysis II® Self and is inconsistent with at least two studies performed utilizing city managers as participants. The effectiveness of city managers is lower than other type of managers and although tenure seems to be unaffected by the ability of a manager to choose the appropriate leadership style given the situation or by the homogeneity of the community a manager serves, political circumstances may provide differing stimuli. The literature, in direct conflict with this research, indicates that political complications encountered by city manager's may damage their ability to lead effectively and, thus, negatively affect tenure (Fox & Schuhmann, 2000; Freyss, 2009; Svara, 2008). Moreover, the above analyses contradicts Cleveland's (2000) suggestion that situations managers address and their consequential use of specific leadership styles, is greatly affected by the communal

electoral process wherein there is diverse population, either ethnically or racially.

Although Cleveland's (2000) suggested that the racial homogeneity of the population in a

community a manager serves is a factor that affects manager tenure, this research

indicates no significant relationship between a manager's effectiveness, the homogeneity

of the community they serve, and the tenure they enjoy. The implication is that racial or

culturally diverse populations within the same community will have different priorities

and as such may lead to conflict that may affect a city manager's tenure. This construct is

contrary to the findings of this study which suggest diversity fails to moderate the

effectiveness of a leader. The absence of a statistically significant relationship between a

city manager's ability to choose the appropriate leadership style given the situation and

their tenure may imply a larger problem in how city managers are perceived by the

populus of the communities they serve.

**Research Question 7:** What is the relationship between a city manager's ability

to move between leadership styles (flexibility) and city manager tenure for each

education level?  The independent samples $t$ test was not statistically significance ($t$ (88)

= 1.55, $p$ = .125). Hence, no difference based on education level was found.

The mean flexibility score for the sample is 17.91 and is consistent with  Zigarmi,

Edeburn, and Blanchard's (1997) composite mean flexibility score of 16.69 for all studies

performed utilizing the  Leadership Behavioral Analysis II® Self. Furthermore,

Handbury (2001) found a similar overall mean flexibility score of 17.90 for city

managers. Again, the mean composite flexibility score has been steadily rising from

14.52 in 1982 to 17.63 in 1993 (Zigarmi et al., 1997).

While this research failed to find a significant relationship between the ability of a manager to move freely between the four leadership styles of S1 (directive), S2 (coaching), S3 (supporting), and S4 (delegating), educational achievement, and tenure of managers, the empirical literature suggests otherwise. The more educated managers tended to see their role as fiscal in nature, while the less educated in city management, specifically those holding less than a master's degree, saw themselves as more socially oriented (Fox & Schuhmann, 2000). Watson and Hasset (2003) studied the personal and community factors associated with the longevity of city managers. The study determined specific reasons some managers enjoyed much longer tenure than did others. They pointed out that long tenured city managers serving communities with less than 30,000 residents were more highly educated.

The failure to confirm a statistically significant relationship between the ability to move between leadership styles (flexibility) and tenure for city managers with any level of education may be partially explained by the quality and nature of public administration educational programs nationwide. Many universities are now offering bachelor's degrees in public administration in addition to existing graduate programs. The result of this change is that leadership studies and human resource management are provided earlier in the educational process.

**Research Question 8:** What is the relationship between a city manager's ability to choose the appropriate leadership style in light of certain situations (effectiveness) and city manager tenure for each education level? The independent sample $t$ test indicated no

statistical significance (*t* (88) = 1.49, *p* = .140). Hence, no difference based on education level was found.

The mean effectiveness score for the sample is 50.17 and is consistent with what Handbury (2001) found to be a similar overall mean effectiveness score of 51.90 for city managers. Zigarmi's et al. (1997) composite mean effectiveness score of 57.95 for all studies performed utilizing the Leadership Behavioral Analysis II® Self is inconsistent with at least two studies performed utilizing city managers as participants. The effectiveness of city managers is lower than other types of managers and although tenure seems to be unaffected by the ability of a manager to choose the appropriate leadership style given the situation or by the educational level of the manager, other variables not tested as part of this study may have a greater effect.

### Summary of Findings from All Research Questions

Even though this research failed to find a significant relationship between the ability of a manager to choose the appropriate leadership style given the situation (effectiveness), the manager's educational achievement, and the tenure of the manager, the empirical literature suggests otherwise. According to Fox and Schuhmann (2000), highly educated city managers were more inclined to view their role as fiscal in nature, while less educated city managers (those with less than a graduate degree), thought themselves more socially oriented. Similarly, Watson and Hasset (2003) studied other factors associated with longevity of city managers and determined specific reasons some managers enjoyed much longer tenure than did others. They pointed out that long tenured city managers serving communities with less than 30,000 residents were more highly

educated, more likely to lead effectively, and were more likely to extend their knowledge

to boards and commissions they served. Although men and women apply different

priorities to the directions of city government, they are so close that Fox and Schuhmann

(2000) could not find statistically significance in the amount of difference. However, they

did find a significant difference between the more educated and the less educated. The

failure to confirm a statistically significant relationship between the ability to move

between leadership styles (flexibility) and tenure for city managers with any level of

education may be partially explained by the quality and nature of public administration

programs nationwide. Many universities are now offering bachelor's degrees in public

administration in addition to their existing graduate programs which in turn offer

leadership studies and human resource management at an earlier stage in the educational

process. This may also suggest that the similarities in overall management and leadership

styles may have more to do with the profession of city management itself than the size of

the community a manager serves (Fox & Schuhmann, 2000).

## Recommendations for Action

It is essential that city managers who are considering a career in city management,

locally elected municipal boards and commissions, and public administration professional

associations continually endeavor to better understand the best practices employed by

long serving city managers. The results of these efforts must be submitted for publication

in professional peer-reviewed journals periodicals, or newsletters.

1. I recommend that the International City/County Management Association

   (ICMA) consider expanding research efforts into the relatively unexplored

arena of small community city manager tenure. The empirical literature compared to this study suggests that small community managers experience far different pressures than do managers employed by larger communities.

2. Even though no statistically significant relationship was found between a city managers' ability to freely move between specific leadership styles (flexibility) as measured through the Leadership Behavioral Analysis II® Self (LBAII® Self) or a managers' abilitiy to choose the most appropriate leadership style given a specific situations (effectiveness), it is important for managers to recognize how employing leadership flexibility might provide perhaps the best opportunity for the development of leader-follower mutual respect and understanding.

3. I recommend the design of a specific instrument for measuring how situational and contextual pressures in a community affect a managers' ability to recognize factors that may negatively affect his or her tenure. These factors may include, but are not limited to, community financial modeling ability, knowledge of key economic principles typically employed in municipal management, economic stability of the community a manager serves, knowledge of economic, cultural, and racial diversity, as well a manager's emotional intellingence.

I also recommend that the International City/County Management Association (ICMA) develop an standardized performance evaluation and feedback mechanism to be utilized by municipal boards across the country. The purpose is to provide consistent knowledge and performance measures for managers to follow while at the same time providing appropriate feedback with as little political interference as possible.

**Implications for Social Change**

The findings of this study indicate that no statistically significant relationships exist between city managers' flexibility or effectiveness and tenure. Furthermore, the finding suggest no statistically significant relationship between a city manager's flexibility or effectivess and tenure as moderated by the three demographic variables of gender, racial homogeneity of the community a manager serves, or the educational level achieved by a manager. However, this study, as suggested in chapter 1 of this dissertation, has the potential to affect positive social change in an incremental manner. Since these findings are inconsistent with much of the existing literature regarding city manager tenure, they provide future researchers a potentially large number of residual factors to test in order to determine the reasons for tenure differences among city managers. This is just the next step in the research process that will inform city managers of important factors affecting tenure. The findings of this study, although far less significant than hoped for, add noteworthy data to the existing body of knowledge regarding leadership and administration, and will provide impetus for further study. Few other empirical studies have attempted to correlate a city manager's flexibility in using specific leaderships styles depending on the situation the manager experiences to that of

tenure. As stated earlier, Hanbury (2001) achieved the closest empirical explanation for low city manager tenure through an exploration of a manager's leadership style. This study, which dealt with city managers serving communities with populations greater than 25,000, was particularly important because it provided an interesting finding regarding the relationships between small, medium, and large cities; however, it ignored the smallest of American cities and villages.

