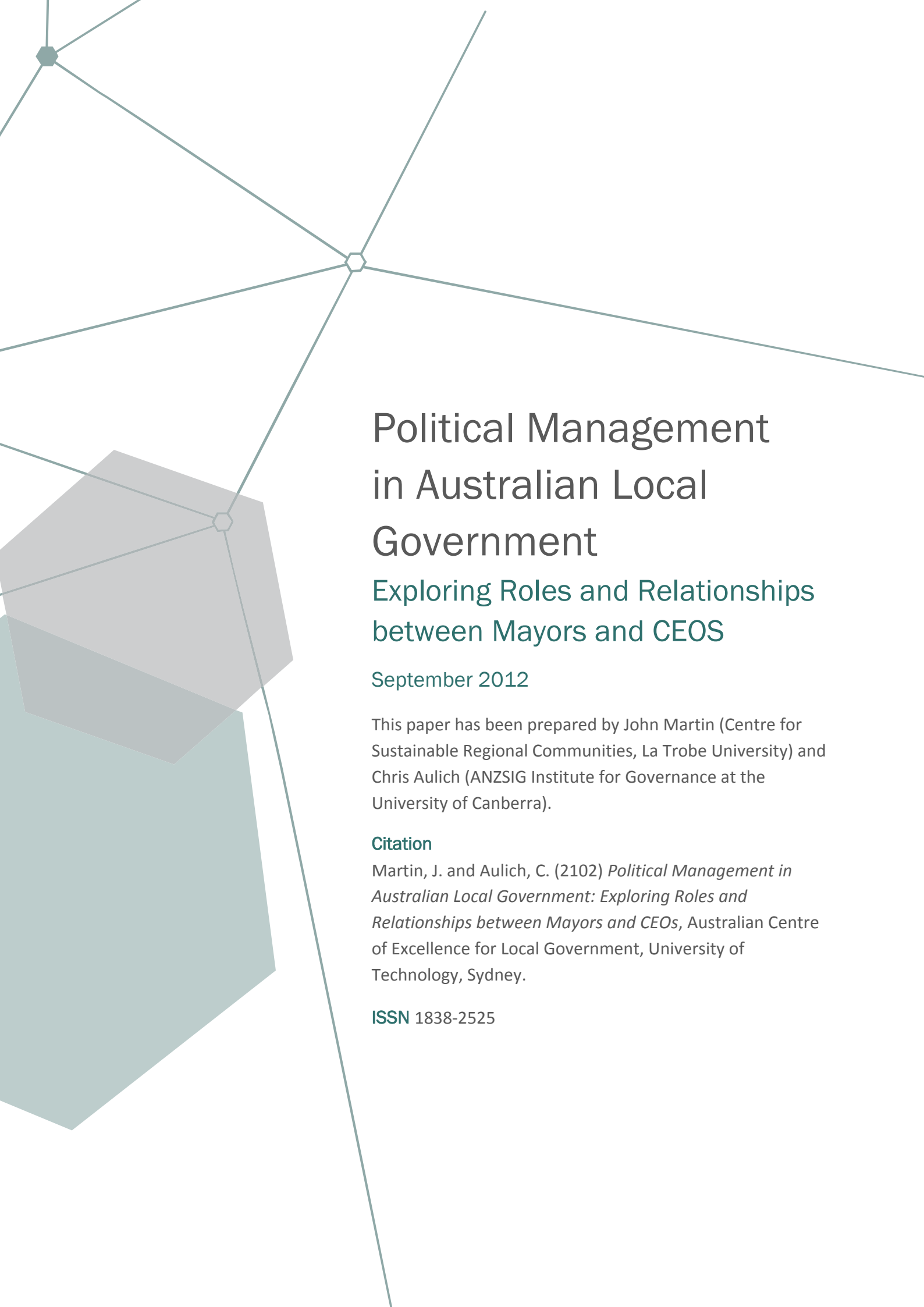




Political Management in Australian Local Government

Exploring Roles and Relationships
between Mayors and CEOs



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September 2012

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Citation

Martin, J. and Aulich, C. (2102) *Political Management in Australian Local Government: Exploring Roles and Relationships between Mayors and CEOs*, Australian Centre of Excellence for Local Government, University of Technology, Sydney.

ISSN 1838-2525

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Overview

The working relationship between the Mayor as the leader of the council and the chief executive officer (CEO) leading the council organisation is one of the most important relationships in local government. Mayors and CEOs recognise that the breakdown in this relationship can have long lasting, negative impacts on the capacity of a local government to deliver value for money services to its community. Despite this, there is little research which illuminates this relationship, and certainly little that is based on the Australian local government scene.

In this discussion paper we explore the dimensions of what is known through current research about this relationship and examine a number of models that define the relationship, and consider whether the relationship is influenced by structural issues such as the method of election of the Mayor at large or by the council itself. We ask questions that focus on how much should the relationship between Mayors and CEOs be structured via rules and guidelines and how much should it rest on the integrity and common sense of the people involved? Drawing on research carried out by the authors and a consideration of the literature on the nature of this relationship, which occurs in one form or another at all levels of government, we draw conclusions and comment about how elected councillors and appointed staff can best assist individuals in these roles to establish a successful and effective working relationship.

We recognise that the relationship is so important that it warrants the development of a more robust research project than was possible with this initial paper. We invite comments and suggestions from the local government community that will assist this project to develop further from discussion paper stage to something more substantial to provide further guidance and direction to councils. Comments are most welcome and can be made to either of the authors at john.martin@latrobe.edu.au or chris.aulich@canberra.edu.au or direct to the ACELG Secretariat at melissa.gibbs@acelg.org.au.

The authors wish to thank the participants at the ACELG/ANZSOG Executive Leadership Program held in Canberra in 2011 and those many Mayors and CEOs who participated in programs run by John Martin, in particular. Their wisdom and experience have been most valued in developing this discussion paper. We are grateful to Meg Lithgow, Chris Watterson and Su Fei Tan for their work in identifying those parts of the state local government acts which specify the Mayor-CEO roles and relationships. Details are attached as Appendix 1. At this stage we offer the information as preliminary data given recent and ongoing changes to the various acts.

Background

Australian popular culture has found favour presenting the leading characters in Australian local government with mirth and often, sadly, disdain. Frank Hardy's 1971 classic, *The Outcasts of Foolgarah*, based on the epic confrontation of 'the lurk men versus the lurk detectors' of a council on Sydney's northern beaches was a great laugh, but not for some who held its publication up in the courts for many years. And who could forget Bill Hunter's classic role as Muriel's strict father and the corruptible President of Porpoise Spit Council in the 1994 movie, *Muriel's Wedding*? A more realistic but equally dramatic 1996 documentary, *Rats in the Ranks*, follows the lead up to the annual mayoral election in Leichhardt City Council, an inner Sydney suburban council. As Councillor Larry Hand tries to get the numbers for another year we see the political manoeuvring that goes on for this position when councillors elect one of their own each year to be Mayor. More recently in the comedic ABC series, *Grass Roots*, Mayor Col Dunkley attempts to control all comers while his bungling General Manager Greg Dominelli is always telling the Mayor to 'leave it with me Col' as he deals with the trail of corruption and disruption in the council and the community caused by the Mayor's wheeling and dealing. Even a cursory glance of reports from state government integrity agencies like ICAC in NSW and the CMC in Queensland¹ suggest that in some councils, at least, fact is not too far from fiction. However, media coverage typically highlights the failures of the local government sphere, although when examined closely, these 'failures' represent a small proportion of the 560 plus councils and the 180,000 employees engaged in delivering local services to their communities.

