

CAO / Council Relations Trends and Challenges

Jerry Berry



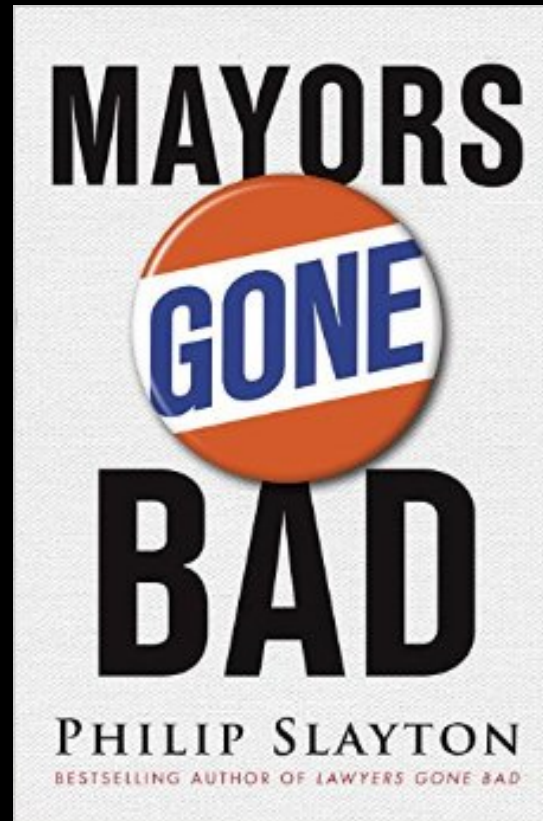
Canadian Association of
Municipal Administrators

Annual Conference



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“CANADIAN MUNICIPAL GOVERNMENT
is a mess”



“Who would want to try and run a City?”



Ten of the toughest jobs in government revealed

BY LAURA STONE

OTTAWA — The bureaucrat in charge of First Nations and Inuit health at Health Canada and the employee who handles finance and corporate services at National Defence hold two of the hardest jobs in government, a new independent report suggests.

According to a study released Tuesday, those positions are among the 10 “tough jobs” illustrating the challenges of being a senior public servant — one made increasingly difficult because of a list of ever-

growing requirements.

“These executive positions are tougher than comparable positions ... in the private sector or in the voluntary sector ... because of the many competing demands on them,” said David Mitchell, president and CEO of Public Policy Forum, the non-governmental organization that published the report.

“These are not only tough jobs — in some respects, they’re almost impossible to do.”

Postmedia News



BREAKING NEWS, AT
VANCOUVERSUN.COM

The other eight ‘tough’ senior public service jobs:

- Regional director general, Maritimes, for Fisheries and Oceans;
- Assistant deputy minister for consular services and emergency management, Foreign Affairs and International Trade;
- Assistant deputy minister, Human Resources Services Branch in Human Resources and Skills Development;
- Senior assistant deputy minis-

ter of policy and strategic direction, Indian and Northern Affairs Canada;

- Assistant deputy minister of spectrum, information technologies and telecommunications at Industry Canada;
- Assistant secretary to the cabinet, communications and consultations secretariat at the Privy Council Office;
- Assistant deputy minister of diseases and emergency preparedness, Public Health Agency of Canada;
- Assistant secretary, expenditure management at the Treasury Board Secretariat.

CAO's dismissal sparks controversy [0](#)



By [Joanne McQuarrie](#), Peace River Record-Gazette

Thursday, April 30, 2015 7:59:27 MDT AM



A hearing was held for the proposed revocation of Kelly Bunn's appointment as CAO for the Town of Peace River on Monday, April 20 at the town council chambers in Peace River, Alta. More than 50 attended the hearing, at which Bunn chose to read his presentation at an open meeting after receiving notice of the proposed revocation on April 13. When Bunn finished his presentation, he was given a standing ovation before being asked leave the chambers so Council could have an in-camera session about the revocation. Two hours later, in a 4-3 vote (councillors Tanin Behnke and Terry Sawchuk and deputy mayor Elaine Manzer opposed it), Council announced their decision to revoke Bunn's appointment to the shock and disappointment of many people. Renee Bensch was appointed Acting CAO and Council is searching for a replacement for Bunn. JOANNE McQUARRIE/RECORD-GAZETTE/POSTMEDIA NETWORK

Recovering CAO in Re-inspirement





Perspective



Performance Management / Measurement Duh?

STRAVA

Mobile

Features

How It Works

Premium

Blog

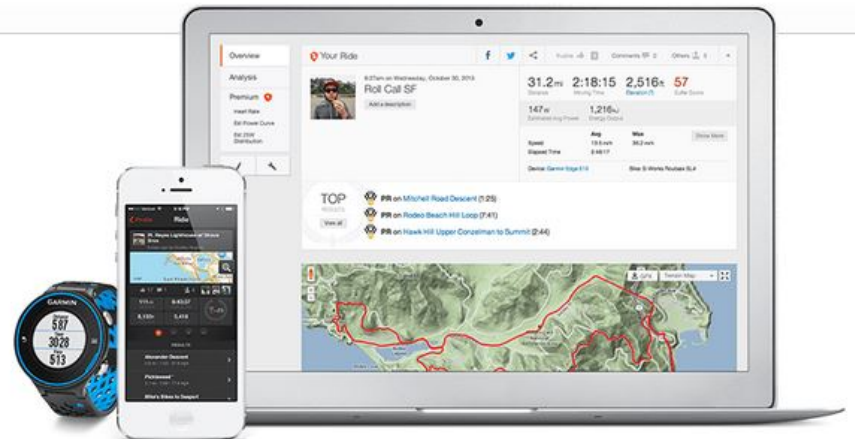
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Sign Up for Free



“Evaluation is like chastity;
people support it in principle, but in
practice they would prefer if it is
mandatory for others and optional for
them.”

Timothy Plumptre, *Beyond the Bottom Line: Management in Government*, Halifax, Institute for Research on Public Policy, 1988, p. 267.

“The main concerns have been the potential for the exercise of subjective judgment, the failure of supervisors to deliver to the employee the resources and authorities required to meet agreed-upon performance objectives, the blindness of such appraisals to the increased sharing of responsibility for policy advice and program outcomes...

It can demoralize the employee rather than mobilize his or her efforts on behalf of the organizational goals...

As Behn (2001) notes, “[a]ll too often, linear, hierarchical, unidirectional performance appraisal just doesn’t work” (p.220-221).