According to the ICMA, nationally over 47% of city managers serve communities with less than 10,000 population (Freyss, 2009; Renner, 2001). In fact, almost all studies ignore smaller communities. As this study found far less significance between any of the tenure affecting variables than did Handbury (2001), Watson and Hasset (2003), or Fox and Schuhmann (2000), it could be assumed that the much smaller communities applied in this study have specific differences that affect a city manager's ability to sustain longer tenure. This study provides city managers who serve small communities with a list of variables that are less likely to affect tenure and suggests alternative factors that may positively affect tenure. Moreover, it suggests that managers will be able to change their behavior and relationships to ensure better job security and, thus, continuity of policy within the communities they serve. This additional stability may provide managers with the political cover they need to provide government services at a lower cost.

The provision of governmental services in a cost-effective and equitable manner that reflects the sensitivities of a sometimes diverse population is essential to the long term economic health and overall quality of life within a community. Managers who are more highly trained to appropriately participate in this process might enjoy longer tenure

and, thus, provide the leadership stability so desperately needed to stabilize our neighborhoods and communities.

**Recommendations for Further Study**

Considering the lack of statistically significant relationships between the variables of this study, researchers must strive to better understand what Svara (1990, 1994, 2010) and Thurmond (2009) advised as an increased blurring of the line between policy (politics) and administration in municipal government. It can be argued that this overlap of policy and administration in municipal government neccesitates utilizing managers who are better trained to faciliate cooperation between local government stakeholders. Since the the body of knowledge is ever evolving and strenghthening what is known and understood about a particular field of study, three specific recommendations for future study are offered:

1. Taking into account the fact that just under 35% of the sample responded to a mail suvey, it is recommended that both survey questionaires be modified to an online format, which would allow for less costly research data collection and provide for the likelihood of a higher response rate. This strategy would also afford the opportunity for the performance of a multiyear longitudinal study to measure manager tenure over time, and determine whether their ability to freely move between and choose the appropriate leadership style in light of specific situations evolves as tenure increases.

2. Respecting the findings of this study that no significant relationship exists between city manager flexibility and effectiveness, gender, educational

achievement, or racial homogeneity of the community a manager serves, new research might focus on previous studies such as those completed by Svara (2008) and Thurmond (2009) that provided a myriad of demographic variables against which to measure tenure which include but are not limited to specific demographics related to a manager's career situation.

3.  Respecting the opinions of fellow city managers, this study needs to be replicated and revised to include a qualitative element which addresses the means of surveying city managers. Interview data may afford additional insight into what city managers believe to be the most important factors affecting tenure, but more importantly, why they believe it to be true. This view is supported by Fox and Schuhmann (2000), who maintained that the dilemmas and distinct political environment faced by city managers require the use of a mixed-model research method which better correlates to public management and the corresponding political pressures managers regularly face.

## Summary

This study was designed to examine the relationship between a city manager's leadership flexibility and effectiveness (as measured by the LBAII® Self survey instrument) and tenure. It was also designed to explore a city manager's flexibity and effectiveness in relation to the three independent variables of gender, population homogeneity of the community a manager serves, education level of a manager, and tenure. Situational Leadership® II theory, originally proposed and amended by Blanchard

et al. in 1985, which described the ability of effective leaders to change their leadership style in light of certain situations, served as the theoretical base for this study. Specific studies and research from such scholars as Follett (1924), Golembiewski (1994), Fox and Schuhmann (2000), Hanbury (2001), Watson and Hasset (2003), Svara (1994; 2008), Thurmond (2009), Salahuddin (2010), Zhang and Feiock (2010), and Ayman and Korabik (2010), were utilized to investigate the relationships between some or all of above referenced variables.

This study's failure to determine statistically significant relationships between tenure, city manager flexibility and effectiveness, and all three moderating variables tested does not preclude the construct that each variable considered exclusively in relation to tenure may provide considerable insight as suggested by the abundance of literature that specifically uncovered significant correlations with city manager tenure. Taken as a whole, the results of this study clearly determined what combinations of variables need not be considered as a part of future research efforts. However, results further indicate certain leadership styles such as S3 (supporting) and S4 (delegating) were more prevalent among all managers responding to the surveys. Regardless of this study's findings, consideration must be given to political and administrative realities and their applicability to public administration, more specifically, city management. The relatively low tenure for small community managers nationally must be dealt with in order to ensure proper local government management.

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Appendix A: City Manager Data Questionnaire

## Municipal Manager Questionnaire

1. Based on the 2008 U.S. Census Bureau update, what is the population of the municipality you currently serve? _____

2. How many years have you been employed as a city manager in total?
   - ☐ 1
   - ☐ 2
   - ☐ 3
   - ☐ 4
   - ☐ 5
   - ☐ 6
   - ☐ 7
   - ☐ 8
   - ☐ 9
   - ☐ 10
        If greater than 10 years, please specify: _____ years

3. How many municipalities have you served during your career as a city manager? (excluding assistant city manager positions)
   - ☐ 1
   - ☐ 2
   - ☐ 3
   - ☐ 4
   - ☐ 5
   - ☐ 6
   - ☐ 7
        If greater than 7 years, please specify: ____municipalities

4. What is the longest number of years that you have served as the city manager of a community? Please do not include time spent as an interim manager
   - ☐ 1
   - ☐ 2
   - ☐ 3
   - ☐ 4
   - ☐ 5
   - ☐ 6
   - ☐ 7
        If greater than 7 years, please specify: ____ years

5. Based on the 2008 U.S. Census Bureau update, what is the median household income of the community that you currently serve?

☐ Less than or equal to $9,999
☐ $10,000-$19,999
☐ $20,000-$29,999
☐ $30,000-$39,999
☐ $40,000-$49,999
☐ $50,000-$59,999
☐ $60,000-$69,999
☐ $70,000-$79,999
☐ $80,000-$89,999
☐ $90,000-$99,999
☐ Greater than or equal to $100,000

6. Based on the 2000 U.S. Census Bureau update, what percentage of the population in the community that you currently serve  is: (Circle one in each racial category)

| | | | | |
|---|---|---|---|---|
| American Indian or Alaskan Native | 1%-9.9% | 10%-19.9% | 20%-29.9% | >30% |
| Asian or Pacific Islander | 1%-9.9% | 10%-19.9% | 20%-29.9% | >30% |
| Black or African American | 1%-9.9% | 10%-19.9% | 20%-29.9% | >30% |
| White | 1%-9.9% | 10%-19.9% | 20%-29.9% | >30% |
| Other | 1%-9.9% | 10%-19.9% | 20%-29.9% | >30% |

7. What is the predominant gender represented on the governing board of the community that your currently serve?

☐ Male
☐ Female
☐ 50% male and 50% female

8. What percentage of your board do you believe values your leadership style?

☐ 0
☐ 1%  to 25%
☐ 26%  to 50%
☐ 51% to 75%
☐ 76% to 100%

9. What do you perceive to be your relationship with the governing board in the community you currently serve?

    ☐  Excellent
    ☐  Good
    ☐  Fair
    ☐  Poor

10. How would you describe the relationship between the governing board members in the community you currently serve?

    ☐  Excellent
    ☐  Good
    ☐  Fair
    ☐  Poor

11. Through which means is the Mayor (or chief elected official) of the community you currently serve elected to office:

    ☐  By a vote of the people at large
    ☐  By a vote of the governing board

12. How is the governing board of the community you currently serve elected?

    ☐  At-Large
    ☐  District

13. Based on your last anniversary date, how many years have you served in your current city manager position (exclude any years served as assistant city manager or other positions within this community)?

