INSTITUTIONAL ENVIRONMENTS AND MAYORS' ROLE PERCEPTIONS

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INTRODUCTION

Following the work of Bäck (2006), this chapter presents an analysis of the most significant changes among European mayors' role perceptions over the past decade in relation to the changing role of local government. Furthermore, the chapter will question whether mayors' perceptions of their roles are affected by the forms of their election and the institutionally defined horizontal power relations found at the municipal level throughout Europe, including mayoral recruitment patterns.

The role of mayors and their role perception may depend on the changing role of local government, different national institutional settings, and recruitment patterns. While mayors are powerful actors who are able to interpret institutional settings in a specific way and are able to develop their own role perceptions, they cannot avoid taking these contexts and institutional settings into consideration, because citizens, upper levels of government or businesses may insist upon it. Against this background, the fact that local government has traditionally been ascribed administrative, political and social roles must be recognised.

With the development of modern state institutions, central state authorities began to require local administrative bodies to more easily deliver territorially balanced administrative services. In countries with centralised governments, state authorities employed agents of local government to enforce public order, keep official state records, issue birth and other certificates, issue identity

cards, administer electoral and military registers and collect local statistics, among other administrative tasks. Although many governments have since decentralised tasks to the local level, such administrative roles are still found in many parts of Europe. In extreme cases of decentralisation, the central state may transfer several administrative tasks to local government, in which case the latter acts akin to a deconcentrated office of state administration (Kuhlmann and Wollmann 2014: 93; Lopižić 2017). In other cases, local government has become the main agent in the delivery of social services, which has given rise to the term the '(local) welfare state'. In the case of the Nordic countries, for example, powerful local governments have become providers of many social services, such as education, healthcare, elder care, childcare, social protection and social housing (cf. Kuhlmann and Wollmann 2014: 81; Montin 2016).

Aside from acting as a service provider, local government in a democratic society also serves to promote and protect the interests of local people and communities, facilitate the participation of the local citizenry in decision-making and the conduct of public affairs, and educate the public on political issues and the development of political standards. Within this traditional setting, white, male and middle-class mayors have been regarded as the undisputed leaders of society (see Chapter 3 in this volume), and have served as father figures for their constituents. These individuals were intended to serve as mediators between local units and central government, as well as to effectively manage public resources.

The fiscal and economic crises experienced in recent decades, however, have profoundly changed our views of local government and its purpose. These crises have led to a greater emphasis on central government's financial control over local government in terms of cost-efficiency and economy, as well as to increased municipal support for the economic development of territories

(Romeo 2012). It has become more important for local governments to create attractive investment environments via urban, rural, and regional development (Ploštajner 2003), local innovation (Giguère 2007), and the development of local business climates (Lidström 2007). Each of these challenges has led to new developmental roles for both local government and political leaders (Aars 2009).

There is an ongoing debate over what it means to be a political leader and to exercise political leadership (see, for instance, Morrell and Hartley 2006; Peele 2005; Haus and Sweeting 2006; and Chapter 7 in this volume). Mouritzen and Svara (2002: 52) argue that political leadership is the essence of a politician. Leaders at the local level exercise leadership in several different ways and this takes a variety of forms, within which institutional settings play an important part (March and Olsen 1995; Peters 1999). Different institutions reflect different norms and social expectations with regard to formal and informal leadership rules (Leach and Lowndes 2007; Hartley and Benington 2011). Therefore, the leadership role perception involves a complex mixture of position, behaviour, context and culture (Leach and Wilson 2000). Indeed, role perception is influenced by normative and culturally infused ideas governing how one should behave as an individual holding a particular position (Larsen 2001; Heinelt 2012).

This particularly applies in the case of political leaders. Over the past few decades, we have witnessed the reinvention of the role of the European mayor. Today, mayors are expected to make effective local decisions and bring much needed political legitimacy to local government. They are seen as capable, responsive, flexible, and accountable local decision-makers able to gain the support of the local citizenry (Council of Europe 2004; Magnier and Navarro-Yanez 2009; Koprić 2009; Džinić and Škarica 2017). Today's leaders must tackle difficult issues such as mass

migration, pollution and natural disasters (for example floods or massive wildfires), along with their local consequences (see the description of 'wicked problems' in Head and Alford 2015; Harrison 2000). The main characteristics of the dynamic environments in which local government functions are complex and non-linear.

Under conditions characterised by a mixture of various challenging roles, dynamic developments and occasionally hostile competition, local leaders can no longer employ traditional strategies such as the classic administration of local tasks, old-fashioned management of local utilities, or the slow distillation of local interest toward the implementation of important political decisions. Rather, they must possess the ability to react quickly to sudden, stressful events that may have profound, long-term consequences for not only their local area, but also the wider public. These leaders must garner as much support from their local citizenry as possible to ensure the sustainable management of public affairs at the local level and the promotion of local interests at the regional, national and international levels. Such tasks must be complemented by good local governance and renewed democratic legitimacy (Lhomme et al. 2016). In terms of how these affect the role of mayor, all of the above creates a level of complexity that was not experienced by mayors mere decades ago.

Mayors are able to translate their understanding of various local government roles into their role perception (role-to-role translation process). The increasing complexity and dynamics of local government tasks undoubtedly influence mayors' choices and the speed of their role-to-role translation process. In such role-to-role translation processes, mayors must consider many different aspects of their role, including their personal political styles, personal and political networks, parties or local lists, and political profiles, among others.

Based on the above reflections, we can expect that European mayors will greatly appreciate and ascribe higher priority to the aspects of their role that sustain a developmental approach to local government tasks and facilitate the consolidation of political support within their local society, whereas tasks such as the delivery of administrative and local public and social services will gradually lose importance. However, we assume that differences in the strengths of individual mayors' positions will influence their perception of the importance of different aspects of their role. We expect that mayors in a stronger position will be more oriented toward long-term objectives (for example new projects), and that directly designated mayors will consider task achievement (especially helping citizens and providing service quality) as their most important tasks.