Kernaghan, Kenneth and John Langford. *The Responsible Public Servant*, Second Edition. Toronto, ON: The Institute of Public Administration of Canada, 2014.

[Entertainment](#) / [Television](#)

Dancing with the Stars recap: Eras Night shocker

The couple with the highest score was granted immunity from elimination, which turned out to be quite a prize in a week that finally saw a shocker.



Tweet

4

+1

0



reddit this!

The screenshot shows a USA Today article titled "'Dancing' sends home high-scoring celeb". The article is by Ann Olsenburg, dated 10:20 p.m. EDT April 27, 2015. A large yellow banner across the article reads: "'Dancing With the Stars' is driving us crazy!". Below the banner, the text states: "Monday he announced that double-ditching has been moved to next week's Tuesday results show. Are you following?". Further down, it says: "So on Monday's episode, the couple with the highest overall score on Monday would be granted immunity from elimination, a dance-off could enable the couples to get extra points, and one star would be going home."

The competition is certainly heating up on 'Dancing With the Stars,' and Monday, one of the show's top performers was given the boot.

By: Bill Brioux Special to the Star, Published on Tue Apr 28 2015



Subjective Exercises *can be* Strengthened and Improved

CAO / Council Relationships

Obstacles to Councils Preparing for Their Work

Conflicting Political Values

Absence of Hierarchy – (who's in charge?)

Different Languages between Council and Staff

Private models not analogous,
(and neither are senior government ones)



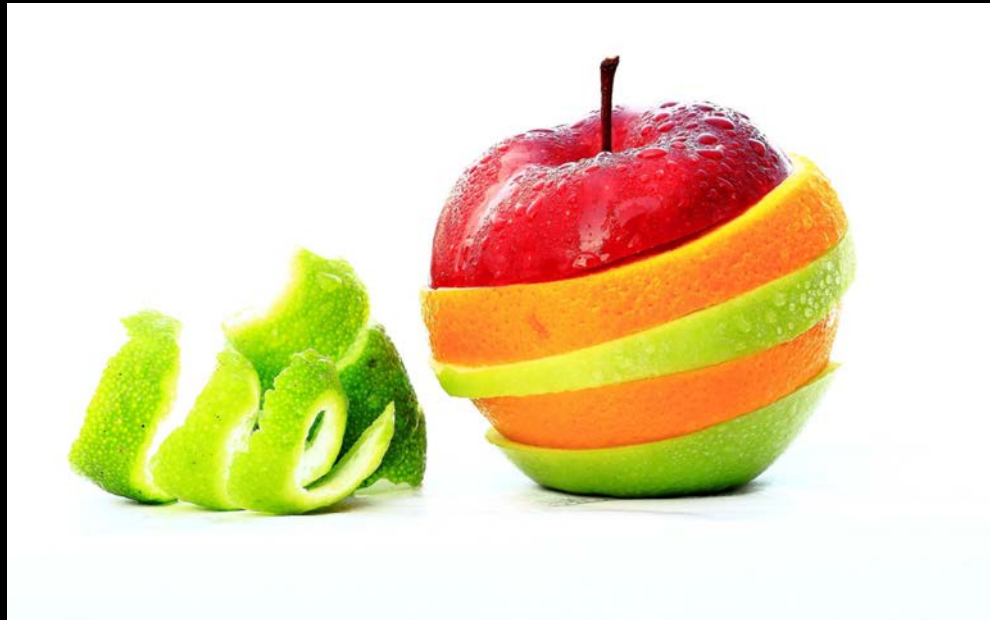
Siegal David, *Leaders in the Shadows,*
The leadership Qualities of Municipal Chief Administrative
Officers,
University of Toronto, 2015

Conflicting Political Values



The imperative for Council is to
transition from the individual
(personalities) to the collective /
corporate.

Mina, p.xvi





**A few harmless
flakes
working together
can release an
avalanche of
destruction**



Rebuilding trust in Government

Diminishing
Loss of Trust
In Government



Absence of Hierarchy



Roles and responsibilities



“It's never easy
And it's never clear
Who's to navigate
And who's to steer...

So you flounder
Drifting ever near the rocks”
Lyrics to Song “*Hard to Say*” by Dan Fogelberg,



100
Years

https://www.youtube.com/watch?v=vAhzT_cPbTE



“The single biggest challenge is that they [we] are working with value conflicts...on incredibly challenging problems *without the benefit of hierarchy* to help them [us] resolve differences.”

Nabaldian, John; “*Politics and Administration in Local Government*”



Westminster Model 20th Century Classical Model

Industrial Age Design for efficient performance of
predictable tasks in a relatively stable
environment

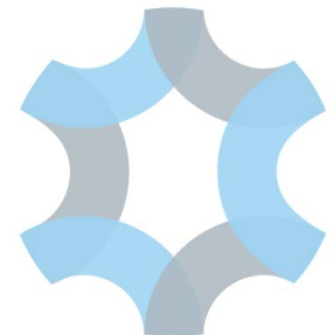
Bourgon

www.nsworld.org/content/publications



The New Frontiers of
Public Administration:
The New Synthesis Project

Jocelyne Bourgon, PC, OC
with Peter Milley

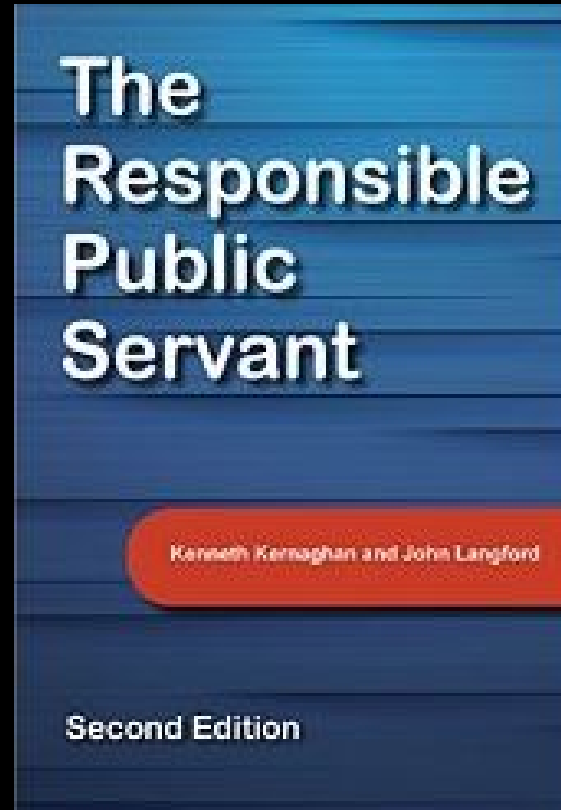


PGI
Public Governance International

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Kernaghan and Langford

- Ministerial Accountability
- Politically Neutral
- “Permanent / Continuing”
- Anonymous
- Speak Truth to Power
- “How to” NOT “What if”