    ☐  1
    ☐  2
    ☐  3
    ☐  4
    ☐  5
    ☐  6
    ☐  7
    If greater than seven years, please specify _____ years

14. What is your age as of your last birthday? _____

15. What is your gender?

    ☐  Male
    ☐  Female

16. What is your race?

- ☐ American Indian or Alaskan Native
- ☐ Asian or Pacific Islander
- ☐ Black/African American
- ☐ White
- ☐ Other

17. How many years of education have you completed since high school?

- ☐ 0
- ☐ 1
- ☐ 2
- ☐ 3
- ☐ 4
- ☐ 5
- ☐ 6
- ☐ 7
- ☐ 8
- ☐ 9
- ☐ 10 or more

18. What is the highest academic degree that you have achieved?

- ☐ Associates
- ☐ Bachelors
- ☐ Masters
- ☐ Doctorate

19. What is the type of academic degree that you last achieved?

- ☐ Associates in Administration
- ☐ Associates of Arts
- ☐ Bachelors of Business Administration
- ☐ Bachelors of Political Science
- ☐ Bachelors of Engineering
- ☐ Masters of Business Administration
- ☐ Masters of Public Administration
- ☐ Masters of Engineering

☐ Doctorate of Public Policy
☐ Doctorate of Business Administration
☐ Other _____

20. How do you perceive your role and function as a city manager?

☐ 100% Administrative and 0% Policy Initiator
☐ 80% Administrative and 20% Policy Initiator
☐ 60% Administrative and 40% Policy Initiator
☐ 50% Administrative and 50% Policy Initiator
☐ 40% Administrative and 60% Policy Initiator
☐ 20% Administrative and 80% Policy Initiator
☐ 0% Administrative and 100% Policy Initiator

Thank you for your participation. Please return this and the LBAII Self questionnaire in the attached stamped, self-address by _____.

Appendix B: Letter of Introduction to City Managers

February 8, 2011

Dear Colleague:

Let me introduce myself. I am Patrick Burtch the Village Manager of Dundee, Michigan and I am conducting research about situational leadership styles employed by city managers and their affect on manager tenure. You are invited to participate because you are a city or municipal manager that is employed by a community that has a population that is between 2,499 and 9,999. This research completes the final requirements for a Ph.D. in Public Policy and Administration at Walden University. I believe that the results of this research will provide important information to managers as they operate within the challenging political environment that is so common within our profession. This research attempts to further explain the basis for the low national average tenure of city managers serving smaller communities.

The results of the research should also help managers predict their tenure based on their own flexibility to adapt to specific situations presented within the community they work. Because managers serving smaller communities represent nearly 50% of total city managers serving nationally and since so many of those suffer lower tenure than those in larger communities, this research is limited to communities with populations of less than 10,000. Manager's flexibility and their aptitude for choosing the appropriate leadership style to address any given situation, and to determine if other demographic variables affect tenure in any way is the basis in this research. It is my hope that the results will reveal a relationship between the ability of a manager to choose the appropriate leadership style, their gender, educational level, and/or the racial homogeneity of the community they serve, and how tenure may be related.

The baseline for the study utilized the research performed by the ICMA. Their information indicates the average length of service for a manager in any one community to be 6.9 years and just under 5 years for managers working in smaller communities. While it is important to note that average tenures have been steadily increasing over the past several decades, managers still suffer inordinately lower tenure than other professions.

Your participation, while entirely voluntary is important in my ability to build upon the field of study and to inform both current and future managers. Additionally, I wish to offer the following:

- All information is anonymous and will only be used in aggregate form.
- Responses to the survey instruments will not identify participants so please do not sign either survey instrument.
- Completion of the attached leadership survey and data sheet has an estimated completion of 20 minutes.
- Your participation is completely voluntary so please do not feel pressured in any way to participate.
- There is no compensation of any kind in exchange for participation.

February 8, 2011
Page 2

- There are minimal risks if you choose to participate in this research.
- You may keep this letter, which explains this study, for your records.

      If you choose to participate, please return both survey instruments to Patrick Burtch ███████████████████████████████ in a timely manner so that I may finish this very worthy research effort. I have included a pre-address, stamped envelope for your convenience.

      I trust that in the end you will view your participation as worthy of the time and effort put forth. If you have questions regarding this research, please contact Patrick Burtch either by phone at ████████████████████████████████ ████████████████████ If you wish to speak privately about your rights as a participant, you can call Dr. Leilani Endicott. She is a Walden University representative who can discuss this with you. Her phone number is 1-800-925-3368, extension 1210. Walden University's approval number for this study is 02-08-11-0397571 and it expires on February 7, 2012.

"The results of this research will be made available by ICMA in the Knowledge Network" (Evelina Moulder, Director of Research, ICMA, 2010). The dissertation title is "The Effect of Leadership Flexibility and Effectiveness on City Manager tenure".

Thank you for your consideration.

Sincerely,


Patrick Burtch
Village Manager, Dundee, MI

Appendix C: Letter of Permission to utilize 200 copies of LBAII® Self Instrument

**KenBlanchard**
C O M P A N I E S

**SAN DIEGO**
**LONDON**
**TORONTO**

March 8, 2010

Patrick Burtch

Dear Patrick:

Over the years, the LBAII® Self or Other have been used in over 100 dissertations on Master studies. We are pleased that the model and instruments have become more visible. As the requests for the LBAII® increase, we have found it necessary to humbly request that researchers follow some general guidelines.

The Ken Blanchard Companies is willing to provide you with the capability to print 200 copies of the LBAII® Self, if you agree to the following conditions:

- That any dissertations, papers, etc., written from this theoretical framework and using these instruments give citations and references as to where the instruments can be obtained.

- That you do not print or create more copies of the instrument than are allowed by this letter and as set forth below, and that all copies of the instruments be clearly marked "For Research Only".

- That the copies of the LBAII® that you print may not be sold, nor may you charge a fee to those individuals to whom you are administering the instrument.

- That you do not remove or alter the copyright statement that is attached to the LBAII®

- That The Ken Blanchard Companies receives a full <u>bound</u> copy of any dissertation or monograph written concerning this research.

- That The Ken Blanchard Companies be allowed to pass on your research (in summary form) to others who might be doing similar research as a way of supporting those who are working hard to further the field of education.

- That you include the following statement in your dissertation:

  **For the LBAII®:**

  "The LBAII® used for the research to support this dissertation represents the proprietary copyrighted intellectual property of The Ken Blanchard Companies, and is used herein with permission."

1

Appendix D: Letter of Permission from Ken Blanchard Companies to utilize an

additional 150 copies of the LBAII® Self Instrument

KenBlanchard
COMPANIES

SAN DIEGO
LONDON
TORONTO

May 24, 2010

Patrick H. Burtch

Dear Mr. Burtch:

We previously sent you a letter dated March 8, 2010 approving your request to print 200 copies of the LBAII®
Self. Per your request, this letter authorizes you to print an additional 150 copies of the LBAII® Self, for a total
of 350 copies. As also stated in your previous letter, we ask that you agree to the following conditions:

- That any dissertations, papers, etc., written from this theoretical framework and using these
  instruments give citations and references as to where the instruments can be obtained.

- That you do not print or create more copies of the instrument than are allowed by this letter and
  as set forth below, and that all copies of the instruments be clearly marked "For Research Only".

- That the copies of the LBAII® that you print may not be sold, nor may you charge a fee to those
  individuals to whom you are administering the instrument.

- That you do not remove or alter the copyright statement that is attached to the LBAII®

- That The Ken Blanchard Companies receives a full bound copy of any dissertation or monograph
  written concerning this research.

- That The Ken Blanchard Companies be allowed to pass on your research (in summary form) to
  others who might be doing similar research as a way of supporting those who are working hard to
  further the field of education.

- That you include the following statement in your dissertation:

  **For the LBAII®:**

  "The LBAII® used for the research to support this dissertation represents the proprietary
  copyrighted intellectual property of The Ken Blanchard Companies, and is used herein with
  permission."

1

- That the following scores be produced and reported in your publication using your sample base.

  1. Average Flexibility Score and Standard Deviation
  2. Average Effectiveness Score and Standard Deviation
  3. Average Style Score means and Standard Deviations to Styles 1 through Styles 4
  4. Percent of Primary Styles 1 through Styles 4
  5. Percent of Development Styles 1 through Styles 4
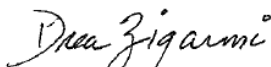  6. Maximums and Minimums

This request has emerged because researchers do not fully utilize the six scores that can be derived from the LBAII®. With these scores, The Ken Blanchard Companies will be able to compare across populations. These numbers may aid in a future meta analysis.

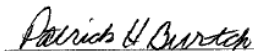Optional scores that would help further comparisons are:

  1. Average Flexibility Scores and Standard Deviations by Gender
  2. Average Effectiveness Scores and Standard Deviations by Gender
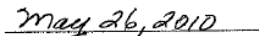  3. Average Style Score Means and Standard Deviations by Gender

I hereby grant you permission to make the number of copies you requested of the LBAII® from an electronic file that will be sent to you following our receipt of this letter signed by you agreeing to the above stipulations. If you have any questions, please do not hesitate to contact me.