While the image of local government should be a matter of concern for councillor associations, especially those asking the community for recognition in the Australian Constitution, and for the professional officer associations responsible for implementing council policy, this public image does not bode well for reform in local government. The key players – as we see in the depictions outlined above – are the Mayor and councillors on one hand and the chief executive officer (CEO) and staff on the other. How the former work with each other to achieve the goals on which they ran for office or the latter pursue the professional careers they choose is crucial to the success of local government as a whole. It has long been recognised that a publicly funded, democratically accountable organisation cannot get its sense of purpose from managers alone: political leadership plays a critical role (Leadbeater, nd:12).

It is also recognised that the two leaders are required to work closely together, often dealing with pressing and potentially controversial issues when they may not have known each other before they are drawn together. The importance of the Mayor-CEO relationship was identified by the sector in a 2010 survey undertaken by the ANZSOG Institute for Governance. The results of this survey and follow-up discussions showed that the local government sector was concerned that there was insufficient data about the Mayor-CEO relationship and respondents rated further research as one of the highest priorities to be addressed by the Australian Centre of Excellence for Local Government (ACELG) (Evans, 2010). This has been a key driver for our current research project.

In this discussion paper we focus on the roles of and relationships between the two leaders of the council: the Mayor and the CEO (or General Manager). In particular, we wanted to see if there were

¹ Independent Commission Against Corruption and Crime and Misconduct Commission respectively.

differences in these roles and relationships when Mayors are elected at large or when the councillors elect one of their fellow councillors to be the Mayor.

We have a number of research questions that we see as significant in illuminating the Mayor-CEO relationship; for example, how important is the leadership style each chooses? Do the different modes of mayoral election impact on the relationship? How much of the relationship is determined by the roles that each chooses to play, or is required to play? By focusing our attention on the relationships between them we expect that this research project may provide some guidance to councils and state governments that are considering ways of redesigning and redefining the roles of the two local leaders. We also offer some comments on the importance of preparing people for these roles and to the individuals themselves such that they can make the most out of their time serving councils and their communities across Australia.

The paper is structured around several key themes. First, we examine the current literature to determine what is already known about Mayor-CEO relationships, which we use to underline models of effective political management. Second, we outline the research approach that we used to add some preliminary data on the Australian situation. Third, we summarise the data gathered from a series of interviews with key players and, finally, we develop recommendations for further action to strengthen the relationship. However, in light of the paucity of formal research data, especially in the Australian context, we see this paper as a starting point for more concerted research into the Mayor-CEO relationship, especially as it plays out in the different Australian jurisdictions.

Literature Review

According to Weber, the relationship between democracy and bureaucracy created one of the most profound sources of tension in the modern social order (Giddens, 1995: 22).

Although Weber wrote more than a century ago, the tension that he identified between politicians and public administrators remains, compounded by the situation in which the relationships between them are constantly in some state of flux. 'Because government and the governing agenda do not stand still, neither do the relations between bureaucrats and politicians' (Aberbach and Rockman, 2006: 978). In the Australian context, since the 1990s there have been persistent demands from state governments that enhanced local government would only come from larger, regional councils. These claims for better local government have typically been argued on the basis that council amalgamation would generate economies of scale, although recent research indicates that rather than substantial economies of scale, consolidation in its various forms is more likely to generate benefits through economies of scope or enhanced strategic capacity (Aulich *et al*, 2011).

Not only has this Australian policy context imposed pressures on councils, it has also often divided leadership at council level with more CEOs favouring larger units and Mayors typically preferring to explore other consolidation options, if at all (Aulich *et al*, 2011). Other pressures which add tension to the Mayor-CEO relationship include increased mobility and opportunity, and the physical ability to move for employment and lifestyle choices. What is clear is that context matters and the way local government leaders understand the implications of context influences the ways in which they work with each other. If, for example, the council is a small, remote closely knit community where work and family lines are blurred and the mayor and CEO are both involved in, say the school board, or a service or sporting club, their relationship will be different to counterparts from large metropolitan councils where the CEO can be involved in community service but has a much greater choice of organisations to choose from which don't include the mayor or councillors.

Roles and relationships

In the arena in which tensions can be played out, much of the literature on political management suggests that the roles of leader of the council and leader of the council organisation are reciprocating or complementary. There are normative models (Mouritzen and Svava, 2002) or 'images' (Aberbach, Putnam and Rockman, 1981) of the relationship affirming a complementary relationship. This has been supported in recent research generated from the US which suggests that role sharing rather than clear role delineation enhances policy making at local level (Demir & Reddick, 2012). The dominant question seems to be about how much each party can overlap the other party's domain. The ideal appears to be a cosmopolitan relationship where roles overlap in a synergistic way providing effective leadership to the council without apparent conflict between the two leaders. This is the 'sweet spot' of local government leadership when coordination and effort come together to generate productive council performance. CEOs recount these times but also bemoan that such times are rare. Without appropriate structures, roles and relationships can be chaotic. A good example is when the council's emergency plan is implemented as a natural disaster threatens the community. Mayors and CEOs will often recount how they worked together as a team in a pressure cooker environment to save their community from the threat. Good plans and systems

in this context allow all parties to take action and make an important contribution, both individually and as a team.

In relation to defining the roles that Mayors and CEOs have to play, some of the literature focuses on the issue of choice that individuals may exercise. The goal of making such choices, however, is often assumed to be to minimise the overlap and duplication between administrators and politicians. Aberbach *et al* (1981) develop the notion of 'images' of the policy-making relationship between bureaucrats and politicians. They describe the first image as *policy/administration* where politicians make policy and civil servants administer. This is the classical bureaucratic view now well recognised as a fundamentalist view for introducing neophytes into the workings of modern government, and this goal of role separation also underpins most local government legislation across Australian states and territories. However, the relationship between these roles is typically much more complicated than covered in the local government Acts, involving an inevitable intersection of the roles. Svava argues against the simple interpretation of clear role delineation, which he argues 'weakens the legitimacy of city managers as comprehensive leaders' (Svava, 1998: 51).

The second image is what Aberbach *et al* (1981) call *facts/values*, which suggests that both politicians and bureaucrats make policy but in different ways: 'Civil servants bring neutral expertise and facts to the enterprise; politicians bring political sensitivity and political interest and values' (Ingraham, 2003: 103). In local government, this process is played out via the preparation of 'politically neutral' reports by the CEO and staff to council for their consideration. This consideration will examine the reports from particular value positions or perspectives before making final decisions.

The third image of *energy/equilibrium* is where 'both politicians and bureaucrats make policy and are concerned with politics but on different levels ... politicians provide a broader, more partisan view, while bureaucrats represent ... narrower program or clientele interests' (Ingraham, 2003: 103). Baddeley and James (1987) recognise this aspect of working in local government in their classic article on political skills for managers. They argue that both politicians and managers are called upon to exercise political judgement. Wise decisions are made when decision makers are politically aware of the issues at hand and show integrity in their actions.

In the fourth image, the *pure/hybrid*, 'the line between policy making and administration essentially vanishes, producing a seamless partnership between the elected and appointed representatives of the citizenry' (Ingraham, 2003: 103). To Aberbach *et al* this was the ideal type: 'In a well-ordered polity, politicians and bureaucrats each do what they are best able to do: politician's articulate society's dreams, and bureaucrats help bring them gingerly back to earth' (1981: 262).

Mouritzen and Svava (2002) have also built on the work of Aberbach, Putnam and Rockman with their analysis of the findings of an international study of CEOs in western local government, undertaken in cooperation with the Association of European Local Government Chief Executives (Union des Dirigeants Territoriaux de L'Europe or UDITE), the International City Managers

Association in the US and the (then) Institute of Municipal Management in Australia². They frame four models of political administrative relations. The first is *separate roles* with clear subordination of administrators to politicians and separate roles and norms. This fits with the Aberbach *et al* first image of policy/administration separation. The second model identified by Mouritzen and Svava is the *autonomous administrator* where there is equal or greater influence for administrators and separation of politicians from the administrative role. Under current employment practice of CEOs employed on fixed term contracts it is rare that such a relationship will be found in Australian local government.