<div align="center">MAYORS' ROLE PERCEPTIONS</div>

The analysis of the role perception of mayors (our dependent variable) was based on the following question: 'Many different tasks are associated with a mayor's position. How important do you think the following tasks are?' These tasks were grouped into three mayoral functions based on the categorisation of Leach and Wilson (2004; who built on the work of Kotter and Lawrence 1974). This is the same categorisation as was used by Bäck (2006) in his analysis of the mayors' responses in the 2003–04 survey. The individual tasks associated with agenda setting, external networking and task accomplishment are displayed in Table 5.1.[i]

<Table 5.1 about here!>

<Figure 5.1 about here!>

The changes in the distribution of answers according to a five-point Likert scale for each item are illustrated in Figure 5.1, differentiating between the surveys conducted in 2003–04 and 2015–16. In order to test for differences in the results of the surveys, we ran a Mann-Whitney-Wilcoxon test, which revealed that the distribution of answers in 'Guide staff', 'Party programme', 'Represent city' and 'External resources' changed significantly between the two surveys (with a level of significance less than .001; see Table 5.A.1 in the Appendix of this chapter).

The data in Figure 5.1 shows that on average, mayors in Europe particularly value the task of ensuring good-quality local services. The majority of mayors (51 per cent) found the provision of good-quality local services to be of the utmost importance, while 43.5 per cent felt this task was of great importance,[ii] which put the task in first place among the thirteen mayoral tasks listed in the questionnaire. Aside from the provision of quality local services, local development was also deemed highly important. Possessing a vision for a city, attracting resources from external sources, representing a city to the outside world in competitive relations with other local governments and encouraging new projects within communities were all top-ranked mayoral tasks recognised by 45.35, 38.35, 33.28, and 28.97 per cent of the respondents, respectively. The importance of each of these tasks was acknowledged by 40.98, 42.86, 51.20, and 55.97 per cent of the respondents in the 2015–2016 survey, respectively.

The data in Figure 5.1 also shows that traditional administrative[iii] and political[iv] tasks are less important for the mayors. The respondents appear to have a strong inclination towards the task of local administration, though they do not regard it as equally important to the task of administrative

reforms.[v] Despite this, they do appreciate the standards of political-administrative processes.[vi] Since the first round of data collection in 2004–05, the mayors' role perceptions changed in various respects. Comparison with the second round of data collected (see Figure 5.1) confirmed the expectation that development is becoming an increasingly important task while the focus on local administration and staff is considered less important. Furthermore, the political tasks of mayors that are tied to the implementation of his/her political party or movement platform slightly increased between the two rounds of data collection. When the sets of answers collected in the 2003–04 and in the 2015–16 survey were statistically compared, significant differences appeared with regard to four of the thirteen mayoral tasks. The results show that development, which was highly rated a decade ago, has become even more important for mayors,[vii] while administrative tasks remain less important by comparison.[viii] Finally, political tasks have become more important since the first round of data collection, with mayors placing a greater emphasis on political party/movement platform implementation and loyalty to parties or political groups.[ix]

When applying the same typology used by Bäck (2006) to a comparison of the mayors' considerations of various tasks over the last decade, a few conclusions can be drawn. The increasing importance of the developmental responsibilities of local governments is related to the external networking of local mayors through the representation of municipalities and efforts to attract external resources to further local development. The increasing political significance of European municipalities in the democratic process is connected to the agenda-setting role of mayors. There is a perceived increase in the importance of party and movement platforms to the mayors. Finally, mayors regard the ability of local administration to guide municipal staff in their day-to-day activities as important, in addition to the task accomplishment of mayors.

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MAYORS' ROLE PERCEPTIONS IN DIFFERENT INSTITUTIONAL SETTINGS

The information concerning the institutional contexts in which mayors have to act presented in Chapter 2 of this volume allowed us to reflect on the interrelation between various institutional settings and mayors' role perceptions. As outlined in the introduction to this chapter, we assumed that a strong position with a direct mandate from the citizens would provide mayors with self-confidence and orient them toward long-term objectives. In other words, we expected that mayors with an institutionally strong position would consider task accomplishment more important than mayors who are more dependent on the council for their appointment. Furthermore, we assumed that the former would be especially oriented to specific functions related to agenda setting (e.g. new projects) and external networking (e.g. external resources).

Mayors' role perceptions and forms of mayoral designation

In general, there are two forms of mayoral designation (for the forms used in the countries covered by the survey, see Appendix 2.A.2 in Chapter 2 of this volume):

- Mayors are designated either by direct election or as the official leader of a majority formed through a council election (usually having been the first candidate on a party list).
- Mayors are elected by the municipal council.

Certain differences in mayors' role perceptions may arise on the basis of these different designations. In systems which include either the direct election of mayors or in which mayors are seen as official leaders due to being the first candidate on a party list, the position of the mayor in relation to local representative bodies was expected to be stronger when compared to systems in

which mayors are elected by the municipal council. Mayors appointed through direct designation methods are more dependent on citizens as they draw their legitimacy directly from the citizens, which suggests that they have to be more citizen-oriented in order to maintain support (they have to produce results expected from citizens; Koprić 2009: 89). Contrarily, mayors whose position depends solely on the will of the municipal council are expected to be more oriented toward general political issues. Based on these assumptions, it was estimated that in countries with directly designated mayors, the importance of task accomplishment (especially service quality and helping citizens) would outweigh other mayoral functions, whereas in countries with indirect designation, managerial roles or orientations toward task accomplishment would be lower priority.