Sincerely,

*Drea Zigarmi*

Drea Zigarmi, Ed.D.
Research Coordinator

I accept and agree to the terms and requirements stated above.

*Patrick H Burtch*
_____
Name

*May 26, 2010*
_____
Date

2

Appendix E: Permission from Ken Blanchard Companies to re-print certain models

**Ken Blanchard COMPANIES**

SAN DIEGO
LONDON
TORONTO

May 24, 2010

Patrick H. Burtch

▮▮▮▮▮▮▮▮

Dear Mr. Burtch:

This letter will confirm that your requested one-time use of the following graphs and images from the book, "Leadership and The One Minute Manager", for your dissertation research project has been approved, as follows:

- Four-Quadrant model on page 47;

- Four Development Levels model on page 50;

- Leadership Styles Appropriate for Various Development Levels model on page 56;

- Situational Leadership® II model on page 68; and

- Style of Leader model on page 74.

We have attached copies of the above-mentioned models to this letter for your reference. If you have any questions, please do not hesitate to contact me or Debbie Castro.

Sincerely,

Richard Andrews
Director
Office of Intellectual Property

1

Appendix F: Permission from Ken Blanchard Companies to re-print LBAII and SLII

KenBlanchard
COMPANIES

SAN DIEGO
LONDON
TORONTO

June 17, 2010

Patrick H. Burtch
████████████████

Dear Mr. Burtch:

This letter will confirm that your requested one-time use of the following items for your dissertation research project has been approved, as follows:

- Situational Leadership® II Model (.jpeg file attached to email); and

- LBAII Self questionnaire and Scoring.

If you have any questions, please do not hesitate to contact me or Debbie Castro.

Sincerely,

Richard Andrews
Director
Office of Intellectual Property

1

Appendix G: Permission from Dr. Peter Northouse to reprint tables

Dr. Peter Northouse

Professor, Western Michigan University

Dr. Northouse,

Allow me to introduce myself. I am Patrick Burtch, a long serving city manager in Dundee, Michigan. I am just finishing my proposal for my dissertation on the relationship between leadership flexibility and city manager tenure and humbly request permission to reproduce the following tables and figures from your recent book *Leadership: Theory and Practice:*

1.  Adapted Fiedler Contingency Model Table, page 112, figure 6.1
2.  The Leadership Gap, page 305, figure 13.1

It is my sincere hope that my research will afford municipal managers across the nation an opportunity to understand how their leadership style potentially affects their tenure in any one community and how an ability to be flexible might moderate one's choice of a particular style.

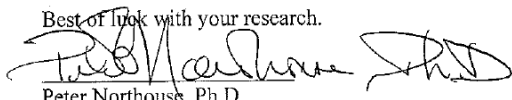Please feel free to contact me if necessary on my cell phone

Thank you for your consideration

Patrick Burtch

Patrick,

You have my permission to use the drawings above.   Please reference the book appropriately.

Best of luck with your research.

Peter Northouse, Ph.D.
Professor of Communication

## Appendix H: Permission from SAGE Publications to reprint from Northouse (2010)

From: permissions@sagepub.com

Date: Wed, 22 Sep 2010 10:04:47 -0700
Subject: RE: Permission request to reprint table in Northouse 2010

Dear Patrick,

　Thank you for your request.　Please consider this written permission to adapt and use the material detailed below in your dissertation.　Proper attribution to the original source should be included.　The permission does not include any $3^{rd}$ party material found within the work.　Please contact us for any future usage or publication of your dissertation.

　Best,

Adele

Adele,

Thank you for such a quick response. I have already received Dr. Northouse's permission in letter form and I was hoping to have the same from SAGE

1.　Adapted Fiedler Contingency Model Table, page 112, figure 6.1
2.　The Leadership Gap, page 305, figure 13.1

Thank you very much for your willingness to help

Patrick

Appendix I: Permission from The Center for Leadership Studies, Paul Hersey

Mon, October 25, 2010 5:33:15 PM
FW: Permissions request from Patrick Burtch Phd research
From: Brandy Archambeault <brandy.archambeault@situational.com>
View Contact
To: ██████████████████████████████████████

Permission request from Patrick Burtch Center for Leadership Studies.pdf (205KB)

Dear Patrick

I am writing on behalf of the Center for Leadership Studies regarding a request for permission to use our copyrighted material in the following Work:

Thesis for submission to Walden University

At this time, permission to reproduce the two copyrighted figures depicted in the attached permissions request has been approved sans Permissions Fee. To recap, you have agreed to use with the credit line: © Copyright 1969 Reprinted with permission of the Center for Leadership Studies. Escondido, CA 92025. www.situational.com All Rights Reserved.

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I hereby represent and warrant that I have the right to grant permission to use the material specified above without violation of third party rights.

Brandy Archambeault
Copyright and Permissions Officer
brandy.archambeault@situational.com
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Appendix J: Permission from the International City/County Management Association

October 14, 2010

Patrick Burtch
Dundee Village Manager
Village of Dundee

████████████

Dear Mr. Burtch:

**Please complete, sign, and return a copy of this agreement to ICMA within 60 days.**

*The International City/County Management Association grants permission to*

| | |
|---|---|
| Name: | Patrick Burtch, Dundee Village Manager |
| Address: | Village of Dundee |
| | ████████████ |
| Phone: | ████████████ |
| Email: | |

*To use the following ICMA Publication:*

| | |
|---|---|
| Publication title: | 2010 Municipal Yearbook: |
| Table: | Table 2, Cumulative Distribution of U.S. Municipalities with a population of 2,500 and Over, |
| Page: | xi from *Inside the Yearbook.* |

*For use in the following manner:*

This material will be included in a dissertation on the relationship between leadership flexibility and city manager tenure.

***For a fee of  $0.00***

**Permission to reprint the material cited above is subject to the following terms:**

1. A credit line and copyright notice worded as follows must appear prominently on the first page of the photocopy, or on the copyright or acknowledgment page, or as a footnote to the first page of the selection.

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4.     Deletions from, additions to, and other changes in the reproduced material must be approved in writing by ICMA.

If these terms are acceptable to you, please sign this agreement and return a copy of it to Nedra M. James, ICMA, 777 North Capitol Street, NE, Washington, DC 20002 whereupon the agreement will be binding on both parties.

Your signature on the form in no way obligates you to any of the terms unless you actually use the material specified. Please notify ICMA if the material is not used.

Two copies of this letter are enclosed. Please sign and return one copy, retaining the other copy for your files.

Thank you for your interest in ICMA's publications. If you have any questions concerning this agreement, please call or write.

Permission granted _____      Date October 14, 2010

Signature of applicant _Patrick H. Burtch_      Date Oct 14, 2010

Name and title of applicant (please print):

Patrick H. Burtch, Dundee Village Manager

Appendix K: LBAII® Self Questionnaire

# LBAII® *self*

## LBAII® Self Questionnaire

The LBAII® provides feedback on self and others' perceptions of your leadership style.

Ⓐ

### THE Ken**Blanchard** COMPANIES

125 State Place, Escondido, CA 92029  USA
760 489-5005 • 800 728-6000 • Fax 760 489-8407
www.kenblanchard.com

**1** *You have asked a new employee to write a proposal to buy new equipment for the division. She needs to learn more about this equipment to make a sound decision about options and costs. She feels this assignment will stretch her already-full schedule. You would …*

**A** Tell her when you want the proposal and explain what you want in the proposal. Outline the steps she should take to become knowledgeable about the new equipment. Set daily meetings with her to track progress.

**B** Ask her to produce the proposal and discuss its importance. Ask her to set a deadline for completion. Give her the resources she needs. Ask her to provide periodic progress reports.

**C** Tell her when you want the proposal and discuss its importance. Explain what you want in the report. Outline steps she should take to learn more about the equipment. Listen to her concerns and use her ideas when possible. Set weekly meetings to track her progress.

**D** Ask her to produce the proposal and discuss its importance. Explore the barriers she foresees and strategies for removing them. Ask her to set a deadline for completion and periodically check with her to track progress.

**2** *Your task force has been working hard to complete its division-wide report. A new member has joined the group. He must present cost figures at the end of next week, but he knows nothing about the report requirements and format. He is eager to learn more about his role in the group. You would …*

**A** Tell him exactly what is needed. Specify the requirements and format. Introduce him to other task force members. Check with him frequently during the week to monitor progress and to specify corrections.