The third model from Mouritzen and Svava is the *responsive administrator* where subordination of administrators to politicians and dominance of political norms over administrative norms prevails. Apposite to the employment arrangement of CEOs in Australian local government, this is a more common political management relationship where CEOs have an eye to their contract renewal or possible move to another council.

The fourth model in the Mouritzen and Svava schema is that of *overlapping roles* where there is reciprocal influence between elected officials and administrators and shared leadership roles as in the *pure/hybrid* image of the political management relationship offered by Aberbach *et al*. This model resonates with the work of Demir and Reddick who argue that the council's expectations and the city manager's role conception significantly influence the city manager's involvement in policy making, while the context of policy making, the city manager's support, and the council's access to resources affect elected officials' involvement in administration. Complementarity appears to be a more appropriate conceptualisation than dichotomy in understanding political-administrative relations (Demir and Reddick, 2012).

The Mouritzen and Svava research and resulting models of political administrative relations provide a framework to assess the respective roles and relationships in a council. Importantly they provide footholds for both parties as they attempt to scale the leadership challenges in local government. The legislative reality is that both roles are tethered and if one should slip the other is there to support them. This system is designed this way and aims to be a built-in safety measure for effective local governance. When both parties recognise their respective roles in this way they have enormous potential to negotiate effective change in their community (Ostrom, 1990).

In their more recent writings Aberbach and Rockman (2006: 979-980) reflect on their learnings from two decades of research into political-administrative relations. Analysing the social background of US administrators they found that administrators 'were significantly better educated than those drawn from the public.' This was not unexpected given the selection process to become a senior bureaucrat in the US government (and in Australia as well). They also concluded that 'bureaucrats and politicians did live in distinctive worlds. And these differences very much reflected the different demands of each role' (Aberbach and Rockman, 2006: 980). Their conclusion about the politics in each role is worth quoting at length:

² The book which reports the results of this research, *Leadership at the Apex: Politicians and Administrators in Western Local Government*, is an excellent text for any student of local government who wishes to explore the dimensions of political management leadership in local government.

we noted that each actor lived in a world of politics and was cognizant of that world. If both were political, the main difference was in the political game they had to play. Politicians dealt with the politics of parties, mass publics, and broad ideas; bureaucrats dealt with the politics of balancing interest groups, negotiating with interests, advising ministers, and so on. The differences, on the whole, had little to do with whether or not politics, per se, was involved and more to do with the kind of politics with which each actor was involved.

Clearly both politicians and bureaucrats have to manage the exercise of power in their respective domains. It is when they operate in the other party's domain that the political management relationship becomes strained and is subject to breaking down. How they negotiate their respective roles and manage the overlap is part of the art and craft of leadership and we argue that it is difficult to prescribe this in legislation, rules and guidelines.

The images outlined above can be seen as a development from more basic to more sophisticated working relationships between elected and appointed officials. The baseline relationship has initially defined basic roles identified in the respective local government Acts of the Australian states and territories. However, as with any professional relationship (nurse/doctor, solicitor/barrister), as the individuals assert themselves and test the relationship their efforts gather pace in a virtuous circle of accomplishment that affirms their reciprocal roles. Of course parties can also develop a vicious circle of blame and counter blame leading to a failure of leadership and performance. Leadership is a function of the characteristics of the individuals and the commitment and collective effort of both parties to work together and one can never claim to be completely exonerated if they are one half of a leadership failure in local government.

Few of the papers that we examined discussed the concept of resolving role uncertainty between Mayors and CEOs by merging the two roles. However, we are aware of current discussions in some UK councils that are examining the possibility of merging the roles, referred to by Stevens as 'doppelspitze' or dual leadership. The term refers to the former system in several German lander (states), prior to introducing elected mayors in the 1990s, 'when it became apparent that an elected politician didn't need to share power and prominence with a costly salaried chief executive' (Stevens, 2011). Although very much at early discussion stage, the idea reflects practices that have been used in some Japanese local governments since the end of World War II. As elected city chiefs, Japanese Mayors can act as both political leader and head of the administration and are required to appoint one or more Vice Mayors, who can either come from within the local civil service or be seconded from a central government ministry on request by the Mayor. These approaches may be worthy of examination should they develop into wider practice.

What was clear from the literature review, and underlined by Verheul and Schaap, is that there is a call for stronger leadership at the same time as leadership has been restricted in scope politically. They argue that 'people want leaders who contribute to the formation of a community's identity, who have a clear vision and who give direction' (Verheul and Schaap, 2010: 451). They claim that 'connective' leadership is important to enable leaders to keep their communities together in an ever more complex environment. This research also concluded that these issues were significant irrespective of the structures involved in selecting the mayor. In other words, the requirements of leadership did not differ between directly elected mayors and centrally appointed mayors especially in terms of handling key community/organisational dilemmas. This appears to be a recurrent theme in the literature, that

structure is far less important in role creation, than the ability to develop working relationships and inherent leadership quality.

Facilitative and authoritative leaders

Svara has been researching the role of the Mayor in US local government for the last two decades. He challenges the conventional wisdom that strong Mayors with enhanced formal powers and political independence are in the best position to provide effective leadership. He notes that ‘persons selected to the top elected office in their cities bring a number of personal characteristics to the position that interact with the formal features of the office’ (2009: 4). He argues that this is expressed through particular leadership styles: authoritative vs facilitative. The authoritative leader leans on formal power and government structure while the facilitative leader is collaborative and focused on the accomplishment of common goals.

Svara recognises that the facilitative leadership style is well known in the management literature. He refers, for example, to Collins’ ‘Type 5’ leaders who ‘combine selflessness and focus on making the right decisions that will advance central goals’ (Svara, 2009: 11). He further identifies facilitative leaders in top elected positions in local government by ‘their attitude to other officials, kinds of interactions fostered, and, their approach to goal setting’ (2009: 11). These are manifested in a number of particular characteristics which are listed in Table 1.

Table 1: Characteristics of the Facilitative Leader in Local Government (Svara, 2009: 12)

Attitude toward other officials:
<ul style="list-style-type: none"> • The leader does not attempt to control or diminish the contributions of other officials.
<ul style="list-style-type: none"> • The leader empowers others by drawing out their contributions and helping them accomplish their goals.
<ul style="list-style-type: none"> • The leader values and maintains mutual respect and trust.
Kind of interactions fostered:
<ul style="list-style-type: none"> • The leader promotes open and honest communication among officials.
<ul style="list-style-type: none"> • The leader seeks to manage conflict and resolve differences in a way that advances the mutual interests of all officials.
<ul style="list-style-type: none"> • The leader is willing to share leadership and form partnerships.
<ul style="list-style-type: none"> • The leader fosters understanding of distinct roles and coordinated effort among officials.
Approach to goal setting:
<ul style="list-style-type: none"> • The leader fosters the creation of a shared vision incorporating his or her own goals and the goals of others.
<ul style="list-style-type: none"> • The leader promotes commitment to the shared vision.
<ul style="list-style-type: none"> • The leader focuses the attention and efforts of officials on accomplishing the shared vision.

Svara concludes that facilitative leaders are more likely to be successful and effective *regardless of the structure in which they work*. The two types of council structures that he identifies are the City Manager or Executive Mayor model where the Mayor is elected at large; and the City Leader model where the Mayor is elected by council, that is, by peers. Svara’s broad framework may be outlined in a 2x2 matrix (Figure 1), mapping the organisational arrangements for the election of Mayors against preferred leadership styles. This provides one starting basis for analysis of the question of Mayor-CEO relationships.