Accountability

Responsibility

Performance
Management

Much is by “convention”

I didn't
say it
was your
fault

I said I
was going
to Blame
you

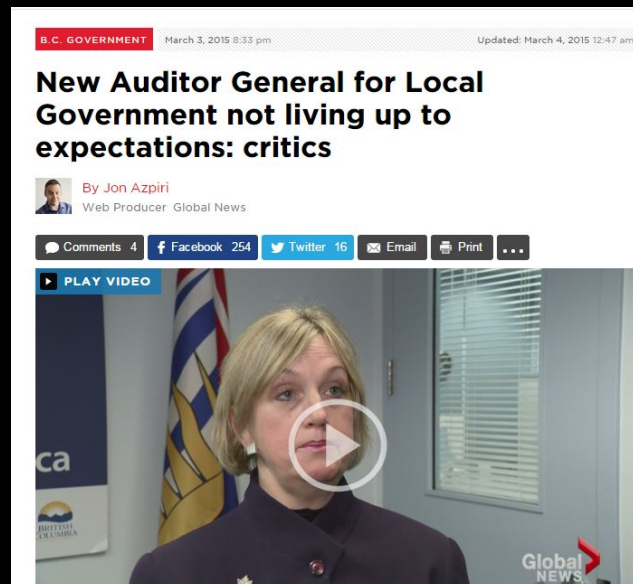
Classical Model not designed to
deal with complexity and uncertainty.



Apparently, reviewing municipal spending is proving far more difficult than the auditor general planned.

“There’s quite a bit of diversity in how local governments actually conduct business, and so the processes they have, they’re quite individualized,” says Auditor General for Local Government Basia Ruta.

“A lot of the efficiencies...did not manifest themselves.”



Roles and Responsibilities are “Situational”, and ever changing



“Leading” three ways at once (but with varying “intensity”):

Down, (Managing)

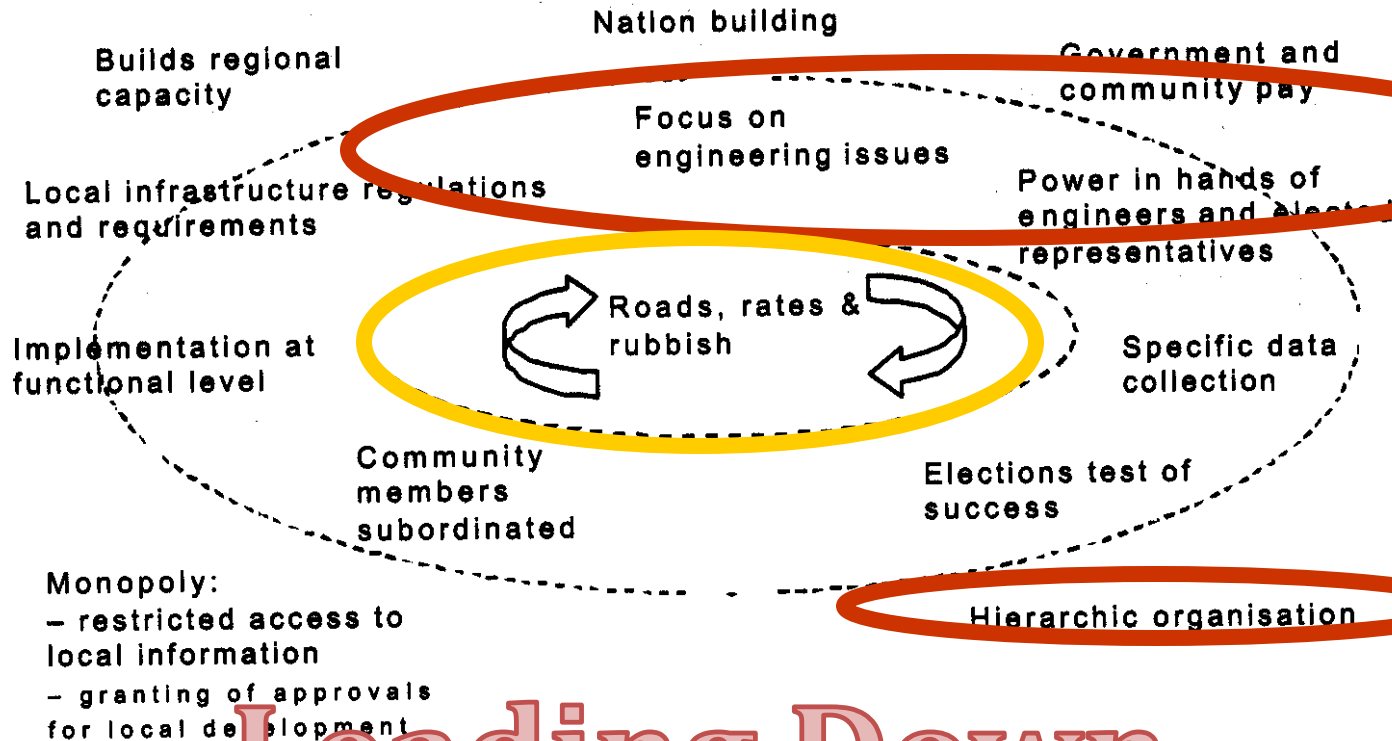
Out (and Across)

and UP

(Council not so accepting of this one)

Siegal David, *Leaders in the Shadows*,
The Leadership Qualities of Municipal Chief Administrative Officers,
University of Toronto, 2015

Was



Leading Down

Figure 1: Traditional local government system The comfortable strategic landscape that supported the traditional local government system two or three decades ago gave way to a yawning chasm of change in the late 1990s.

(Haydon, Susanne; *Future Scenarios for Local Government*. 2002; p.2)

http://old.ipwea.org.au/papers/download/Haydon_s.pdf, Accessed May 28, 2015

Council?

Councillor?

Public(s)?

Committee
Chair

Mayor

Special
Interest



IS



Leading Out, Across and UP!