**B** Ask him if there is anything you can do to help. Introduce him to other task force members. Explore his ideas for "getting up to speed" on the report. Check with him during the week to see how he is doing.

**C** Specify the report format and required information and solicit his ideas. Introduce him to each task force member. Check with him frequently during the week to see how the report is progressing and to help with any modifications.

**D** Welcome him and introduce him to members of the task force who could help him. Ask him to check back if he has any problems.

**3** *You have recently noticed a performance problem with one of your people. He demonstrates an "I don't care" attitude. Only your constant prodding has brought about task completion. You suspect he may not have enough expertise to complete the high-priority task you have given to him. You would …*

**A**   Specify the steps he needs to take and the outcomes you want. Clarify timelines and paperwork requirements. Frequently check to see if the task is progressing as it should.

**B**   Specify the steps he needs to take and the outcomes you want. Ask for his ideas and incorporate them if appropriate. Ask him to share his feelings about the assignment. Check to see that the task is progressing as it should.

**C**   Involve him in problem solving for this task. Offer your help and encourage him to use his ideas to complete the project. Ask him to share his feelings about the assignment. Periodically check in to see how things are going.

**D**   Let him know how important this task is. Ask him to outline his plan for completion and to send you a copy. Ask him to check back if he has any problems.

**4** *Your work group's composition has changed because of company restructuring. Performance levels have dropped. Deadlines are being missed and your boss is concerned. Group members want to improve their performance but need more knowledge and skills. You would …*

**A**   Ask them to identify their training needs and develop their own plan for improving performance. Give them the necessary resources. Be available to help them and ask to be kept informed.

**B**   Discuss your plan to solve the performance problem. Ask for their input and include their ideas in your plan if possible. Explain your rationale. Frequently check to see how the plan is carried out.

**C**   Outline the steps you want them to follow to solve the performance problem. Be specific about the time requirements and the skills you want them to learn. Closely monitor their progress on the plan.

**D**   Help them develop a plan to improve performance. Encourage them to be creative. Support their plan and periodically check performance.

**5** **Because of budget cuts, it is necessary to consolidate. You have asked a highly experienced department member to take charge of the consolidation. This person has worked in all areas of your department. In the past she has usually been eager to help. While you feel she is able to perform the assignment, she seems indifferent to the task. You would …**

A  Reassure her. Outline the steps she should use to manage this project. Ask for her ideas and incorporate them when possible, but make sure she follows your general approach. Frequently check to see how things are going.

B  Reassure her. Ask her to handle the project as she sees fit. Be patient and available to help. Ask for frequent updates.

C  Reassure her. Ask her to determine the best way to approach the project. Help her develop options and encourage her to use her own ideas. Agree on frequent checkpoints.

D  Reassure her. Outline an overall plan and specify the steps you want her to follow. Frequently check to see how the steps are being implemented.

**6** **For the second time in a month, you are having a problem with one of your employees. His weekly progress reports have been incomplete and late. In the past year he has completed his reports accurately and submitted them on time. This is the first time you have spoken to him about this problem. You would …**

A  Tell him to improve the quality and timeliness of his paperwork. Go over the areas that are incomplete. Make sure he knows what is expected and how to fill out each section of the report. Continue to track his performance.

B  Ask him to turn in reports that are complete and on time, without pushing him. Continue to track his performance.

C  Discuss time and completion standards with him. Listen to his concerns but make sure he knows what is expected. Go over each section of the report and answer any questions. Use his ideas if possible. Continue to track his performance.

D  Ask him why his reports are incomplete. Listen to his concerns and do what you can to help him understand the importance of timely and accurate reports. Continue to track his performance.

**LBAII** *self*

**7** You have asked one of your senior employees to take on a new project. In the past his performance has been outstanding. The project you have given him is important to the future of your work group. He is excited about the new assignment but doesn't know where to begin because he lacks project information. You would …

**A** Explain why you think he has the skills to do the job. Ask him what problems he anticipates and help him explore alternative solutions. Frequently stay in touch to support him.

**B** Specify how he should handle the project. Define the activities necessary to complete the job. Closely monitor how things are going.

**C** Ask him to develop a project plan for your approval within two weeks. Give him enough time to get started. Periodically offer support.

**D** Outline how the project should be handled and solicit his ideas and suggestions. Incorporate his ideas when possible, but make sure your general outline is followed. Regularly check to see how things are going.

**8** One of your staff members is feeling insecure about a job you have assigned to him. He is highly competent and you know that he has the skills to successfully complete the task. The deadline for completion is near. You would …

**A** Let him know your concerns about the impending deadline. Help him explore alternative action steps and encourage him to use his own ideas. Periodically check with him to lend support.

**B** Discuss your concerns about the impending deadline. Develop an action plan for him to follow and get his reactions. Include his modifications if possible, but make sure he follows your general outline. Regularly check with him to see how things are going.

**C** Outline the steps you want him to follow. Specify the reasons for completing the assignment on time. Closely monitor his progress.

**D** Ask him if there are any problems but let him resolve the issue himself. Without pushing him, remind him of the impending deadline. Ask him to get back with an update.

6

**9** *Your staff has asked you to consider changes in their work schedule due to an expansion in the customer base. Their changes make good sense to you. Members are very competent and work well together. You would …*

**A**  Help them explore alternative scheduling possibilities. Be available to facilitate their group discussion. Support the plan they develop. Check to see how they implement their schedule.

**B**  Design the work schedule yourself. Explain the rationale behind your design. Listen to their reactions, ask for their ideas, and use their recommendations when possible. Check to see that the schedule is being followed.

**C**  Allow the staff to set a work schedule on their own. Let them implement their plan after you approve it. Check back at a later date to make sure the new schedule is working out for them.

**D**  Design the work schedule yourself. Explain how the schedule will work and answer any questions. Frequently check to see that the schedule is being followed.

**10** *Due to an organizational change, you have been assigned six new people whose performance has been declining over the past three months. They do not seem to have the task knowledge and skills to do their new jobs, and their attitudes have worsened because of the change. In a group meeting, you would …*

**A**  Make them aware of their three-month performance trend. Ask them to decide what to do about it and set a deadline for implementing their solution. Check on their progress at some point.

**B**  Make them aware of their three-month performance trend. Specify the action steps you want them to follow. Give them constructive feedback on how to improve performance. Closely monitor their progress.

**C**  Make them aware of their three-month performance trend. Outline the steps you want them to follow, explain why, and seek their feedback. Use their ideas when possible, but make sure they follow your general approach. Regularly monitor their progress.

**D**  Make them aware of their three-month performance trend. Ask them why their performance is declining. Listen to their concerns and ideas. Help them create their own plan for improving performance. Periodically check on their progress.

**11** A member of your department has had a fine performance record over the last 22 months. He is excited by the challenges of the upcoming year. Budgets and unit goals have not changed much from last year. In a meeting with him to discuss goals and an action plan for next year, you would …

**A** Ask him to submit an outline of his goals and an action plan for your approval. Tell him you will call him if you have any questions.

**B** Prepare a list of goals and an action plan that you think he can accomplish next year. Send it to him and meet with him to see if he has any questions.

**C** Prepare a list of goals and an action plan that you think he can achieve next year. Meet with him to discuss his reactions and suggestions. Modify the plan as you listen to his ideas but make the final decisions.

**D** Ask him to send you an outline of his goals and an action plan for next year. Review the goals and plan with him. Listen to his ideas and help him explore alternatives. Let him make the final decisions on his goals and plan.

**12** Your unit members have an excellent performance record over the past two years. However, they have recently experienced three major setbacks due to factors beyond their control. Their performance and morale have drastically dropped and your boss is concerned. In a group meeting, you would …

**A** Discuss the recent setbacks. Give unit members the specific steps you want them to follow to improve their performance. Closely monitor performance.

**B** Ask them how they feel about the recent setbacks. Listen to their concerns and encourage and help them explore their ideas for improving performance. Periodically check on performance.

**C** Discuss the recent setbacks. Clarify the steps you want unit members to take to improve performance. Listen to their ideas and incorporate them if possible. Emphasize results. Encourage them to keep trying. Frequently check their performance.

**D** Discuss the recent setbacks without pressuring unit members. Ask them to set a deadline to improve performance and to support each other along the way. Continue to track performance.