Figure 1: Leadership Styles and Types



Svara argues that modern leadership styles tend to favour the facilitative approach; demographic changes, financial stress and increased diversity in local government all point leadership towards the facilitative model. Indeed, Svara concludes that strong Mayors of the authoritative kind are generally being replaced by collaborative, visionary leaders of the facilitative type which is more appropriate to contemporary arrangements in local government. He notes (1994: 32) that ‘the facilitative approach fits the norms and distribution of resources in [City Leader] cities, and it is an option in [Executive Mayor] cities’.

In this discussion paper we recognise that there are different styles of leadership evident in the Australian situation but note that robust mechanisms for making comparative assessments of leadership style are difficult to find. The challenge we have as researchers is to find ways of measuring leadership styles to see whether particular styles might yield better performance in certain circumstances. Svara (1994, 1998, 2009), Mouritzen and Svara (2002) attempted this by examining the narrative around local government leaders in US local government, namely Mayors from the two different types of council structures as noted above: Executive Mayor and City Leader

models. Svava interviewed council members and other senior managers who were able to report on their observations of the working relationship between Mayors and CEOs.

In this paper we have had to modify this approach through our observations of Mayors and CEOs, interviews with these people and through their participation in workshops on the political management relationship in Australian local government³.

In re-examining models of mayoral leadership Svava (2009: 4) underlined the connection between the leadership style of the Mayor and their sense of vision. He added that

other personal factors are as important as well, such as the mayor's ability to communicate in a variety of settings and the mayor's level of energy and commitment ... we will assume mayors who are effective in the other two areas – style and vision – are also capable of getting their message across and devote sufficient energy to the position. ... Style and vision differ in how they are impacted by structural features. Mayors can be highly visionary even if they lack formal powers, just as formally strong mayors can lack vision.

An important question we now turn to is the structuring of the working relationship within councils and over time as the relationship develops.

Australian public sector managers

There has been little Australian research on the characteristics of senior public service managers especially as they relate to style and vision. One exception is Michael Pusey's study of senior government officials in Canberra in the 1980s⁴.

In his role as government adviser, Pusey developed an appreciation of the nature of the bureaucracy responsible for the formulation and implementation of the reforms instituted by successive Hawke Labor Governments. He reports on the findings from his semi-structured interviews with 215 Senior Executive Service (SES) officers, which represented approximately half of all SES officers. When he begins his description of these people he also refers to the findings of Aberbach *et al* (1981) who documented the nature of the senior administrative class in the US government and six other western governments in the late 1960s, early 1970s. Pusey cautions the reader 'that the total experiential and educational baggage of the individuals who work in this "social location" [for our purposes the top Canberra bureaucracy] is the product of a continuing process of socialisation' (1990: 45). The interest created by Pusey's research was his proposition that the SES had selected individuals whose values closely aligned with the developing neo-liberal agenda and associated managerialism reflected in what was to become known as the New Public Management. Elsewhere this is described as homosocial reproduction, the tendency to 'clone' those qualities which dominate power positions (Kanter, 1977).

While we know of no similar type of study of senior managers in Australian local government there has been research on the complementary nature of leadership styles between Mayors and CEOs. Martin

³ Conducted by Baddeley and Martin for local government associations and Local Government Managers Australia state and territory organisations over a three-year period from 2008-10. This involved several hundred people from local government including both elected members and appointed officials.

⁴ Pusey's book *Economic Rationalism in Canberra: A Nation-Building State Changes its Mind* (1991) was ranked by the Australian Sociological Association as one of the ten most influential books in 40 years of Australian Sociology.

and Simonds (2002: 73) found that Mayors and CEO pairs 'are more likely to perceive an effective working relationship when they have different but complementary managerial styles'. In this research, Mayor-CEO pairs were asked to assess the effectiveness of their relationship using metaphors such as 'ours is a recipe for disaster', 'We see eye to eye' and 'we work like clockwork'. Martin and Simonds related these responses to Quinn's Management Skills Assessment Instrument which contrasts flexibility versus stability with an internal versus external focus giving four styles: clan (facilitator and mentor); adhocracy (innovator and visionary); hierarchy (monitor and coordinator); and, market (competitor and producer). They concluded that for the CEO wanting to establish an effective working relationship with their new Mayor there are implications for the way in which they structure the working relationship with the Mayor. Knowing their leadership style and engaging the Mayor in a discussion about the way in which they prefer to lead would be an important first step in getting off to a good start in their working relationship.

Martin and Simonds' (2002) research is helpful in our consideration of how best to manage the relationship between the two key leaders in a local government council. It is one of the few studies that incorporate a behavioural component into this analysis. However, we have not incorporated a behavioural component in the research reported on in this paper, rather we acknowledge this earlier work given Martin was involved in the earlier study.

Our literature review confirms that the roles of politician and administrator are different yet complementary. The challenge for individuals in local government is to recognise both their primary role and the role of the other party if they are to negotiate an effective working relationship. Svava's extensive research confirms that the characteristics of the individuals involved are the turning point on which they both succeed. Having a vision and being prepared to facilitate toward this outcome is what primarily defines effective leadership. If leadership styles are similar or complimentary we suggest that this enables leaders to more effectively negotiate their working relationship.

Our observation of Mayor-CEO pairs supports the proposition that successful CEOs introducing new Mayors to the leadership role of council respect their unique individual characteristics. CEOs may be unsure about the new mayor's understanding of the structural requirements of their role and it is here where they can focus attention after the election of a new council. Notwithstanding that many individuals elected to be Mayor would be aware of these process issues reviewing these roles with the whole council as part of a wider orientation program is now common place.

Research Method

We employed a multifaceted method of enquiry combining the experience of the two authors, who have worked for local government over the last thirty years as officials, consultants and researchers, as well as several deliberate approaches as part of our research focus. The deliberate approaches began with a literature review and a review of local government legislation across several Australian states to identify basic provisions governing the Mayor-CEO relationship. Our approach also included a survey of participants on the inaugural Executive Local Government Leadership Program run by ACELG and ANZSOG in 2011, and observations and recorded videos from a series of workshops conducted by Martin on the political management relationship.

Review of local government legislation

An important consideration in our research was how the legislation under which local government operated across Australian states influenced the political management relationship and, if so, in what way. Considerable attention in these acts is given to the election and replacement of the Mayor (should they leave office for whatever reason) but there is no clear pattern evident across the states and territories.

In all the capital city (central city) councils, legislation requires that the Mayor be elected 'at large' (directly by the voters). The same applies to all Mayors in Queensland and Tasmania, the City of Geelong and 'municipal' councils in the Northern Territory. Elsewhere the Mayor can be elected either by the councillors from among their numbers or at large. In NSW direct election must be approved by the voters through a constitutional referendum.

Again, from Appendix 1, no clear pattern emerges in relation to the discharge of responsibilities by the Mayor. Typically the Mayor is limited to liaising with the CEO on behalf of other councillors and providing advice and/or strategic direction to the CEO in accordance with the council's policies (consistent with Mouritzen's autonomous administrator role differentiation). In Queensland, Mayors may give direction to the CEO and propose the adoption of the budget. There are specific arrangements for the City of Brisbane (where the Lord Mayor may direct the CEO and senior contract employees and prepares the budget) and the City of Sydney (where the Lord Mayor may direct the CEO, under delegated authority) – arrangements which mirror Mouritzen and Svara's 'separate roles' model.⁵

In other jurisdictions, there are different arrangements. For example, in South Australia Mayors, *if requested*, provide advice to the CEO on the implementation of council decisions; in Tasmania and Western Australia Mayors liaise with the General Manager on activities of the council and its performance. These are all variations on Mouritzen and Svara's separate policy/administration roles.