<Figure 5.2 about here!>

A Mann-Whitney-Wilcoxon test revealed (see Table 5.A.2 in the Appendix of this chapter) that the distribution of answers in all variables except for 'Correctness', 'Administrative reform goals' and 'Co-operation with neighbours' significantly differed between the respective countries (with a level of significance of less than 0.05). As expected, the results showed that directly designated mayors are more concerned with task accomplishment than indirectly designated mayors, especially in relation to 'Guide staff', 'Helping citizens' and 'Service quality'. On the other hand, directly designated mayors are far less concerned with the implementation of a political party or movement's platform.

Mayors' role perceptions and competencies in horizontal power relations

In order to determine the mayors' competencies, the typology on horizontal power relations (between mayor, council and municipal administration) developed by Mouritzen and Svara (2002) was used (see Chapter 2 in this volume). In this typology, the focus was on political power, or, control over a city council and the extent of control over executives performed by one or more political actors. The typology originally grouped the countries involved according to four ideal types, based on the horizontal power relations of mayors

- The *strong mayor form* refers to mayors that have the strongest competencies in relation to the municipal council.

- In the *collective form*, executive committees are responsible for all executive functions. As the mayor is president of such executive collegiate bodies, while his competencies are shared, they are nonetheless strong in relation to the council.

- In the *committee-leader form*, executive competencies are shared between individual political leaders within the municipality and collegiate bodies, where the former (with or without the title of mayor) may or may not have control over the council. Accordingly, mayors (political leaders) are in this form slightly weaker than the collective form.

- In *the council-manager form*, executive functions are put in the hands of administrative professionals, with the mayor presiding over meetings and attending ceremonial functions. This group included the countries with the weakest mayoral competencies.

For the first group of countries, we expected that ensuring the quality of local services and helping citizens to resolve issues would be the most important mayoral tasks. Certain entrepreneurial activities that last longer than a mayor's term of office were expected, too. This is due to the fact that a strong position provides mayors with more self-confidence and greater independence, which

in turn allows for the planning of more long-term activities, such as new projects, an overall vision for a city, and the attraction of resources from external sources. As a mayor's independence from other local institutions weakens, their role perception was expected to be reoriented toward different mayoral tasks — particularly toward those related to achieving the goals of a political party or the majority within a city council.

<Figure 5.3a about here!>

<Figure 5.3b about here!>

A Kruskal–Wallis test revealed that the four forms of horizontal power relations differ on all of the tasks (with a level of significance of less than 0.05). Concerning task accomplishment, strong mayors are especially devoted to ensuring the quality of services, helping citizens and guiding staff in everyday activities. Strong mayors are also more concerned with long-term projects in the municipality than other groups of mayors. Encouraging new projects, managing the implementation of personal policy decisions and attracting resources from external sources were also found to be of great importance for these mayors. Therefore, these mayors are deemed to be more oriented to an agenda-setting role than others. The implementation of the platforms of a political party or movement is deemed to be of the utmost importance among committee leaders, which can be explained by their shared competencies with other municipal bodies (with a weaker position concerning the former compared to other forms of horizontal relation powers).

Much has been written on the subject of the transformation of local government into local governance (John 2001; Borraz and John 2004; Steyvers et al. 2009). Increasing levels of complexity within local leaders' surroundings have made their role even more important than it once was. A decline in the importance of political parties in local politics has also contributed to the increased importance of the mayor's role (Steyvers et al. 2009; Razin 2013). Concerning the diminishing role of political parties in local politics, this section is organised around the following question: Is the type and level of support a mayor receives during an electoral campaign associated with a specific perception of mayoral tasks? This section aims to compare the findings of the last survey with those of Bäck (2006) concerning the individual-level determinants of mayors' role perceptions.

Mayors' role perceptions and the type and level of support during the electoral campaign

Data on the type and level of support provided by a party and local actors during an electoral campaign was derived from mayors' answers to the following question: 'As a candidate, in the last local election, to what extent did you have the support of the following persons/groups of people?' 'National organs of a party', 'a party wing/faction', 'a party at the local level' and 'national politicians' were averaged to construct a measurement of 'party support'.[x] Alternatively, 'local support' was based on the mayors' perceived importance of the following actors: 'unions', 'the local business world', 'local media', 'the church', and 'local associations'. Following Bäck (2006), this analysis also included variables such as age and gender, education, party membership, left-

right orientation, and relations to civil society (Appendix 5.A.3 shows the operationalisation for each variable).

<Figure 5.4 about here!>

Figure 5.4 presents the coefficient plots of this study's multivariate models, which estimate the distribution of role perception across mayors. Our dependent variables (mayors' role perceptions) are listed on the vertical axis and are aggregated according to our three-pronged typology, with each row representing a model. Each of the models shares the two main explanatory variables of the study and the accompanying control variables, which are shown at the top. We also included a control for the size of the municipality (in terms of a logarithm of the number of residents), which is not shown. To control for unobserved country characteristics that may affect mayors' perceptions, we ran random intercept models with country as a group variable.

The findings presented in Figure 5.4 suggest that the recruitment process influences mayors' perceptions of their tasks. If his or her election hinged heavily on party support, the average mayor appears more inclined to concentrate on introducing personal policies, representing their city to the outside world and co-operating with neighbours, and, above all, making the effort to implement his or her own party's platforms.

Figure 5.5 presents the marginal effect of levels of party support on the relevance of implementing a party platform (other things being equal). The model predicts that the importance of implementing the party platform differs on average by 0.49 between a mayor who received no

electoral support from the party (value equal to 0) and one that received a lot of support (value equal to 4).