**13** *You were recently assigned a new employee who will perform an important job in your unit. Even though she is inexperienced, she is enthusiastic and feels she has the confidence to do the job. You would …*

**A** Allow her time to determine what the job requires and how to do it. Let her know why the job is important. Ask her to contact you if she needs help. Track her performance.

**B** Specify the results you want and when you want them. Clearly define the steps she should take to achieve results. Show her how to do the job. Closely monitor her progress.

**C** Discuss the results you want and when you want them. Clearly define the steps she can take to achieve results. Explain why these steps are necessary and get her ideas. Use her ideas if possible, but make sure your general plan is followed. Frequently check her progress.

**D** Ask her how she plans to tackle this job. Help her explore the problems she anticipates by generating possible solutions. Encourage her to carry out her plan. Be available to listen to her concerns. Periodically check on her progress.

**14** *Your boss has asked you to increase your unit's output by seven percent. You know this can be done, but it will require your active involvement. To free your time, you must reassign the task of developing a new cost control system to one of your employees. The person you want has had considerable experience with cost control systems, but she is slightly unsure of doing this task on her own. You would …*

**A** Assign her the task and listen to her concerns. Explain why you think she has the skills to handle this assignment. Help her explore alternative approaches if she thinks it would be useful. Encourage and support her by providing needed resources. Periodically monitor her progress.

**B** Assign her the task and listen to her concerns. Discuss the steps to complete the task. Ask for her ideas and suggestions. After incorporating her ideas if possible, make sure she follows your general approach. Frequently monitor her progress.

**C** Assign her the task. Listen to her concerns but let her resolve the issue. Give her time to adjust, and avoid asking for results right away. Ask her to check in frequently.

**D** Assign her the task. Listen to her concerns and minimize her feelings of insecurity by telling her specifically how to handle this task. Outline the steps to be taken. Closely monitor her progress.

**LBAII** *self*

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**15** *Your boss has asked you to assign someone to serve on a company-wide task force. This task force will make recommendations for restructuring the company's compensation plan. You have chosen a highly productive employee who knows how her coworkers feel about the existing compensation plan. She has successfully led another unit task force. She wants the assignment. You would …*

**A** Give her the assignment but tell her how she should present her coworkers' point of view. Specify that she turn in a progress report within two days of each task force meeting.

**B** Ask her to accept the assignment. Help her develop the point of view she will take on the task force. Periodically check with her.

**C** Give her the assignment. Discuss what she should do to ensure that her coworkers' perspective is considered by the task force. Ask for her ideas, but make sure she follows your general approach. Ask her for a report after every task force meeting.

**D** Give her the assignment. Ask her to give you updates as things progress.

---

**16** *Due to illness in your family, you have been forced to miss two meetings of a committee under your direction. Upon attending the next meeting, you find that the committee is operating well and making progress toward completing its goals. All group members come prepared, actively participate, and seem to be enthusiastic about their progress. You are unsure of what your role should be. You would …*

**A** Thank the committee members for their work so far. Let the group continue to work as it has during the last two meetings.

**B** Thank the committee members for their work so far. Set the agenda for the next meeting. Begin to direct the group's activities.

**C** Thank the committee members for their work so far. Try to solicit alternative ideas and suggestions. Do what you can to make the members feel important and involved.

**D** Thank the committee members for their work so far. Set the agenda for the next meeting but make sure to solicit their ideas and suggestions.

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**17** *Your staff is very competent and works well on their own. Their enthusiasm is high because of a recent success. Their performance as a group is outstanding. Now, you must set unit goals for next year. In a group meeting, you would …*

**A**   Praise them for last year's results. Involve the group in problem solving and goal setting for next year. Encourage them to be creative and help them explore alternatives.

**B**   Praise them for last year's results. Challenge them by setting the goals for next year. Outline the action steps necessary to accomplish these goals.

**C**   Praise them for last year's results. Ask them to set the goals for next year and to define their action plan to accomplish these goals. Be available to contribute when asked.

**D**   Praise them for last year's results. Set the goals for next year and outline the action steps necessary to accomplish these goals. Solicit the group's ideas and suggestions and incorporate them if possible.

**18** *You and your boss know that your department needs a new set of work procedures to improve long-term performance. Department members are eager to make some changes; but because of their specialized functions, they lack the knowledge and skills for understanding the "big picture." You would …*

**A**   Outline the new procedures and your plan for implementation. Involve the group in a discussion of alternatives. Use their suggestions when possible, but make them follow your general approach. Frequently check on the use of the new procedures and monitor their results.

**B**   Outline and demonstrate the new procedures. Instruct the group on the initial use of the procedures and closely monitor results.

**C**   Involve the group in a discussion to explore new work procedures. Encourage their initiative and creativity in developing the new procedures. Help them examine possible alternatives. Periodically check on the use of the new procedures and monitor their performance.

**D**   Ask the group to formulate and implement a set of new procedures. Answer any informational concerns but give department members the responsibility for the task. Periodically monitor their performance.

**19** *You were recently appointed head of your division. Since taking over, you have noticed a drop in performance. There have been changes in technology, and your staff has not mastered the new skills and techniques. Worst of all, they do not seem to be motivated to learn these skills. In a group meeting, you would …*

**A** Discuss the staff's drop in performance. Listen to their concerns. Ask for their solutions for improving performance. Express your faith in their strategies. Emphasize their past efforts but periodically check on performance as they carry out their strategies.

**B** Outline the necessary corrective actions you want them to take. Explore alternatives and incorporate their ideas. Modify the plan if appropriate but see that they implement it. Frequently check on their performance.

**C** Tell them about the drop in performance. Ask them to analyze the problem and draft a set of action steps for your approval. Set a deadline for the plan. Track their performance.

**D** Outline and direct the necessary corrective actions you want them to take. Define roles, responsibilities, and standards. Closely monitor their performance for improvement.

**20** *You have noticed that one of your inexperienced employees is not properly completing certain reports. These reports are inaccurate and incomplete. She is not enthusiastic about this task and often thinks paperwork is a waste of time. You would …*

**A** Let her know that she is submitting inaccurate and incomplete reports. Discuss the steps she should take and clarify why these steps are important. Ask for her suggestions but make sure she follows your general outline. Frequently check her paperwork.

**B** Let her know that she is submitting inaccurate and incomplete reports. Ask her to come up with a plan to improve their quality. Give her more time to do the job properly. Check her paperwork.

**C** Let her know that she is submitting inaccurate and incomplete reports. Ask her what she plans to do about it. Help her develop a plan for solving her problems. Periodically check her paperwork.

**D** Let her know that she is submitting inaccurate and incomplete reports. Show her how to complete the reports. Specify the steps she should take to improve their quality. Closely monitor her paperwork.

Appendix L: LBAII® Self Scoring Sheet

# LBAII® *Scoring*

## Determining Style Flexibility

### D I R E C T I O N S

**GO TO ▶** **Ⓐ Style Flexibility Grid**

1. Circle the letter that matches your response for each of the 20 situations on the LBAII® Self.

2. Add up the circled letters in the S1, S2, S3, and S4 columns and record the sums in the Totals boxes at the bottom of the grid.

3. Subtract 5 from the S1, S2, S3, and S4 column totals and record the difference in the shaded boxes at the bottom of the grid. Disregard the plus or minus sign.

   Example: If the total of the S2 column is 2, 2 subtracted from 5 is 3. Record a 3 in the shaded box below the S2 column.

4. Add the four numbers in the shaded boxes and record the sum in the Subtotal box.

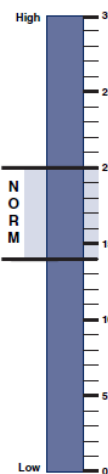5. Subtract the subtotal from 30 and record this number in the Style Flexibility Score box.