There are also variations between jurisdictions in the terms of office of Mayors. For example in 'shire' councils in the Northern Territory the council President is elected by the councillors for a period of four years, and the Deputy President is similarly elected every two years. In Tasmania the Mayor and Deputy Mayor are directly elected for a two-year term (and half the councillors similarly stand for

⁵ The Queensland State government is currently formulating legislation to increase the powers of all mayors, apparently drawing on the Brisbane model.

election every two years). In Western Australia the Mayor can either be elected by the council for a two-year term or be directly elected for a period of four years. In NSW and Victoria most Mayors are elected by the councillors and face re-election every year or, in a small number of cases, every two years. If directly elected in NSW the term of office is four years. One of the issues that has emerged within jurisdictions which have short terms for Mayors is that relationship building becomes more difficult, especially in relation to managing decisions at a strategic level.

The review of the research literature for this paper (Svara, 1998; Svara, 2009) indicated that the method of election of the Mayor (either by popular vote at a general election by a vote of the council) wasn't a significant factor in the effectiveness of Mayors as perceived by fellow councillors and senior local government managers in the respective councils. However it is noted that based on recent interviews conducted for a related piece of ACELG research on the emerging role of Mayors, there is a body of opinion that a Mayor elected by a popular vote has a stronger role in relationship to the CEO than if elected by the council. These views, as well as the question of whether there is a link between changes to the electoral method and the stronger role for Mayors in the local government legislation in some jurisdictions (in particular Queensland as outlined above) needs to be further explored. What is clear from the review of the legislation, however, is the appointment of the CEO, their conditions of appointment and performance assessment are determined by the council as a whole.

A survey of local government leaders

At the inaugural Executive Local Government Leadership Program, Martin administered a questionnaire to participants (primarily CEOs, senior managers and several elected councillors). The purpose of the questionnaire was to ascertain whether the selection of the CEO and their performance review process was different under councils where the Mayor is elected at large compared with election by peers. We also asked about delegations given to elected councillors, decisions about who speaks to the media and on what issue, what roles Mayors, councillors, CEO and senior management team play in identifying key strategic issues and in determining strategies to address them.

This survey confirmed that consistent with the relevant local government legislation, regardless of whether the Mayor is elected at large or by their peers, the selection and review of the CEO involves the whole council, notwithstanding the typical use of a select sub-committee to prepare the final report and recommendations for council.

Political management workshops

Over the last three years Martin and Baddeley (2008) have, through a series of workshops sponsored by the LGMA and state local government associations, focussed on understanding and developing strategies to improve the political management relationship in Australian local government. Typically marketed as 'Negotiating the Overlap: Political Management in Australian Local Government' these workshops centre on video interviews of Mayors and CEO discussing the nature of their working relationship, covering a period of more than 30 years. More recently, Martin has also videoed interviews with Australian Mayors and CEOs on the same theme. Seeing and hearing two people discuss their working relationship is a very powerful way of showing others how they might negotiate their respective roles.

Baddeley's early work, reflected in his classic paper with Kim James, 'Owl, Fox, Donkey, Sheep: Political Skills for Managers' (1987) resonates with senior managers and councillors. In their paper Baddeley and James frame these four styles in terms of an individual's political awareness (about the exercise of power) and the degree of integrity shown in their response to the inevitable surprises entailed in being a councillor or senior manager in local government.. The model certainly creates discussion about how best to improve understanding or the political issues in local public policy.

Through a highly interactive workshop process local government councillors and senior managers were able to explore their behavioural responses around these four ideal types: the inept donkey; the innocent sheep; the clever fox; and, the wise owl. These workshops revealed that the skilled leader is one who recognises what role they are playing and adjusts their behaviour accordingly. Having a useful cognitive framework and being able to change roles to adapt to the context and outcome is a very powerful negotiating strategy that enables leaders to facilitate better outcomes.

Through a series of role plays, constructed from cases and from their own stories, participants in these workshops were able to explore the communication and behaviour surrounding each role and were afforded the opportunity to play a different role – even to be inept or innocent as they recognised that in some (rare) circumstances these might be the most appropriate political responses.

These workshops afforded Martin the opportunity to observe how easily local government leaders were able to change roles to suit the outcomes they were trying to achieve as predicted by the Baddeley and James framework. The question seems to turn on the question that in the heat of the local government negotiation, do they have the presence of mind to realise they have choices about the way in which they respond, given the desired outcome, and to change their approach? We argue that such consciousness raising is a powerful ally of local government leaders and considerations about process should always be part of any discussions on strategic negotiations in local government.

Summary of Findings

The success of the political management relationship at the top of a local government organisation – council and administration – is central to the ongoing effectiveness of this level of government. If the two people filling these roles cannot work together there will be change, and from our observations, the CEO is usually the one to leave the council. The cost to the council (and, ultimately, the community) of any impasse is high. Typically, the council staff becomes more concerned with their job in the council, are much more risk averse and can take their focus away from innovation and development in favour of focusing on ongoing work and the internal machinations of the council organisation. Recruiting and appointing a new CEO is also costly in time and money (estimated by the HR profession of at least the salary of the position being replaced). In addition the council's overall credibility and reputation can suffer as the community come to learn about the sagas that surround the CEO leaving. So every effort needs to be made to ensure the right person is recruited to the CEO position in the first instance, and also to ensure the parties get off to a good start, are able to maintain good working relations, and can focus on the tasks at hand while keeping an eye on how they work together. We also add that it is important to celebrate successes. What has emerged from our research is that these mechanisms for enhancing Mayor-CEO relationships are highly consistent with the eight steps for successful large-scale change, identified by Kotter and Cohen (2002:7). It is regarding these processes that we provide advice drawn from both formal data and experience of the researchers.

We outline below the processes at work in councils that establish and manage effective working relationships between the Mayor and CEO. They are well supported by a set of corporate governance structures, procedures and processes. Candidates for the position of CEO are well aware of these, as are most people elected to council. But one cannot assume that this is always the case and an induction process for all councillors, the CEO and senior managers should be a matter of course, if only to confirm what they assume is in fact 'the way the council works around here'. How often have we seen in state government reports on councils that have become unworkable because basic structures of information and sharing and reporting were not established or used appropriately? It is a cornerstone of our system of democratic government that we work by a set of rules that those running for, and seeking employment in, local government sign up to. Councillors and officers will all benefit from periodic discussions about procedural matters, especially when they are facing issues that require them to follow such procedures as they move to resolution.

Recruiting the right person

Recruiting the right person is regarded in the management literature as one of the most important decisions a board of management or council, in our case, can make (Fombrun *et al*, 1984; Mello, 2011). The question should always be, 'are we giving enough attention to this task?' and 'do we have a valid process that will give us the best person available for the position of CEO?' In order to do this the council, with the help from the senior management team and possibly third party consultants practised in this process, needs to review the requirements for the position such that the person requirements match the position description. Is this a rapidly growing urban community with high demand for housing and infrastructure development? Or is it, for example, a coastal council with fluctuating demand for services over the year? Going through this process of thinking about just what type of person a council requires is an important strategic process. This is part of the role of the elected councillors. Notwithstanding the style of facilitative leadership we highlighted earlier in this working

paper, regardless of council type, there will be technical expertise and work experience which are important in the person leading the council organisation.

While a council will typically establish a selection committee from its ranks, led by the Mayor, it is important that the vision the council has for its community is on display. The Mayor shows leadership by ensuring that this vision is reflected in the material prepared to advertise the position and used to recruit candidates. Chairing the selection committee is also a key role for the Mayor as he or she will have to report back to the whole council seeking its endorsement of the candidate recommended for the position.

Getting off to a good start

Most CEO appointments will have a settling in period. In fact some councils formally recognise this and agree a probationary period during which the incumbent is provided feedback on their performance, usually at times set out well in advance at the time of their commencement. This is the opportunity for both parties, the Mayor (and possibly some other councillors from the selection committee) and the CEO to discuss their performance including the CEO's working relationship with the Mayor. Having other councillors present for this discussion will make it easier for both the Mayor and the CEO. By involving others from the council there is greater opportunity for reflection of any issues and wider consideration of how they could be addressed.