Figure 3: Transformed local government system

(Haydon, Susanne; *Future Scenarios for Local Government*. 2002; p.2)
http://old.ipwea.org.au/papers/download/Haydon_s.pdf, Accessed May 28, 2015

Democratic Accountability *and*
Professional Values
to uphold simultaneously



The “*politics of governing society*” is part of the CAO role; the “*politics of securing office*” is decidedly not

Mourtitzen and Svava

Politically
Neutral

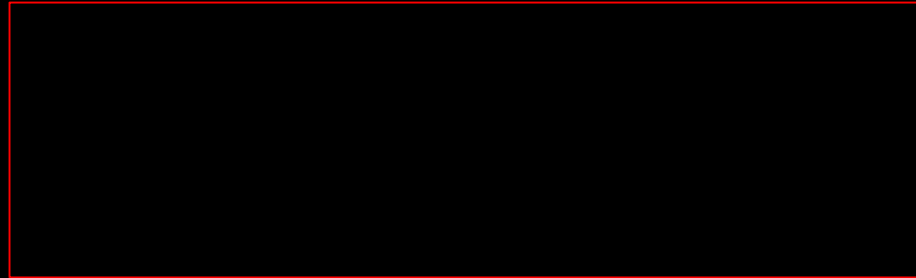


HONESTY IN POLITICS

Isn't it refreshing when they really say what's on thier minds?

The tension between efficiency and accountability.

- *the* central question in all of public administration



Self, Peter, *Administrative Theories and Politics*, London, Allen and Unwin, 1977.



50 Leaders in the Shadows

Table 1

Principal CAO

	Leading Out	Leading In
Political bureaucrat	Political bureaucrat	Political bureaucrat
Concern for production	Concern for people	Concern for people and production
High authority	Power through influence	Power through influence
Mediator	Broker	Mediator
Knowledge	Interpersonal	Interpersonal
Focus on motivating	Diplomat	Interpersonal
Substantive knowledge	"Politics of governing society"	"Politics of governing society"

Siegal, David; *Leaders in the Shadows*

All of these developments tend to fuel demands for more direct accountability by **public servants, who, more than politicians, have become the government face of service transformation and citizen engagement.** (p. 236)



Kernaghan, Kenneth and John Langford. *The Responsible Public Servant*, Second Edition. Toronto, ON: The Institute of Public Administration of Canada, 2014.



The traditional ethical and value frameworks do not help much here. According to the “Statement of Values” of the Canadian Association of Municipal Administrators, “the chief function of a municipal manager at all times is service to his/her employer and the public.”¹⁰⁹ But what is the manager to do when there is a conflict between service to the employer and service to the public? If CAOs start to see their role more broadly as community leaders, then conflicts such as these are likely to occur more frequently. (p.50)

Siegel, David. –Leaders in the Shadows: The Leadership Qualities of Municipal Chief Administrative Officers. Toronto Buffalo London: University of Toronto Press, 2015.

“The Science of Muddling Through”

Charles E. Lindblom, “*The Science of Muddling Through*,” *Public Administration Review*, Vol19, No. 2, Blackwell Press, Spring 1959, pp. 79-88.

“On the one hand, people want policy to be informed and well analyzed.

**Modernizing the
Organization**

On the other hand, they want policy making to be democratic, hence necessarily political ...

Community Building

On the one hand they want policy making to be scientific; on the other they want it to remain in the world of politics.”

Charles E. Lindblom, *The Policy Making Process*, Englewood Cliffs, Prentice-Hall Inc., 1980, p. 12.; , as quoted in Tindal and Tindal, *Local Government in Canada*, Seventh Edition, Nelson College Indigenous, 2012, p. 363.

The Paradox of Accountability

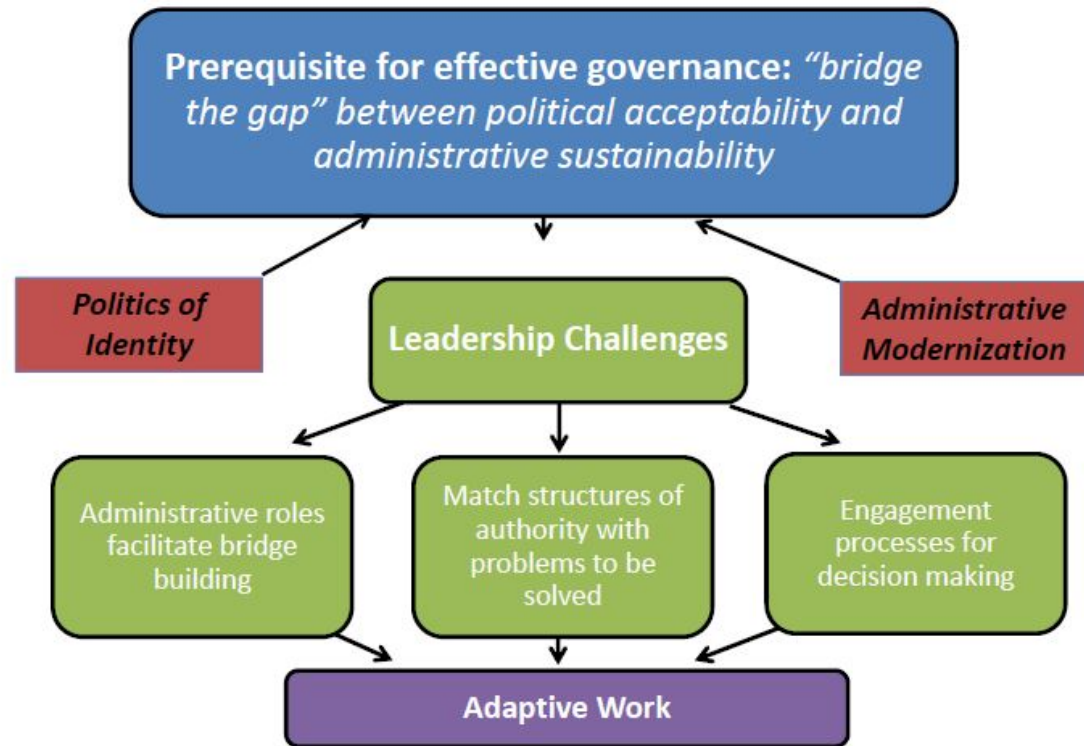
We don't want to forget that traditionalists reject this expansion of the concept of accountability, and no Canadian government recognizes participatory accountability as a formal duty . . . (p. 237)

In the end, public servants look to be stuck with the “paradox of accountability” for some time to come (Gregory 2003; Harmon 1995). (p. 241)

Kernaghan, Kenneth and John Langford. The Responsible Public Servant, Second Edition. Toronto, ON: The Institute of Public Administration of Canada, 2014.