<Figure 5.5 about here!>

<Figure 5.6 about here!>

The support of local non-party actors is positively and significantly associated with several of the tasks mayors want to perform, especially those falling under the 'networking' category. More specifically, mayors who relied on local support during a campaign interpret their role as being guardians of local autonomy. Figure 5.6 plots the marginal effect of levels of local support in relation to the importance attributed to the promotion of local autonomy. When moving from the lowest to the highest level of local support, the substance of the effect (0.51) is very similar to what was observed in terms of party platforms.

The main differences between these findings and the 2003–04 results relate to the significance of local support as a factor in the mayoral recruitment process. A significant and positive effect was found in relation to all three tasks of agenda setting, task accomplishment and external relations. Furthermore, parties and party membership remain good predictors of the type of agenda that a mayor will implement. As expected, we also found that political ideology is statistically associated with leadership style. Our model reveals that the further left a mayor is positioned ideologically (negative effect of left-right covariate) the more eager he or she will be to invest in the development of a vision for a city and encourage new projects in the community.

Overall, while previous research has pointed out that all types of local support are deemed important for local politicians (Koprić 2009; Hlynsdóttir 2016) we found only marginal evidence of this in our analysis. However, this result comes with a caveat. In relation to other background variables, the findings with regard to age seem to support the argument that younger mayors in Europe in general are less likely to follow 'party platforms', whereas older mayors are more likely to follow 'protocols of correctness', which may suggest that the younger generation of mayors has a different role perception, and that the importance of party politics may progressively decline in the future.

The importance of political presence through political participation has long been questioned (Phillips 1995) by asking 'Where are the women?' as opposed to 'Which women?' (Beckwith 2005). This is also related to discussions on the presence of women as a 'critical mass' versus 'critical actors' (Childs and Krook 2009). Furthermore, differences in terms of female and male priorities, leadership styles and political agendas at the local level have also been established in the literature (Fox and Schuhmann 1999; 2000). Beckwith (2005) also points out that there remains a lack of comparative studies on women leaders, for example, with regard to their organisational behaviours and means of organising in governmental office. In the first survey round in 2004–05, Bäck (2006) connected gender-based differences to networking tasks. In this analysis, however, we were only able to identify gender-based differences in relation to task accomplishment. Nonetheless, care must be taken not to read too much into these findings on gender-based differences since women mayors generally serve shorter terms than men.

CONCLUSION

This chapter is in many ways a response to Bäck's (2006) analysis of the role of mayoral recruitment in relation to role definitions based on the survey conducted in 2003–04. Overall, the analysis does not uncover any major breakthroughs with regard to previous research. In general, mayors' role perceptions are focused on local development, implementation of the political platforms of their parties and the delivery of administrative and social services. The importance of each of these tasks was weighted more heavily in the most recent survey. Agenda setting, external networking and task accomplishment were also found to be more important now than they were before. This suggests that the changing role of municipalities over the past few decades has affected mayors' role perception.

Nevertheless, there are important variations between different types of mayors. The results of this study show that designation procedures affect mayors' role perception. When it comes to issues such as guiding staff, assisting citizens or the quality of services provided, directly designated mayors are more concerned with these tasks than indirectly designated mayors. Directly designated mayors also seem to be more independent from party influence than indirectly designated mayors, as they are generally less concerned with the implementation of the political platforms of parties or movements. Being given a direct mandate from citizens through direct election or by being an official leader (which usually comes from being the first candidate on a party list) was found to strengthen a mayor's political legitimacy.

This conclusion is supported by an analysis of the different horizontal power relations between the mayor, the council and the municipal administration that show that strong mayors prioritise the quality of services, helping citizens and guiding staff in their everyday activities. These mayors are also more concerned with initiating long-term projects in their local communities. These

mayors stand in contrast to committee leaders, who are more inclined to stress the importance of implementing political party or movement platforms, which speaks to party politics as the source of these mayors' legitimacy. Thus, the role of party politics in mayoral recruitment is diminishing while local support is increasing in importance, alongside the significance of local issues.

Finally, there is one major difference between the results of the two surveys. The findings show that, on the individual level, the significance of local support in the recruitment process is growing. Our model reports significant and positive effects of 'local support' in all three groups of tasks. Furthermore, our findings confirm the continuing significance of party support and party membership when it comes to how mayors perceive their role. We find that certain types of mayors are becoming more central and stronger figures in the local *milieu*, which can be associated with the increased impact of local support on mayoral candidates at election time, and its subsequent impact on mayors' role perception.

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Table 5.1:   Functions and type of mayors' tasks

Type	Tasks listed in the questionnaire	Label used in the following
Agenda-setting	'To create a vision for his/her city'	City vision
	'To encourage new projects in the community'	New Projects
	'To implement the programme of his/her political party/movement'	Party programme
	'To manage the implementation of his/her personal policy choices'	Personal policies
	'To foster the co-operation with the neighbouring municipalities'	Co-operation with neighbours
External networking	'To attract resources from external sources'	External resources
	'To defend and promote the influence of local authorities in the political system'	Local autonomy
	'To represent the city to the outside world'	Represent city
	'To set goals for transforming the administrative structure'	Administrative reform goals
Task accomplishment	'To ensure the correctness of the political-administrative process'	Correctness
	'To guide the staff in the day to day activity'	Guide staff
	'To help citizens resolve complaints with the municipal government'	Help citizens

Type	Tasks listed in the questionnaire	Label used in the following
	'To ensure the good quality of local services'	Service quality