We mentioned above the need to celebrate successes in local government – no more so, we would argue, than at the outset. There are often reasons to criticise the council organisation and the council for work not done, but in these early stages of the working relationship it is important to acknowledge and celebrate successes or to deliberately structure 'short-term wins' (see, for example, Kotter and Cohen, 2002) or, what is commonly termed, 'harvesting low-hanging fruit'.

Maintaining good working relationships

Our observations of effective Mayors and CEOs include the way in which they use the services of the council organisation to plan and manage their work. Both are typically busy roles and appropriate delegation is a defining characteristic of a leader, political or administrative.

In large councils it is commonplace for councillors to take on particular roles with a portfolio or chairing a committee, or simply developing a watching brief on an issue of interest to the council. This mirrors what occurs within the council organisation. A senior manager, for example, may assume operational management over a major project, such as a main street upgrade or building a new asset such as a pool or a community hall. These are projects delineated by time and space requiring cooperation from across the organisation's divisional structure, which allows the responsible officer to grow in their role by taking the appropriate leadership to implement and complete such projects. While the roles delegated to fellow councillors are typically about functions of council (for example the finance portfolio or the planning portfolio), a strategy which reflects the reason most councillors run for office, to have a say and contribute to their local community

Providing that the system of delegation and reporting back are adhered to, progressive councils can aim to include councillors through program and project oversight, giving a stronger sense of common purpose. As we have highlighted earlier in this paper it is through effective facilitation that the Mayor and CEO will be seen to be successful leaders.

Focussed on the task with an eye on the relationship

In the preceding section we have discussed how the Mayor and CEO can delegate roles and responsibilities to fellow councillors and to senior managers. The evidence from the management literature is overwhelming that teams focussed on tasks, with role and relationships defined and agreed, are both effective and successful in their endeavours (Heifetz, 1994; Katzenbach, 1996; Quinn, 2004). Strategic and corporate planning are now commonplace in Australian local government and serve to give direction to the council organisation and to inform the community concerning what council aims to do for them and when. The evidence from those councils who are sacked by state governments is that they have generally not been clear and open about the task at hand.

Conclusions

What is clear from our research is that structure is but one influence on the relationship between Mayors and CEOs. The roles as defined by state and territory local government acts do not currently provide sufficient guidance as to how the relationship should be defined and developed, especially if they point councils towards firm delineation between the roles. Nor does the manner in which Mayors are elected have a significant impact on the relationship. Ultimately it seems to be more about how the participants in the relationship recognise the need for collaborative engagement and structure the relationship around what works for both.

It is also clear that Mayors and CEOs working together with their councillors and senior management team can have a positive and long lasting impact on the community they serve. For some it will be counterintuitive that strong leadership comes via the articulation of a vision and facilitation, or delegation as we have also referred to in this paper. However, our observations are that councils are well aware of the importance of due process in matters relating to the appointment and review of their CEO and that this represents good governance practice.

Svara's characteristics of the effective leader include comments that facilitative leaders demonstrate strong performance in relation to three areas of their activities: 'attitude to other officials, kinds of interactions fostered, and, their approach to goal setting'. Of course these have to be negotiated and to do this there needs to be consciousness raising at the start of every new council or appointment of a new CEO. Effective local government leaders, both elected and appointed, need to be cognizant of this process, and initiate and engage in appropriate discussions to this end.

Leadership at the top of our local governments is – as Mayors and CEOs have respectively told us – both an honour and a challenge. Those that are effective very quickly focus on the challenge and share the honour with others so that together they achieve their goals for the communities they represent. Having a sense of purpose, a clear and well-articulated vision, which is engaged via a facilitative leadership style, and roles well defined and negotiated will ensure local governments are at their very best in serving the communities they represent.

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APPENDIX 1: Overview of state and territory legislation relevant to Mayor/CEO relationship

(at August 2012)

ELECTION OF MAYOR/APPOINTMENT OF CEO

	Mayors	General Managers / CEOs
VIC	Councillors elect a Mayor each year, but the Council may resolve to elect a Mayor for a term of 2 years.	A council must appoint a person to be its CEO and may only appoint a person after it has invited applications for the position.
<i>Melbourne and Geelong</i>	The Mayor is elected at large for the term of the Council. In the case of Melbourne, the Mayor and Deputy are both elected at large on a combined ticket.	Victorian Local Government Act provisions apply (see above).
NSW	Elected by councillors or electors. It may be decided at a constitutional referendum that the mayor be elected by the electors.	A council appoints its general manager. The person must not be a body corporate.
<i>Sydney</i>	The Lord Mayor of Sydney is elected by the electors A person who is a candidate for election as the Lord Mayor of Sydney must also be a candidate for election as a councillor of the City of Sydney at the same time.	NSW Local Government Act provisions apply (see above).
QLD	The Mayor is elected at large for the term of the council.	A local government must appoint a qualified person to be its chief executive officer. A written contract of employment is signed.
<i>Brisbane</i>	The Mayor is elected at large for the term of the Council, which is a four year term.	The council must appoint a qualified person to be its chief executive officer.
SA	The principal member is elected by councillors or by electors. The Council may decide the way the Mayor or Chairperson is elected. The term of the principal member must not exceed four years.	The council makes the appointment to the office of chief executive officer.
<i>Adelaide</i>	The Mayor is elected at large for the term of the Council and cannot hold office for more than two terms.	South Australian Local Government Act provisions apply (see above).
WA	Elected by councillors for the two-year term or by electors for a period of four years. The electors of an area can decide to change how the mayor is appointed.	A council employs the CEO and other persons as the council believes are necessary to enable the functions of the local government and the functions of the council to be performed.
<i>Perth</i>	The Mayor is elected at large for a four year term.	Western Australian Local Government Act provisions apply.
TAS	The Mayor and Deputy Mayor are elected at large every two years. If there is no nomination for the office of Mayor or Deputy Mayor, the councillors elect one of their number to the office.	A council is to appoint a general manager for a term not exceeding 5 years on terms and conditions it considers appropriate.
NT	The Mayor of a municipal council is elected at large for the term of the Council. The President of a shire council is elected by the councillors. A shire council may, by special resolution, change the basis of filling the office.	Appointments to the office of CEO are to be made, as occasion requires, by the council in accordance with the relevant Ministerial guidelines.