What we need to do...

What we are able to do



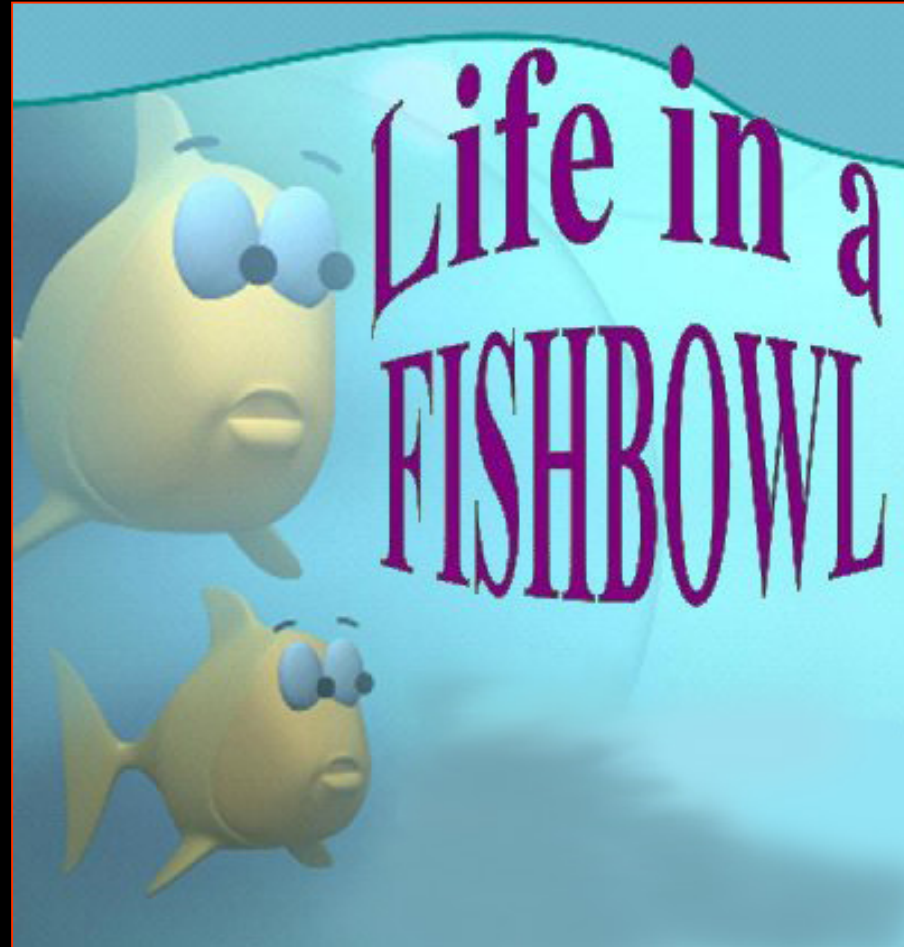
John Nalbandian, Robert O'Neill, Jr., Michael J. Wilkes, and Amanda Kaufman. "Contemporary Challenges in Local Government: Evolving Roles, Structures, and Processes." *Public Administration Review* (forthcoming, 2013).



“Maintaining long-term focus is particularly difficult when long-term risks can only be prevented, or long-term benefits can only be realized, by imposing short-term costs on society.”

Bougon

Speaking Truth to Power
+
Anonymity



Sharing the Municipal Experience

MUNICIPAL MONITOR

SUMMER 2012

Speaking Truth to Power

Are political pressures stifling
senior municipal managers?