**GO TO ▶** **Ⓑ Style Flexibility Graph**

1. Draw a horizontal arrow pointing to your Style Flexibility Score.

### Ⓐ Style Flexibility Grid

|    | S1 | S2 | S3 | S4 |
|----|----|----|----|----|
| 1  | A  | C  | D  | B  |
| 2  | A  | C  | B  | D  |
| 3  | A  | B  | C  | D  |
| 4  | C  | B  | D  | A  |
| 5  | D  | A  | C  | B  |
| 6  | A  | C  | D  | B  |
| 7  | B  | D  | A  | C  |
| 8  | C  | B  | A  | D  |
| 9  | D  | B  | A  | C  |
| 10 | B  | C  | D  | A  |
| 11 | B  | C  | D  | A  |
| 12 | A  | C  | B  | D  |
| 13 | B  | C  | D  | A  |
| 14 | D  | B  | A  | C  |
| 15 | A  | C  | B  | D  |
| 16 | B  | D  | C  | A  |
| 17 | B  | D  | A  | C  |
| 18 | B  | A  | C  | D  |
| 19 | D  | B  | A  | C  |
| 20 | D  | A  | C  | B  |
| **Totals** |    |    |    |    |

**DIFFERENCE BETWEEN**

5 ☐ + 5 ☐ + 5 ☐ + 5 ☐ = **Subtotal** ☐

Subtract the Subtotal from 30 to get your

**Style Flexibility Score =** ☐

### Ⓑ Style Flexibility Graph

High — 30, NORM, Low — 0 (scale 0–30)

## Identifying Leadership Styles

### D I R E C T I O N S

**Primary Leadership Style**

Record the highest total from the Style Flexibility Grid in the appropriate circle on the matrix.

Example: If the highest total is 8 in the S3 column, record an 8 in the S3 circle. (If you have a tie for your primary style, record the totals in the appropriate circles.)

**Primary Style Matrix** — S3, S2, S4, S1

**Secondary Leadership Style**

Record totals of 4 or more, other than your primary style, in the appropriate triangle(s) on the matrix.

**Secondary Style Matrix** — S3, S2, S4, S1

**Developing Leadership Style**

Record totals of 3 or less in the appropriate square(s) on the matrix.

**Developing Style Matrix** — S3, S2, S4, S1

# Determining Style Effectiveness

## D I R E C T I O N S
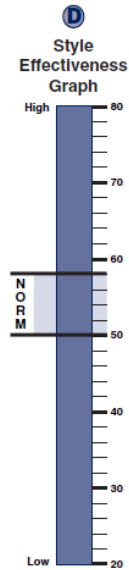
**GO TO ▶** Ⓒ **Style Effectiveness Grid**

1. *Transfer your answers from the Style Flexibility Grid by circling the matching letter in each of the 20 situations.*

2. *Add up the circled letters in the P, F, G, and E columns and record the sums in the Totals boxes at the bottom of the grid.*

3. *Multiply each total in the P, F, G, and E columns by the number directly below it and record the results in the shaded boxes at the bottom of the grid.*

4. *Add the four numbers in the shaded boxes and record the sum in the Style Effectiveness Score box.*

**GO TO ▶** Ⓓ **Style Effectiveness Graph**

1. *Draw a horizontal arrow pointing to your Style Effectiveness Score.*

Ⓒ **Style Effectiveness Grid**

| | P | F | G | E |
|---|---|---|---|---|
| 1 | B 4 | D 3 | A | C |
| 2 | D 4 | B 3 | C | A |
| 3 | D 4 | C 3 | A | B |
| 4 | A 4 | D 3 | B | C |
| 5 | D 1 | B 4 | A | C |
| 6 | A 1 | C 2 | B | D |
| 7 | C 4 | A 3 | D | B |
| 8 | C 1 | B 2 | D | A |
| 9 | D 1 | B 2 | A | C |
| 10 | A 4 | B 1 | D | C |
| 11 | B 1 | C 2 | D | A |
| 12 | A 1 | C 2 | D | B |
| 13 | A 4 | D 3 | C | B |
| 14 | D 1 | B 2 | C | A |
| 15 | A 1 | C 2 | B | D |
| 16 | B 1 | D 2 | C | A |
| 17 | B 1 | D 2 | A | C |
| 18 | D 4 | C 3 | A | B |
| 19 | C 4 | A 3 | D | B |
| 20 | B 4 | C 3 | D | A |
| **Totals** | | | | |

**MULTIPLY BY**

1   1   3   4

☐ + ☐ + ☐ + ☐ = ☐

**Style Effectiveness Score**

Ⓓ **Style Effectiveness Graph**

High — 80
— 70
— 60
N O R M — 50
— 40
— 30
Low — 20

## I N T E R P R E T A T I O N

### Style Flexibility Scores

Style flexibility scores range from 0–30. The mean score is 17.

Below 14—Low Flexibility (You tended to select the same one or two styles for every situation.*)

Above 20—High Flexibility (You tended to select all four styles more or less equally.*)

### Style Effectiveness Scores

To score high on style effectiveness, you must not only show a high level of flexibility in style selection, but you must also choose the most appropriate leadership style for the situation. The totals at the bottom of the style effectiveness columns indicate how often you chose a poor, fair, good, or excellent answer.

Style effectiveness scores range from 20–80. The mean score is 54.
Below 50—Low Effectiveness (You selected more fair and poor leadership style choices.*)

Above 58—High Effectiveness (You selected more good and excellent leadership style choices.*)

* ... compared to others taking this assessment. Norms fall between the low and high scores.

# LBAII scoring

## Improving Style Effectiveness

### DIRECTIONS

**GO TO ▶ ⓒ Style Effectiveness Grid**

*The number in subscript next to each letter in the P and F columns indicates the leadership style of that response.*

*Example*

ⓒ **Style Effectiveness Grid**

| | P | F | G | E |
|---|---|---|---|---|
| 1 | B₄ | D₃ | A | C |

———— Style 3
———— Style 4

1. *Add the number of times you selected a fair and poor response for Style 1 and record the total in the S1 quadrant on the matrix.*

2. *Repeat this process for Style 2, Style 3, and Style 4.*

**Style Diagnosis Matrix**

### INTERPRETATION

Four or more fair and poor answers in one style indicate that you may not be diagnosing development level before choosing a leadership style.

Review the situations on your LBAII® Self to determine why you may be using those styles inappropriately.

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# Curriculum Vitae

**PATRICK H. BURTCH**

### PROFILE

**Experienced municipal manager with a strong background in economic development, financial restructuring (or packaging), organizational, strategic, and human resource management.**

Diverse range of expertise including economic forecasting, financial trend analysis, grant and proposal writing, and development and building construction, including the financing thereof. A confident and polished leader adept at leading teams and participating as a valued contributor. Extensive experience and success working at all levels of an organization. Demonstrated success at leveraging large employers and small business, operational execution, and talent development.

## PROFESSIONAL BACKGROUND

**VILLAGE OF DUNDEE,** Dundee, MI                                                        Dec. 1988-Present
**Village Manager/Chief Administrative Officer**

Dundee is a rapidly growing community of just under 5,000 residents. It is located in southeast Michigan, has a staff of 18 and an annual budget of $12.1 million.

- Established a cooperative effort with Monroe Bank and Trust to market the Village owned industrial parks. The end goal is to locate innovative and unique businesses into the park within which all requisite infrastructure is presently available along with access to an active rail line.

- Expend nearly 10% of the annual budget on economic development initiatives to advance the Village into the new market economy while utilizing all available local, state, and federal tools.

- Granted an E-Cities Awarded for the last two years by the University of Michigan Dearborn for the entrepreneurial, economic development, and job growth initiatives of the Village. The Entrepreneurial Cities Index, supported by the Southeast Michigan Council of Governments, Michigan Municipal League, Michigan Townships Association, Ann Arbor Spark, and Michigan Suburbs Alliance, awards communities for best practice approaches towards expansion and diversification of the regional economy.

- Applied for and received Tree City USA designation in 2007, 2008, and in 2008 received a growth award for completing activities to strengthen the local tree care programs. The National Arbor Day Foundation recognized the recently instituted aggressive reforestation program which utilizes various zoning ordinance tools to realize the benefits of the Foundation (i.e. quality of life, increased property values, etc.)

- Successfully negotiated with the Michigan Economic Development Corporation, Daimler Chrysler Corporation, Mitsubishi Corporation, and Hyundai Corporation for the location of a new $1.2 billion engine manufacturing plant

- Formulated and administer an aggressive economic development program that resulted in the establishment of eight (8) tax increment districts with total annual income of over $4 million.

- Successfully aided in the management of an aggressive downtown revitalization plan totaling almost $3.5 million. The project included the installation of a paved and landscaped river walk, boat launch, and development of two (2) passive parks with gazebos. The project leveraged the development of a multi-story mixed-use building immediately adjacent to the recently completed multi-story Village Hall, both of which are replications of the historic building styles prevalent within the downtown. The upper story of the Village Hall is intended to be the future home of a business incubator, university branch campus, or other similar uses.