LEADERSHIP AND DECISION MAKING ROLES

	Mayors	General Managers/CEOs
VIC	<p>(1) The Mayor of a Council takes precedence at all municipal proceedings within the municipal district</p> <p>(2) The Mayor must take the chair at all meetings of the Council at which he or she is present</p> <p>(3) If there is a vacancy in the office of Mayor or the Mayor is absent, incapable of acting or refusing to act, the Council must appoint one of the Councillors to be the acting Mayor</p> <p>(4) An acting Mayor may perform any function or exercise any power conferred on the Mayor</p>	<p>A Council's Chief Executive Officer is responsible for:</p> <p>(a) establishing and maintaining an appropriate organisational structure for the Council;</p> <p>(b) ensuring that the decisions of the Council are implemented without undue delay; and</p> <p>(c) the day to day management of the Council's operations in accordance with the Council Plan;</p> <p>(d) developing, adopting and disseminating a code of conduct for Council staff;</p> <p>(d) providing timely advice to the Council; and</p> <p>(e) carrying out the Council's responsibilities as a deemed employer with respect to Councillors, as deemed workers, which arise under or with respect to the Accident Compensation Act 1985 or the Accident Compensation (WorkCover Insurance) Act 1993.</p>
<i>Melbourne</i>	<p>(1) The Lord Mayor takes precedence at all municipal proceedings within the City of Melbourne</p> <p>(2) The Lord Mayor must chair all meetings of the Council at which he or she is present</p> <p>The Council may delegate to the Lord Mayor a power, duty or function of the Council specified in the instrument relating to—</p> <p>(a) the appointment of Councillors to chair committees;</p> <p>(b) the appointment of Councillors to represent the Council on external organisations, committees and working parties;</p> <p>(c) travelling arrangements relating to Councillors;</p> <p>(d) expenses incurred by Councillors in the course of their duties.</p>	Victorian Local Government provisions apply (see above)
NSW	<p>The role of the mayor is:</p> <ul style="list-style-type: none"> • to exercise, in cases of necessity, the policy-making functions of the governing body of the council between meetings of the council • to exercise such other functions of the council as the council determines • to preside at meetings of the council • to carry out the civic and ceremonial functions of the mayoral office. 	<p>The general manager is generally responsible for the efficient and effective operation of the council's organisation and for ensuring the implementation, without undue delay, of decisions of the council. The general manager has the following particular functions:</p> <ul style="list-style-type: none"> • to assist the council in connection with the development and implementation of the community strategic plan and the council's resourcing strategy, delivery program and operational plan and the preparation of its annual report and state of the environment report • the day-to-day management of the council • to exercise such of the functions of the council as are delegated by the council to the general manager • to appoint staff in accordance with an organisation structure and resources approved by the council • to direct and dismiss staff • to implement the council's equal employment opportunity management plan. <p>The general manager has such other functions as may be conferred or imposed on the general manager by or under this or any other Act.</p> <p>A member of staff of a council is not subject to direction by the council or by a councillor as to the content of any advice or recommendation made by the member. This does not prevent the council or the mayor from directing the general manager to provide advice or a recommendation.</p>
<i>Sydney</i>	<p>The Lord Mayor of Sydney shall be the Chairperson of the Planning Committee.</p> <p>The Lord Mayor of Sydney may appoint a councillor of the</p>	NSW Local Government Act provisions apply (see above)

	<p>City of Sydney who is not an elected member, or the general manager of the City Council, to be the alternate member for the Lord Mayor.</p> <p>Currently, the Council has delegated substantial additional powers to the Lord Mayor, including giving direction to the CEO</p>	
<i>QLD</i>	<p>The mayor has the following responsibilities in addition to those of other councillors—</p> <ul style="list-style-type: none"> (a) leading and managing meetings of the local government at which the mayor is the chairperson, including managing the conduct of the participants at the meetings; (b) proposing the adoption of the local government's budget; (c) liaising with the chief executive officer on behalf of the other councillors; (d) leading, managing, and providing strategic direction to, the chief executive officer in order to achieve the high quality administration of the local government; (e) directing the chief executive officer, in accordance with the local government's policies; (f) conducting a performance appraisal of the chief executive officer, at least annually, in the way that is decided by the local government (including as a member of a committee, for example); (g) ensuring that the local government promptly provides the Minister with the information about the local government area, or the local government, that is requested by the Minister; (h) being a member of each standing committee of the local government; (i) representing the local government at ceremonial or civic functions. <p>Giving directions to local government staff</p> <ul style="list-style-type: none"> (1) The mayor may give a direction to the chief executive officer. (2) However, no other councillor may give a direction to the chief executive officer. (3) No councillor, including the mayor, may give a direction to any other local government employee. <p>Delegation of mayor's powers</p> <ul style="list-style-type: none"> (1) A mayor may delegate the mayor's powers to another councillor of the local government. (2) However, the mayor must not delegate the power to give directions to the CEO. 	<p>The CEO must provide sound and impartial advice to the local government and has the following extra responsibilities—</p> <ul style="list-style-type: none"> (a) managing the local government in a way that promotes— <ul style="list-style-type: none"> (i) the effective, efficient and economical management of public resources; and (ii) excellence in service delivery; and (iii) continual improvement; (b) managing the other local government employees through management practices that— <ul style="list-style-type: none"> (i) promote equal employment opportunities; and (ii) are responsive to the local government's policies and priorities; (c) establishing and implementing goals and practices in accordance with the policies and priorities of the local government; (d) establishing and implementing practices about access and equity to ensure that members of the community have access to— <ul style="list-style-type: none"> (i) local government programs; and (ii) appropriate avenues for reviewing local government decisions; (e) keeping a record, and giving the local government access to a record, of all directions that the mayor gives to the chief executive officer; (f) the safe custody of— <ul style="list-style-type: none"> (i) all records about the proceedings, accounts or transactions of the local government or its committees; and (ii) all documents owned or held by the local government; (g) complying with reasonable requests from councillors— <ul style="list-style-type: none"> (i) for advice to help the councillor make a decision; or (ii) for information, that the local government has access to, relating to the local government.
<i>Brisbane</i>	<p>The mayor has the following responsibilities in addition to those of other councillors—</p> <ul style="list-style-type: none"> (a) implementing the policies adopted by the council; (b) developing and implementing policies, other than policies that conflict with policies adopted by the council; (c) leading and controlling the business of the council; (d) preparing a budget to present to the council; (e) leading, managing, and providing strategic direction to the chief executive officer in order to achieve high quality administration of the council; (f) ensuring that the council promptly provides the Minister with the information about Brisbane, or the council, that is requested by the Minister; (g) arranging representation of the council at ceremonial or civic functions; (h) directing the chief executive officer and senior contract 	<p>The CEO must provide sound and impartial advice to the council and has the following extra responsibilities—</p> <ul style="list-style-type: none"> (a) managing the council in a way that promotes— <ul style="list-style-type: none"> (i) the effective, efficient and economical management of public resources; and (ii) excellence in service delivery; and (iii) continual improvement; (b) managing the other council employees through management practices that— <ul style="list-style-type: none"> (i) promote equal employment opportunities; and (ii) are responsive to the council's policies and priorities; (c) establishing and implementing goals and practices in accordance with the policies and priorities of the council; (d) establishing and implementing practices about access and equity to ensure members of the community have access to—

	<p>employees of the council.</p> <p>Mayor as member of standing committees of the council</p> <p>(1) The mayor is a member of all standing committees of the council.</p> <p>(2) The mayor may, at the mayor's discretion, attend, participate in or vote at any meeting of a standing committee of the council.</p> <p>[170] Giving directions to council staff</p> <p>(1) The mayor may give a direction to the chief executive officer or senior contract employees.</p> <p>(2) No councillor, including the mayor, may give a direction to any other council employee.</p>	<p>(i) council programs; and</p> <p>(ii) appropriate avenues for reviewing council decisions;</p> <p>(e) the safe custody of—</p> <p>(i) all records about the proceedings, accounts or transactions of the council or its committees; and</p> <p>(ii) all documents owned or held by the council;</p> <p>(f) complying with particular requests under section 171 from councillors.</p>
SA	<p>The role of the principal member (Mayor or Chairperson) of a council is—</p> <p>(a) to preside at meetings of the council;</p> <p>(b) if requested, to provide advice to the chief executive officer between council meetings on the implementation of a decision of the council;</p> <p>(c) to act as the principal spokesperson of the council;</p> <p>(d) to exercise other functions of the council as the council determines;</p> <p>(e) to carry out the civic and ceremonial duties of the office of principal member.</p>	<p>The functions of the chief executive officer include—</p> <p>(a) to ensure that the policies and lawful decisions of the council are implemented in a timely and efficient manner;</p> <p>(b) to undertake responsibility for the day-to-day operations and affairs of the council;</p> <p>(c) to provide advice and reports to the council on the exercise and performance of its powers and functions under this or any other Act;</p> <p>(d) to co-ordinate proposals for consideration by the council for developing objectives, policies and programs for the area;</p> <p>(e) to provide information to the council to assist the council to assess performance against its strategic management plans;</p> <p>(f) to ensure that timely and accurate information about council policies and programs is regularly provided to the council's community, and to ensure that appropriate and prompt responses are given to specific requests for information made to the council;</p> <p>(g) to ensure that the assets and resources of the council are properly managed and maintained;</p> <p>(h) to ensure that records required under this or another Act are properly kept and maintained;</p> <p>(i) to give effect to the principles of human resource management prescribed by this Act and to apply proper management practices;</p> <p>(j) to exercise, perform or discharge other powers, functions or duties conferred on the chief executive officer by or under this or other Acts, and to perform other functions lawfully directed by the council.</p> <p>The chief executive officer must consult with the council (to a reasonable degree) when determining, or changing to a significant degree—</p> <p>(a) the organisational structure for the staff of the council; or</p> <p>(b) the processes, terms or conditions that are to apply to the appointment of senior executive officers; or</p> <p>(c) the appraisal scheme that is to apply to senior executive officers.</p>
Adelaide	<p>The role of the Lord Mayor is—</p> <p>(a) as the principal elected member of the Council representing the capital city of South Australia—</p> <p>(i) to provide leadership and guidance to the City of Adelaide community;</p> <p>(ii) to participate in the maintenance of inter-governmental relationships at regional, State and national levels;</p> <p>(iii) to carry out civic and ceremonial duties associated with the office of Lord Mayor; and</p> <p>(b) as the principal member of the Council—</p>	<p>The functions of the chief executive officer of the Council include—</p> <p>(a) to ensure that the policies and lawful decisions of the Council are implemented in a timely and efficient manner;</p> <p>(b) to undertake responsibility for the day-to-day operations and affairs of the Council;</p> <p>(c) to provide advice and reports to the Council on the exercise and performance of its powers and functions under this or any other Act;</p> <p>(d) to co-ordinate proposals for consideration by the Council for developing objectives, policies and programs for the area;</p>