ALSO

Community Mediation

Managing
Workplace Conflict

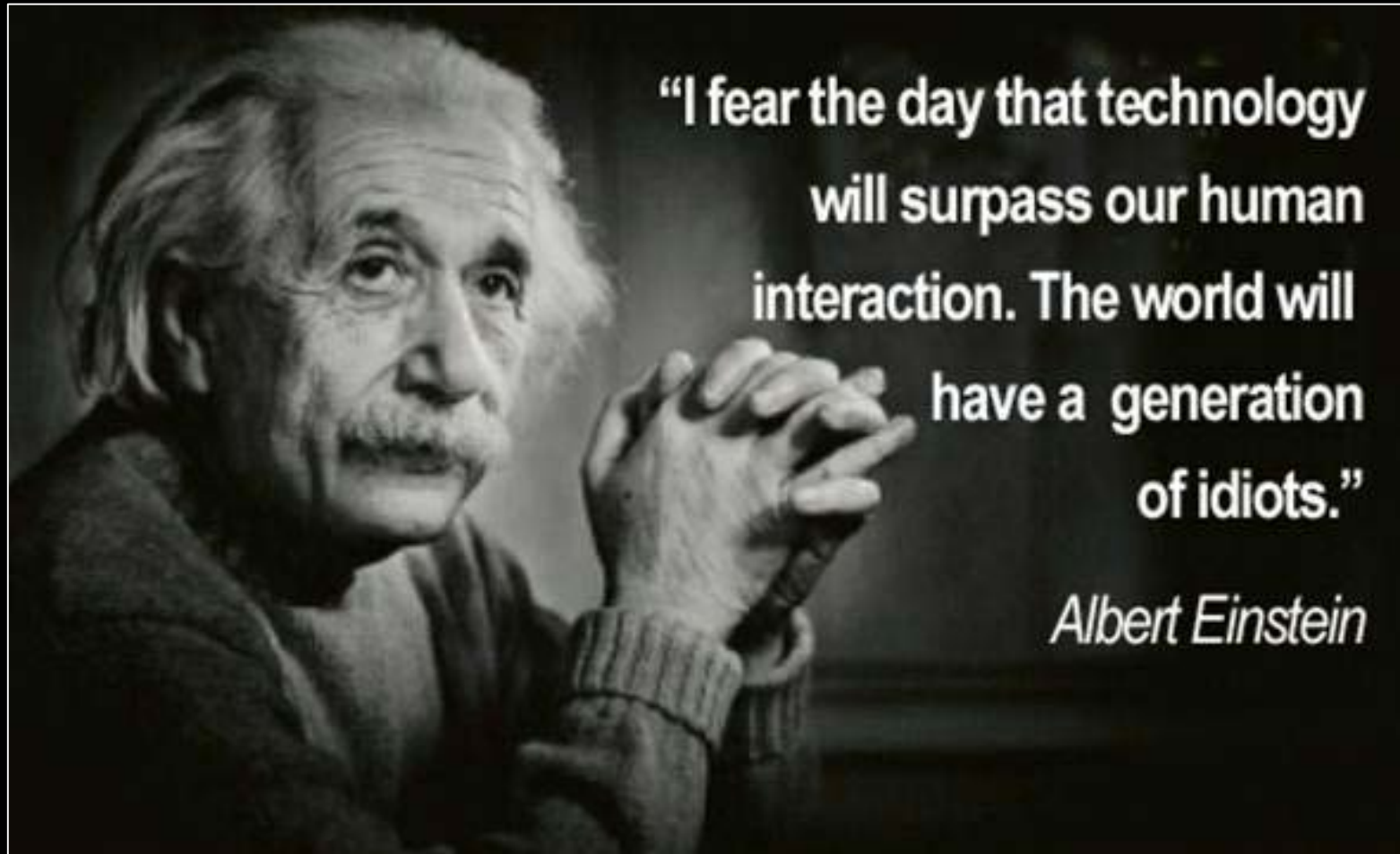


AMCTO
THE MUNICIPAL EXPERTS



“It is a general popular error to suppose the loudest complainers for the publick [sic] to be the most anxious for its welfare.”

Edmund Burke

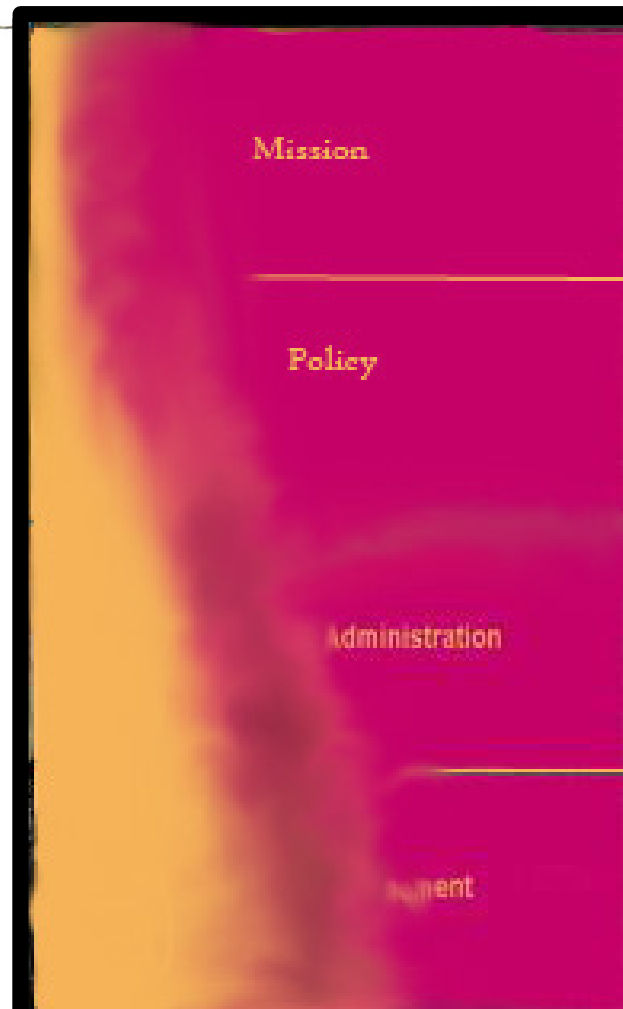


**“I fear the day that technology
will surpass our human
interaction. The world will
have a generation
of idiots.”**

Albert Einstein

Figure 1
The Dichotomy/Duality Model

Dimensions of Governmental Process



How to,
Not, What if?

"Leadership in Council-Manager Cities: The Institutional Implications," in H. George Frederickson (ed.), *Ideal and Practice in Council-Manager Government*, (Washington DC: International City Management Association, 1989) pp. 114-122

Role Reversal



You may think that
Council loves you...

Permanent/
Continuing



right up to the point that it doesn't!



The New Frontiers of
Public Administration:
The New Synthesis Project

Jocelyne Bourgon, PC, OC
with Peter Milley



PGI
Public Governance International

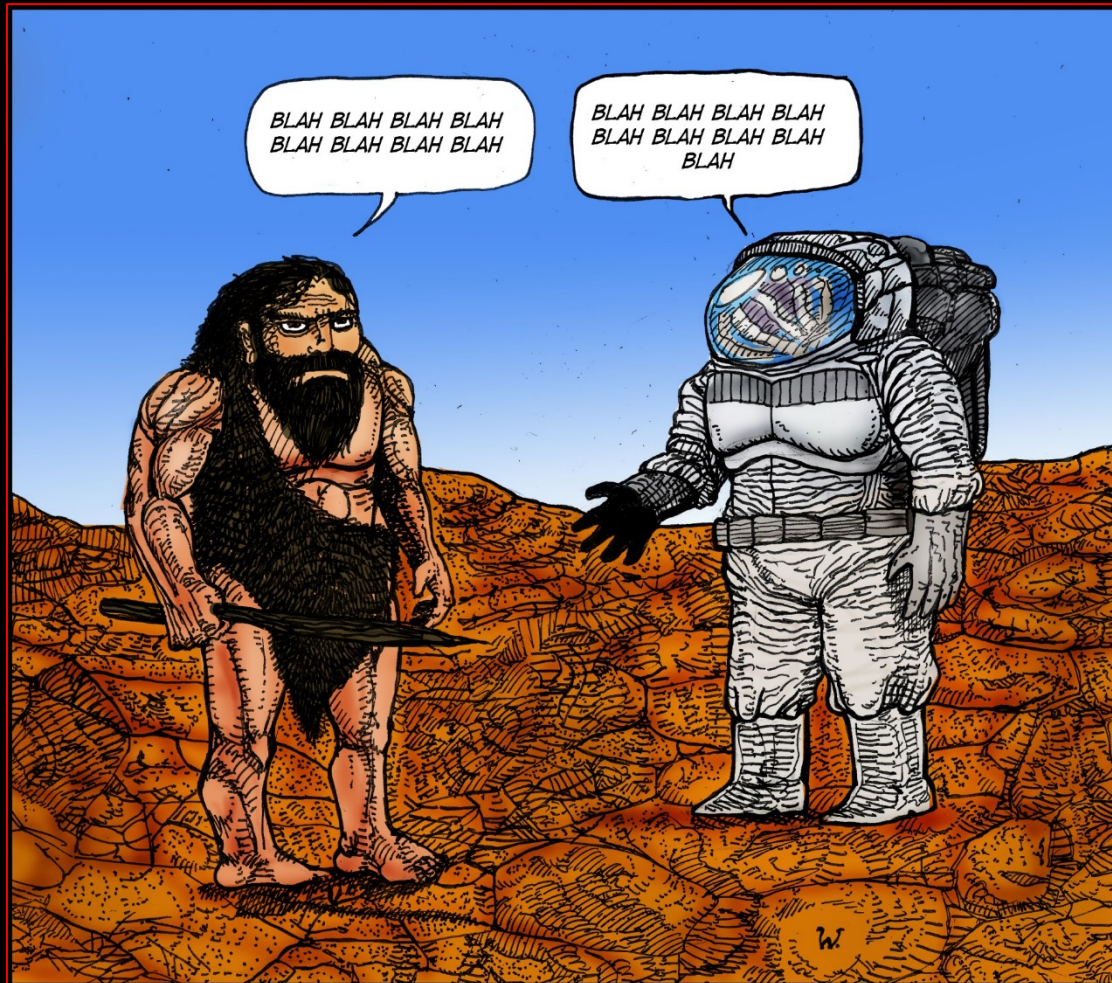
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“Public administration without a guiding theory is risky: administrative theory without connection to action is meaningless.