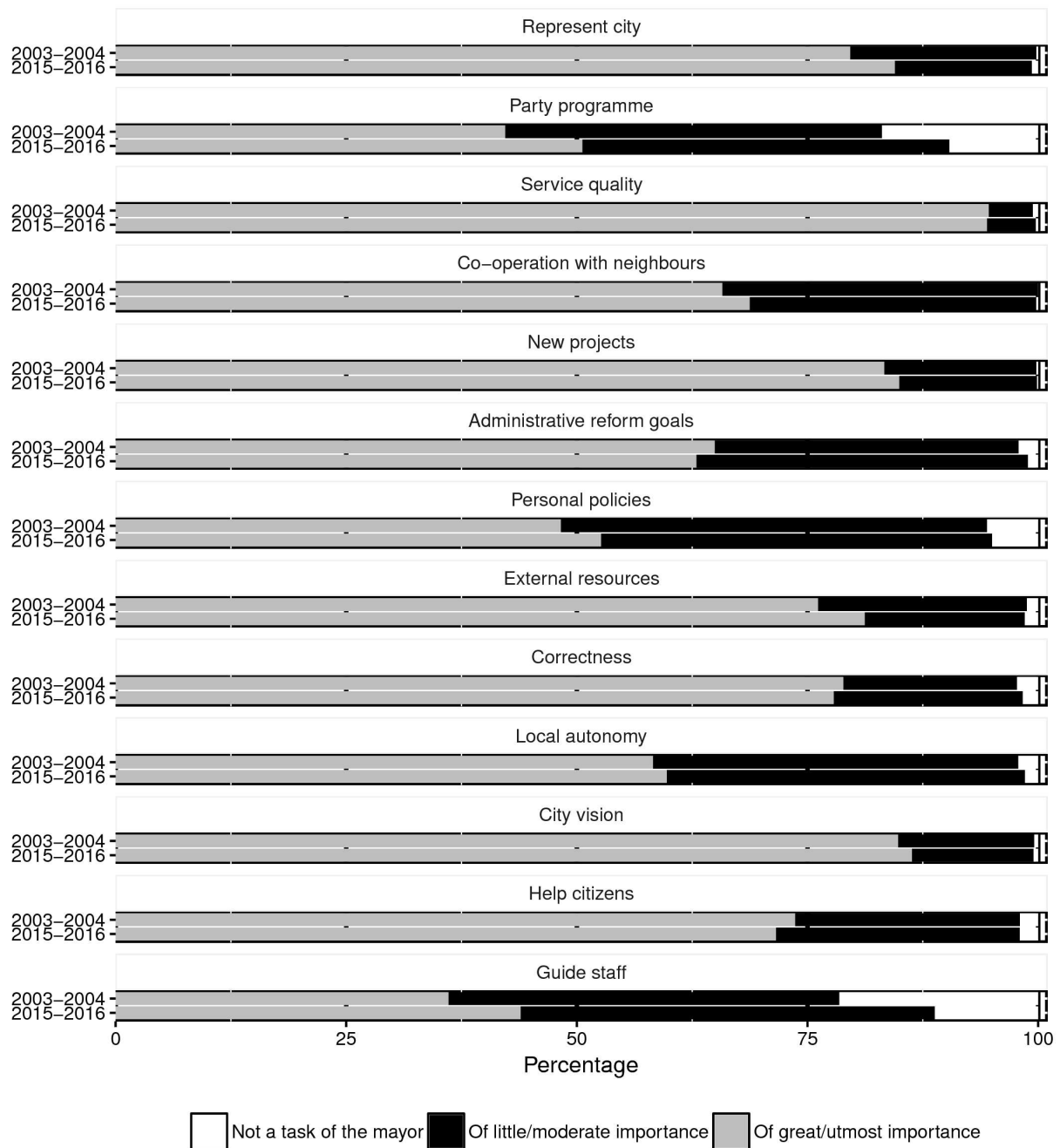Figure 5.1: Different tasks' importance grouped on the basis of two surveys

Figure 5.2: Different tasks' importance grouped on the basis of mayoral designation procedures
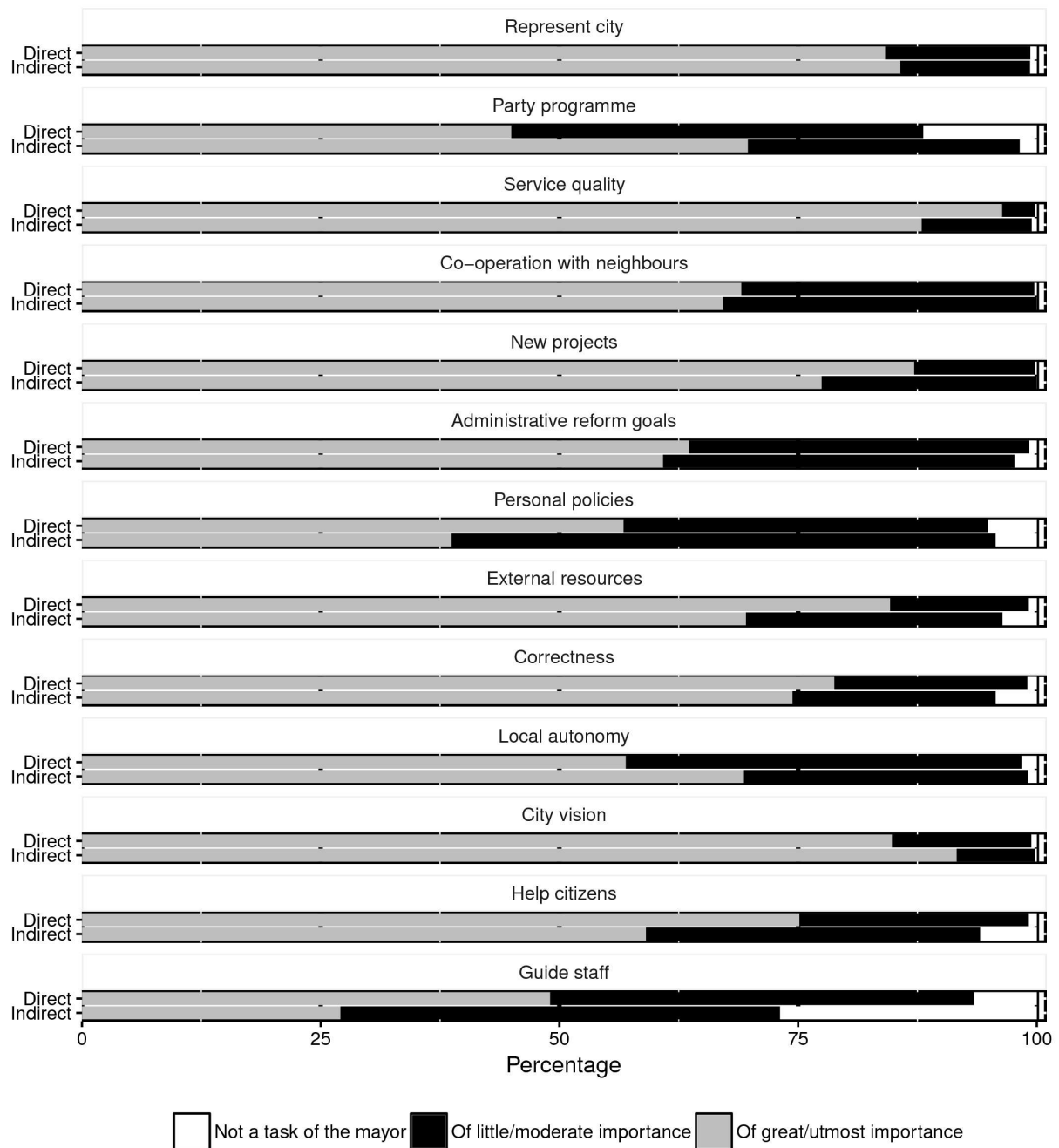