	<ul style="list-style-type: none"> (i) to provide leadership and guidance to the Council; (ii) to preside at meetings of the Council; (iii) to advise the chief executive officer on the implementation of decisions of the Council between council meetings (as necessary); (iv) to act as the principal spokesperson of the Council; (v) to exercise other functions of the Council as the Council determines. 	<ul style="list-style-type: none"> (e) to provide information to the Council to assist the Council to assess performance against its strategic, corporate and operational plans; (f) to ensure that timely and accurate information about Council policies and programs is regularly provided to the City of Adelaide community, and to ensure that appropriate and prompt responses are given to specific requests for information made to the Council; (g) to support and advance the role that the City of Adelaide plays as the capital city of South Australia; (h) to ensure that the assets and resources of the Council are properly managed and maintained; (i) to ensure that records required under this or another Act are properly kept and maintained; (j) to give effect to the principles of human resource management prescribed by the Local Government Act 1999 and to apply proper management practices; (k) to exercise, perform or discharge other powers, functions or duties conferred on the chief executive officer by or under this or other Acts, and to perform other functions lawfully directed by the Council. <p>Appointment of staff</p> <p>(1) The chief executive officer is responsible for appointing, managing, suspending and dismissing the other employees of the Council (on behalf of the Council).</p> <p>(2) The chief executive officer must ensure that an appointment under subsection (1) is consistent with strategic policies and budgets adopted or approved by the Council.</p>
WA	<p>(1) The mayor or president —</p> <ul style="list-style-type: none"> (a) presides at meetings in accordance with this Act; (b) provides leadership and guidance to the community in the district; (c) carries out civic and ceremonial duties on behalf of the local government; (d) speaks on behalf of the local government; (e) performs such other functions as are given to the mayor or president by this Act or any other written law; and (f) liaises with the CEO on the local government's affairs and the performance of its functions. 	<p>The CEO's functions are to —</p> <ul style="list-style-type: none"> (a) advise the council in relation to the functions of a local government under this Act and other written laws; (b) ensure that advice and information is available to the council so that informed decisions can be made; (c) cause council decisions to be implemented; (d) manage the day to day operations of the local government; (e) liaise with the mayor or president on the local government's affairs and the performance of the local government's functions; (f) speak on behalf of the local government if the mayor or president agrees; (g) be responsible for the employment, management supervision, direction and dismissal of other employees (subject to section 5.37(2) in relation to senior employees); (h) ensure that records and documents of the local government are properly kept for the purposes of this Act and any other written law; and (i) perform any other function specified or delegated by the local government or imposed under this Act or any other written law as a function to be performed by the CEO.
TAS	<p>(1) The functions of a mayor are—</p> <ul style="list-style-type: none"> (a) to act as a leader of the community of the municipal area; and (b) to act as chairperson of the council; and (c) to act as the spokesperson of the council; and (c) to liaise with the general manager on the activities of the council and the performance of its functions and exercise of its powers; and (d) to oversee the councillors in the performance of their functions and in the exercise of their powers. <p>The mayor is to represent accurately the policies and</p>	<p>The general manager has the following functions:</p> <ul style="list-style-type: none"> (a) to implement the policies, plans and programs of the council; (b) to implement the decisions of the council; (c) to be responsible for the day-to-day operations and affairs of the council; (d) to provide advice and reports to the council on the exercise and performance of its powers and functions and any other matter requested by the council; (e) to assist the council in the preparation of the strategic plan, annual plan, annual report and assessment of the

	decisions of the council.	<p>council's performance against the plans;</p> <p>(f) to coordinate proposals for the development of objectives, policies and programs for the consideration of the council;</p> <p>(g) to liaise with the mayor on the affairs of the council and the performance of its functions;</p> <p>(h) to manage the resources and assets of the council;</p> <p>(i) to perform any other function the council decides.</p>
<i>NT</i>	<p>(1) The role of the principal member (Mayor or President) of a council is:</p> <p>(a) to chair meetings of the council; and</p> <p>(b) to speak on behalf of the council as the council's principal representative; and</p> <p>(c) to carry out the civic and ceremonial functions of the principal member.</p> <p>(2) The role of the deputy principal member of a council is to carry out any of the principal member's functions when the principal member:</p> <p>(a) delegates the functions to the deputy; or</p> <p>(b) is absent from official duties because of illness or for some other pressing reason; or</p> <p>(c) is on leave.</p> <p>(3) If the principal member is absent from official duties on leave or for some other reason, and there is no deputy principal member or the deputy is not available to act in the principal member's position, the council may, by resolution, appoint some other member of the council to act in the principal member's position for a specified period or until the principal member resumes official duties.</p>	<p>The CEO is responsible to the council:</p> <p>(a) to ensure that the council's policies, plans and lawful decisions are implemented; and</p> <p>(b) to undertake the day-to-day management of the council's operations (including the management of council staff); and</p> <p>(c) to provide or obtain for the council the information and advice the council reasonably requires for effectively carrying out its functions; and</p> <p>(d) to ensure that the council's constituency is kept properly informed about council policies, programs and decisions and to ensure that appropriate and prompt responses are given to specific requests for information; and</p> <p>(e) to ensure that the council's assets and resources are properly managed and maintained; and</p> <p>(f) to ensure that proper standards of financial management are maintained and, in particular, proper controls over expenditure; and</p> <p>(g) to ensure that financial and other records are properly made and maintained; and</p> <p>(h) to appoint, manage and, where necessary, terminate the appointment of council staff (other than the CEO); and</p> <p>(i) to carry out other functions delegated to the CEO by the council or assigned to the CEO under this or any other Act.</p>

Australian Centre for Excellence for Local Government (ACELG)

ACELG is a unique consortium of universities and professional bodies that have a strong commitment to the advancement of local government. The consortium is based at the University of Technology, Sydney and includes the UTS Centre for Local Government, the University of Canberra, the Australia and New Zealand School of Government, Local Government Managers Australia and the Institute of Public Works Engineering Australia. In addition, the Centre works with program partners to provide support in specialist areas and extend the Centre's national reach. These include Charles Darwin University and Edith Cowan University.

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