That dilemma is the foundation of a genuine crisis in public administration.”

Jocelyn Bourgon with Peter Milley,
The New Frontiers of Public Administration: The New Synthesis Project, University of Waterloo

Different Languages Between Council and Staff



Characteristics of Politics and Administration

Characteristics	Politics	Administration
ACTIVITY	Game	Problem Solving
PLAYERS	Representatives	Experts
CONVERSATION	What do you hear?	What do you know?
PIECES	Interests/symbols	Information, money, people, things
CURRENCY	Power	Knowledge
DYNAMICS	Conflict, compromise, change	Harmony,
cooperation, continuity		

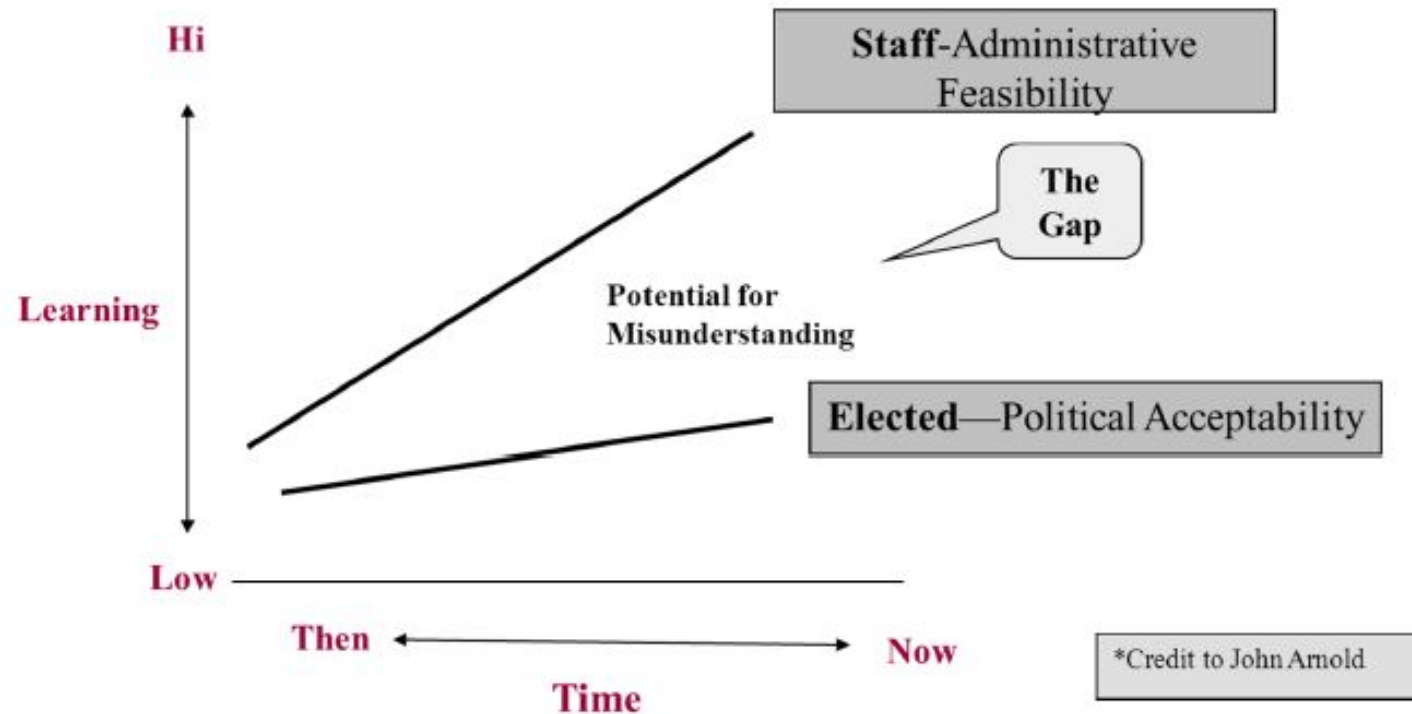
Source: John Nalbandian, "Politics, Administration and the City Manager,"
Ideal and Practice in Council-Manager Government, Washington, D.C.
 ICMA Publications, 1995.

Elected Officials are Issue motivated

- Influenced by external forces
- “flavour of the month”