Not a task of the mayor Of little/moderate importance Of great/utmost importance

Figure 5.3a: Different tasks' importance grouped on the basis of mayor's competencies

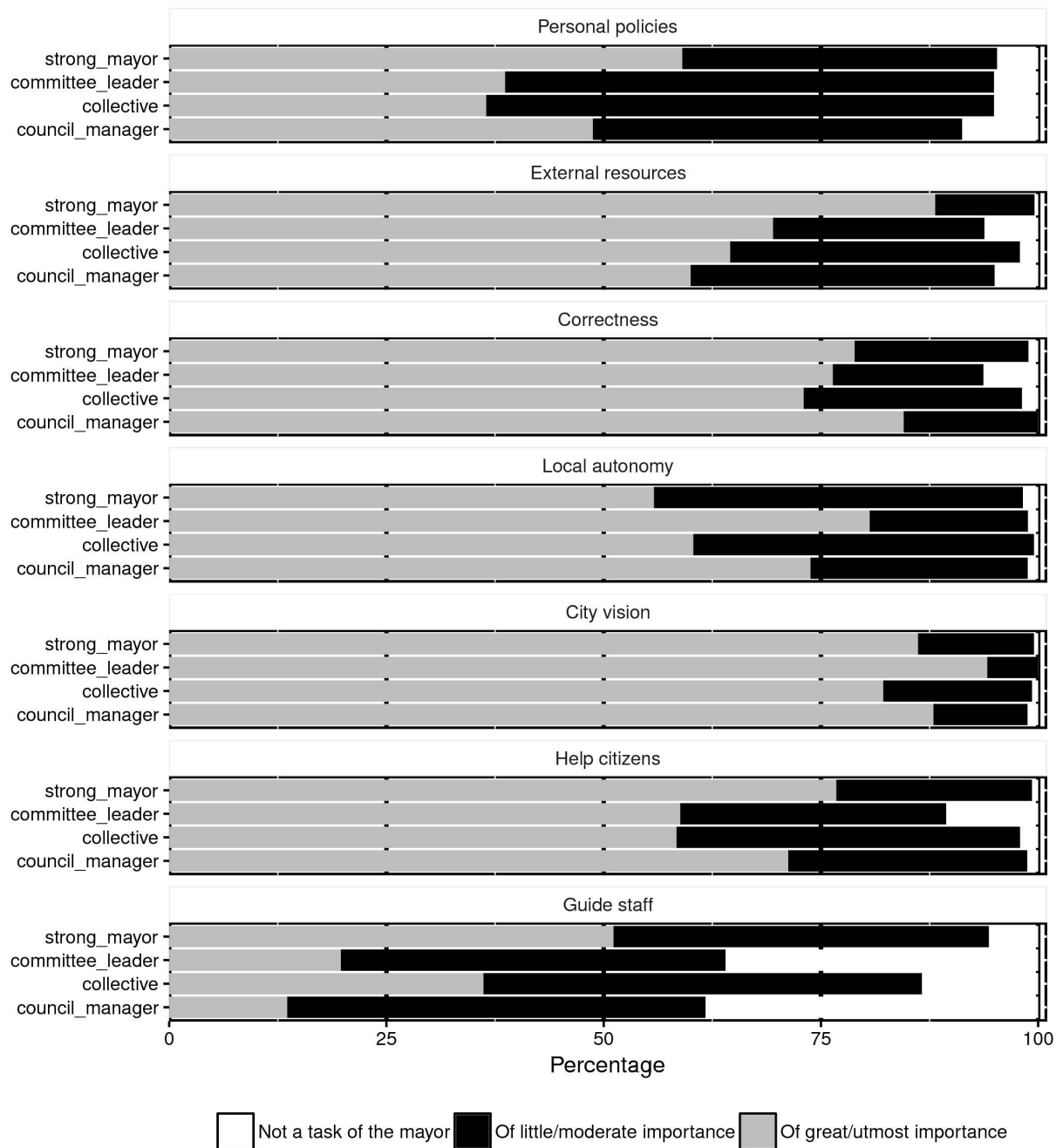Figure 5.3b: Different tasks' importance grouped on the basis of mayor's competencies
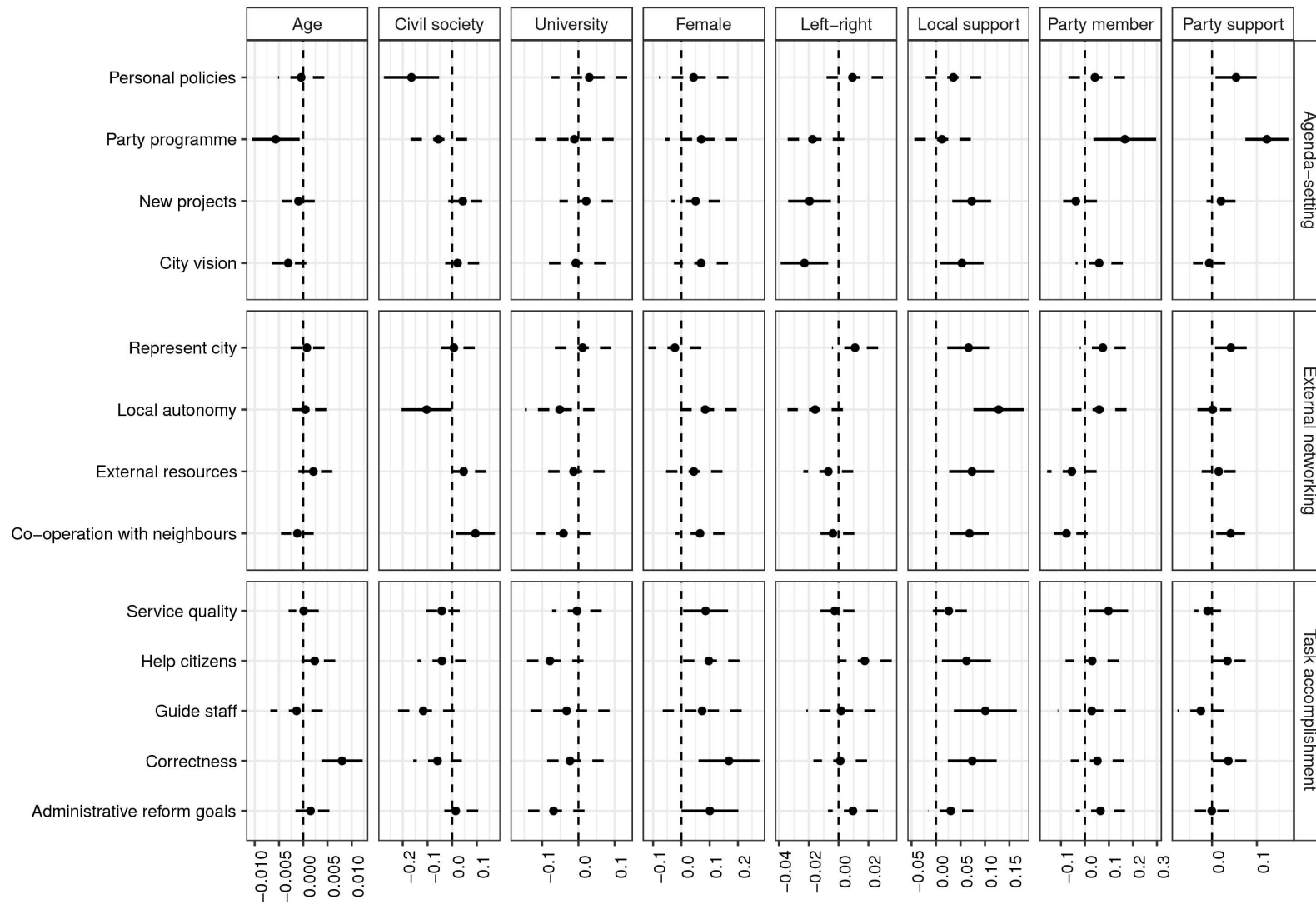
Figure 5.4 Mixed effects model explaining role perceptions by means of individual-level attributes of mayors