- Negotiated the purchase and administered the establishment of four (4) of the Village's Industrial Parks which has resulted in over $1.4 billion in investments of the past 20 years.

- Negotiated the attraction and land purchase of one of the worlds largest Cabela's Outdoor stores which has resulted in the location of additional businesses, and thus, additional investment to the community.

- Successfully assisted in reducing the tax rate millage by eleven (11) mils over the past twenty (20) years (effectively a tax rate cut of over 65%).

- Utilized budgetary controls and economic development to decrease the Village's dependence on its fund balance appropriations to zero.

- Managed numerous public construction projects totaling $32 million, the majority of which came in ahead of schedule and under budget.

- Developed and managed six (6) private construction projects totaling $7.5 million as well as constructed and financed over 100 single-family homes and residential condominiums.

- Managed the combined sewer overflow and street rehabilitation project totaling $6.8 million.

- Subcontracted and managed the construction of a new historically identical Village Hall on the River Raisin that was funded partially by the Downtown Development Authority tax capture and the general fund. The project has increased the taxable value within the downtown, demonstrated the ability of a governmental agency to construct a below market cost building, demonstrated the ability to replicate the historic architecture of the downtown with modern amenities and materials, and leveraged the construction of a comparable building across the river. Others have also expressed the interest to learn from the Village to provide a similar structure elsewhere within the community. (should this be combined with the last bullet on the previous page, some duplication?)

- Prepared applications and administered $1.65 million in low interest sewer revolving fund loans through Michigan Department of Natural Resources to eliminate combined sewer overflows.

- Prepared and administered over thirty (30) grants totaling more than $27 million from organizations such as the U.S. Community Development Block Grant program, U.S. Department of Commerce, U.S. Environmental Protection Agency, Michigan Department of Commerce, Michigan Department of Transportation, Michigan Department of Arts and Culture Affairs, and the Energy and Efficiency Conservation Block Grant awarded in 2010.

- Successfully negotiated fourteen (14) Act 425 Conditional Land Transfers totaling approximately two (2) square miles, and negotiated and implemented three (3) Progressive Urban Cooperation Act Agreements with the adjacent township.

- Coordinated twelve (12) petitions for boundary adjustments totaling just less than two (2) square miles.

- Utilize a team approach to all development initiatives by which all internal and external parties work together to ensure an expedited review process in exchange for an enhanced aesthetic.

- Implemented an expansive educational reimbursement policy to ensure that the staff has the opportunity to seek higher education during their tenure, which in turn ensures that the Village remains on the cutting edge of the various fields of study, and technical expertise can be assured.

- Mentored several key staff members to be able to assist in discussions/decisions regarding the myriad of economic development initiatives and marketing efforts completed over the past several years.

- Confident and polished leader adept at the following:

- developing the talent of young professionals
- fostering the knowledge base of appointed and elected officials
- assisting to build upon technical and interpersonal skills
- inclusion/consultation in many policy decisions
- empower the staff with the knowledge and skills to make expeditious decisions based upon the established internal policies/plans/ordinances
- Economic development and land assembly as well as infrastructure construction and financing

**CARMEL POINT DEVELOPMENT COMPANY,** Dundee, MI                                    2002 – 2009
**Co-Owner/Builder**

In coordination with various partners, managed the funding, design, and construction of all projects.

- Residential projects provided a segment of housing that was previously lacking within the community
    - River Ridge Subdivision: leveraged the installation of infrastructure to a portion of town previously lacking and provided public access to the river front
    - Courtyards and Brooks Hollow Condominiums: first compact townhouse and duplex-style development within the community which through the heavy demand for the products demonstrates their use as a viable alternative to a single family home
    - River Park Place and Stonebrook: first new mid-size single-family housing development that leveraged the further extension of infrastructure and installation of passive parkland.

- Commercial projects provided an opportunity for new, expanded, and alternative uses, including an expanding medical complex
    - Helle/Powell Professional Center: West Side Medical, Mercy Health Center Urgent Care, Fresenius Kidney Dialysis Center, Affinity Medical Spa, Little Angles Day Care, and a variety of other doctors offices
    - Monroe Bank and Trust
    - St. Julian's Winery

**LENAWEE COUNTY, Adrian**, MI                                    April 1988 – Dec. 1988
**Budget/Finance Analyst, Acting Assistant to the County Administrator,**
**Public Information Officer, and Labor Standards Administrator**

- Monitored the $12 million general fund budget by utilizing various fiscal and policy analysis techniques.

- Developed the general fund budget for the 1989 Budget Workshop.

- Prepared a $300,000 housing grant through the Community Development Block Grant program.

- Monitored the State and Federal grants to verify accurate financial reporting.

**CITY OF MONROE**, Monroe, MI                                    May 1987 – April 1988
**Administrative Assistant to the City Manager**

Founded in 1785 and the site of a War of 1812 battlefield, Monroe is a community that has a shared vision that seeks to balance the opportunities of economic development with the stewardship that is required for historic preservation. Monroe is also Michigan's third oldest community.  With a population of nearly 23,000, Monroe is located about 17-miles north of Toledo, Ohio and about 35-miles south of Detroit.

- Prepared grants, reports, and proposals pertaining to City Administration and Economic Development.

- Developed the City's 10-point economic development strategy. Large portions of this strategic plan remain in use today.

- Prepared and administered a $10,000 Community Energy Management Program Grant designed to aid senior

citizens home weatherization efforts.

- Prepared and administered a $75,000 Michigan Equity Grant to renovate the old Monroe Theatre.

## TEACHING EXPERIENCE

- **Graduate Assistantship, University of Toledo**                    1986-1988
  Emphasis: general administration and policy analysis, local government management, and state and local politics

## EDUCATION

- **PhD in Public Policy and Administration, Walden University**                    May 2011
  Emphasis: General Administration and Policy Analysis. Dissertation explores the relationship between situational leadership and city manager tenure. Other research interests include sustainable economic development programs, brown field redevelopment, and tax increment financing tools.

- **MPA in Public Administration, University of Toledo,** Toledo, OH                    1988
  Emphasis: General Administration, Personnel and Policy Analysis

- **BA in Political Science, University of Toledo,** Toledo, OH                    1986
  Emphasis: Public Administration, Economic Policy Analysis

## PROFESSIONAL DEVELOPMENT

- Michigan Municipal League annual conference (1988 to present)
- Michigan Association of Planning annual conference (periodically over the past 20 years)
- Ongoing training for builder's licensure, various workshops regarding leadership strategies, public policy initiatives, and economic forecasting.
- Past twenty (20) years of presenting the State of the County address for Monroe County Chamber of Commerce

## PROFESSIONAL ORGANIZATIONS

- International City/County Managers Association (ICMA)
- Michigan Local Government Managers Association (MLGMA)
- National Association of County Administrators (past member)
- Michigan Development Financing Association – former Chair of Executive Board, and former Vice-Chair of association
- American Society of Public Administration (ASPA)
- Michigan Economic Developers Association (MEDA) – member of the economic development organization funding task force
- Southeast Michigan Council of Governments (SEMGOG) - member of the Infrastructure Funding Task Force
- American Planning Association (APA)
- Michigan Association of Planners (MAP)
- Michigan Downtown Association (MDA)

## PROFESSIONAL ACCOMMODATIONS

- Michigan Jaycees, Tom Pope Award for outstanding Young Governmental Leader (1997)
- State of Michigan Governors Outstanding Young Governmental Official Commendation (1997)

## COMMUNITY/VOLUNTEER ACTIVITIES

- Local Development Finance Authority (LDFA) Board
- Downtown Development Authority (DDA) Board
- Brownfield Redevelopment Authority (BRA) Board
- Economic Development Corporation (EDC) Board
- Dundee Historical Commission
- Dundee Old Mill Restoration Committee
- Dundee Rotary Club
- Dundee Area Jaycees
- Western Monroe County Ambulance Board
- Dundee Area Senior Citizens Center Board
- American Cancer Society, Dundee Relay for Life Co-Chair 2007 – 2010
- Dundee Youth Services Organization (DYSO) Charter board member
- Dundee Relay for Life Chairperson
- Sons of the American Legion
- Sigma Phi Epsilon Fraternity