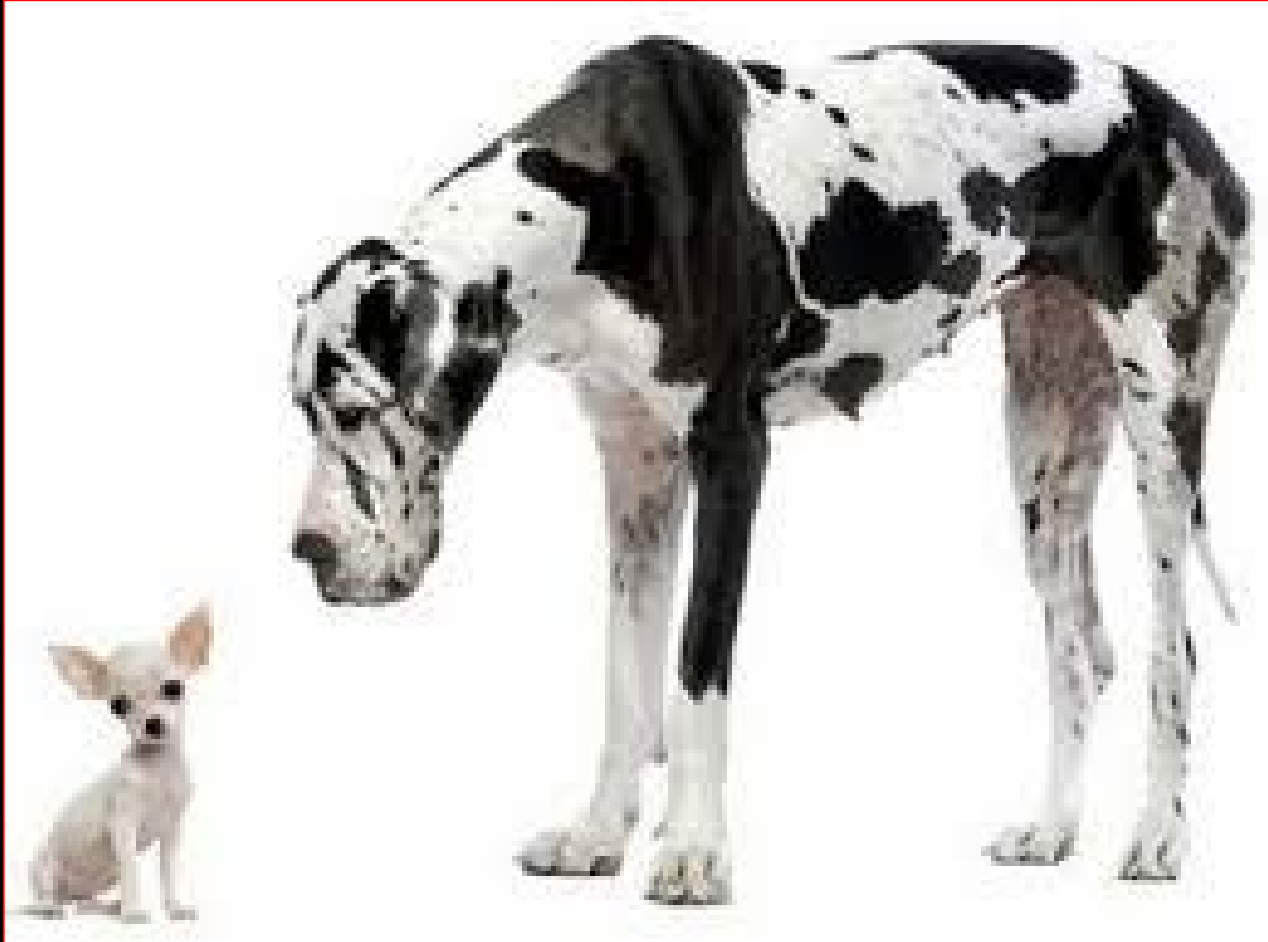


Gap between Political Acceptability and Administrative Sustainability*

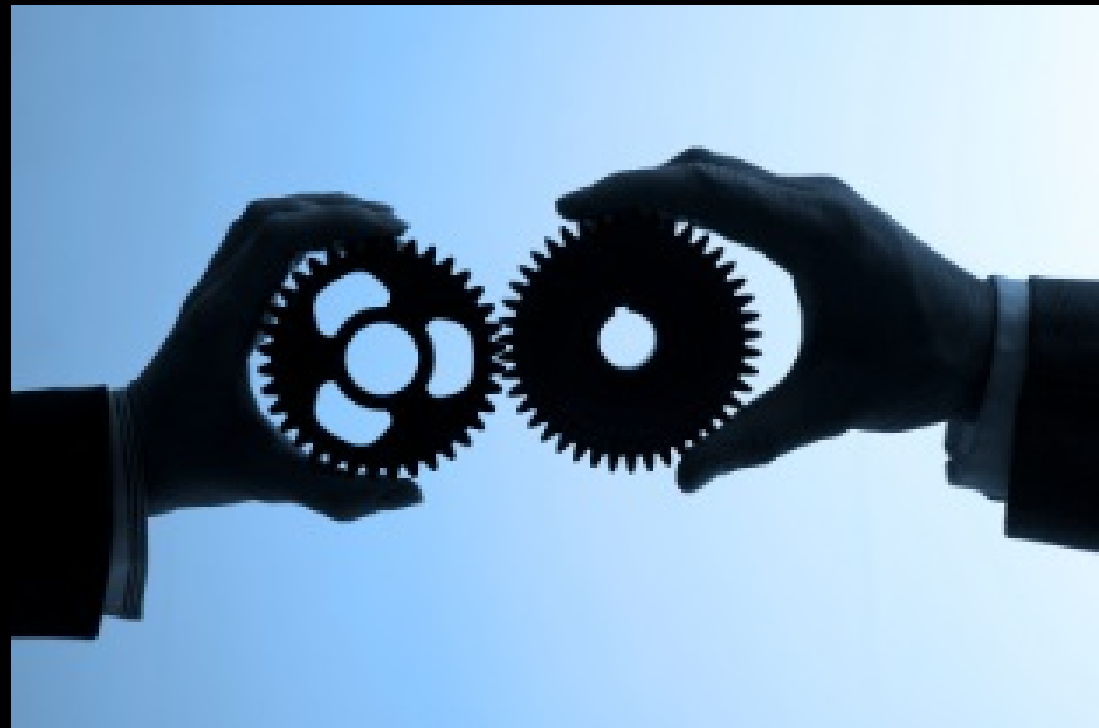


Nalbandian, John; Politics and Administration in local Government, *International Journal of Public Administration*, Vol, 29, Issue 12, 2006

For CAOs, Big *is* different than Small



Siegal David, *Leaders in the Shadows*,
The leadership Qualities of Municipal Chief Administrative Officers,
University of Toronto, 2015



Servant / Master



Service
NOT
servile

**If you don't clear
your
misunderstanding in
time they become the
reason for distance
forever.**



The best way to
start to take action
now is to put your
plan into writing
and refer to it
often”

unknown

Codification / Protections



What is the Purpose of the evaluation?



Mirror Mirror ...





**KEEP
CALM**

**I'M A QUALIFIED
TRANSLATOR &
INTERPRETER**

JB
Consultants



**KEEP
CALM
AND
PACE
YOURSELF**

It's Not Your Baby!



“Clinical Detachment” Siegal

Passionate NOT Emotional



Fight like you are
right, listen like you
are wrong.

Intel



Leading "Down", "Across", "Outwards" and "UPWARDS"

Source Material and Reading List

Thank-you!

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