Bars are 95% confidence intervals, points are coefficient estimates

Figure 5.5: Marginal effects of party support relevance of party program
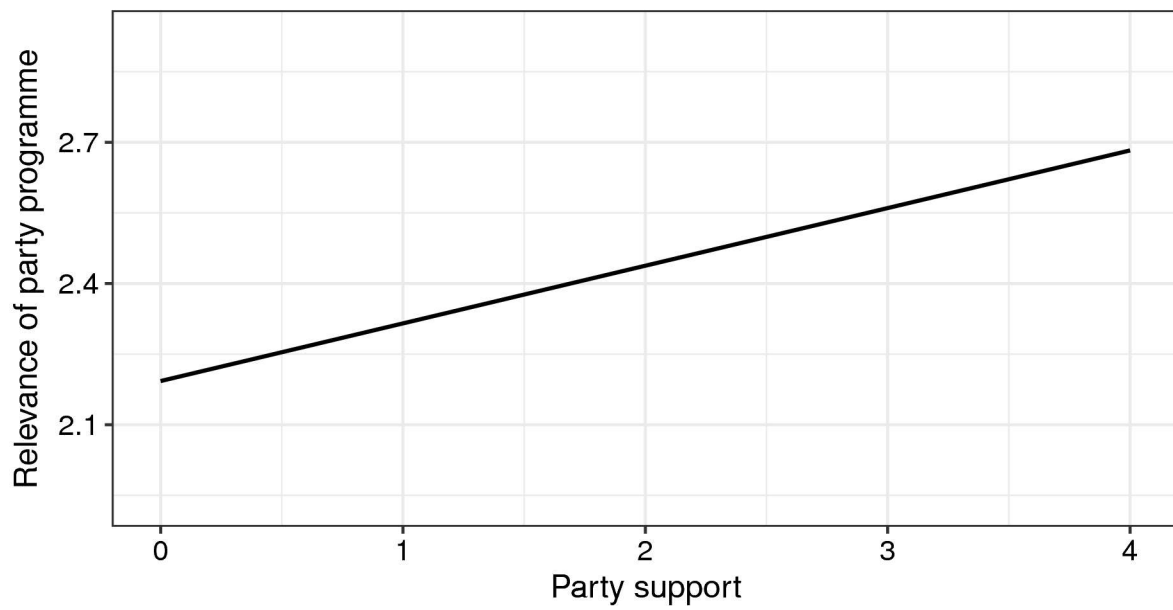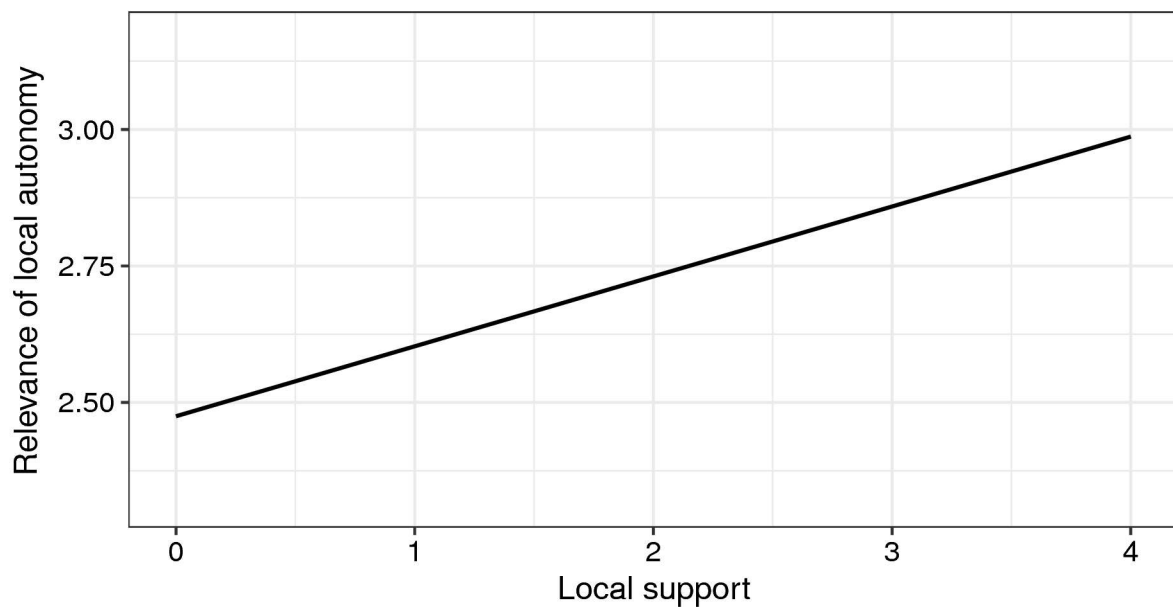

Figure 5.6: Marginal effects of local support relevance of local autonomy

Appendix

Table 5.A.1:   Results of a Wilkoxon test for the significance of differences in responses to the mayors' tasks between the two surveys

Tasks	p. value of a Mann-Whitney-Wilcoxon test
Guide staff	0.000
Party programme	0.000
Represent city	0.000
External resources	0.000
Personal policies	0.003
Co-operation with neighbours	0.017
Correctness	0.021
Help citizens	0.033
City vision	0.039
New projects	0.086
Administrative reform goals	0.221
Local autonomy	0.307
Service quality	0.865

Table 5.A.2: Results of a Wilkoxon test for the significance of differences between the two survey

Tasks	p. value of a Mann-Whitney-Wilcoxon test
Guide staff	0.000
Party programme	0.000
Represent city	0.000
External resources	0.000
Personal policies	0.003
Co-operation with neighbours	0.017
Correctness	0.021
Help citizens	0.033
City vision	0.039
New projects	0.086
Administrative reform goals	0.221
Local autonomy	0.307
Service quality	0.865

Table 5.A.3:   Operationalisation of control variables for the analysis of the relationship between mayors' role perceptions and recruitment patterns

Variable	*Measurement*
Party member	0 = non-member, 1 = member
Education.	1 = university degree, O= no university degree
Left-right	From 0 (left) to 10 (right).
Civil society	Based on the statement 'Please clarify how your political career evolved.' A dichotomy between 'civil society' = 1 (whether they had any involvement in the past or currently with trade unions, business/professional associations or local associations) and 'Other'=0 was created
Gender	0 = male, 1 = female
Age	Age at the time of answering the survey

Notes

i   The analysis by Bäcks (2006) included 'internal networking' as well, but in this survey round questions related to this task were omitted and therefore data on this topic was insufficient.

ii   The mayors were given the opportunity to give their assessments by choosing one of the five rates on a Likert scale with regard to each specific statement, of which they mainly agreed.

iii The statement 'to guide staff in day-to-day activities' had the least importance for the European mayors. However, this task has higher importance now than according to the first survey.

iv This refers to the statements 'to defend and promote the influence of local authorities in the political system', 'to implement the programme of his/her political party/movement', and 'to manage the implementation of his/her personal policy choices'.

v This refers to the statement 'to set goals for transforming the administrative structure'.

vi This refers to the statements 'to ensure the correctness of the political-administrative processes and 'to help citizens resolve complaints with the municipal government'.

vii This refers to the statements 'to attract resources from external sources' and 'to represent the city to the outside world'.

viii This refers to the statement 'to guide the staff in the day to day activity'.

ix This refers to the statement 'to implement the programme of his/her political party/movement'.

x Responses were given on a Likert scale ranging from 0 (not at all) to 4 (a very great extent).