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Leadership best practices of Hispanic leaders in public organizations

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LEADERSHIP BEST PRACTICES OF HISPANIC

LEADERS IN PUBLIC ORGANIZATIONS

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DEDICATON

I would like to dedicate this work and my entire doctoral education to my wife and two children. Wendy, Melissa and Michael, without you none of my accomplishments would be possible or have any meaning. Thank you from the bottom of my heart for your patience, understanding, and encouragement. Without you guys I'm nothing. Mel and Mikey, you guys are one-hundred times smarter than me, so if I was able to finish this degree, the sky is the limit for both of you. Go conquer the world and don't let anything stand in your way. Wen, this degree is as much mine as it is yours. Thank you for believing in me, pushing me, and allowing me to make the dream of obtaining a doctoral degree a reality.

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ABSTRACT

The last five decades have seen the population of Hispanics in California rise from 16% to 39% (California State Data Center, 2013). As the number of Hispanics has grown, so has the number of Hispanics responsible for heading public organizations in the State. As more Hispanics obtain leadership positions, they face the same challenges that many other leaders' face; to do more with less and to operate under the scrutiny of the citizens they represent (Kettle, 2009). The pressure to deliver effective and efficient services is further complicated by the hierarchical structure of public organizations; and the ideals of the old public administration, new public management, and new public service that shape how public administrations function today. The purpose of this study was to determine the best-practices that Hispanic leaders employ to make them successful in leading a public organization. This descriptive phenomenological study utilized a purposive sample of 10 participants who currently provide direct or indirect leadership to a public organization in their role as an elected official. Data was collected through semi-structured interviewed utilizing an eight-open ended question interview protocol. As a result, 6 key findings were identified. One notable finding was that Hispanic leaders of public organizations indicated that key components to their success included; (a) collaboration, (b) communication skills, and (c) continual engagement of internal and external stakeholders. As a result, this study identified current best-practices of Hispanic leaders in public organizations, which help inform current and future Hispanic leaders on what is required to lead a successful organization. It addition, it provides the components to develop a toolkit of diverse leadership skills and abilities that may assist Hispanic leaders navigating through the bureaucracy that engulfs public organizations.

Chapter 1: Introduction

Background

The population shift of the last five decades has changed the cultural demographics and needs of the state of California. From 1970 to 2015, the Hispanic population in California increased from 16% to 39% of the total state's population. Yet, the majority of public organizations in California, tasked with providing services to the population it represents, continue to be led by Non-Hispanic public administrators. As more Hispanics enter public office and obtain leadership positions in public organizations, they are faced with the same challenge that most public administrator's face; to do more with less and to operate under the scrutiny of the citizens they represent (Kettle, 2009). Adding to the complexity of leading a public organization is the cultural diversity that exists within it. The success of the organization requires that its leaders have people skills, communication skills and leadership skills (Ng, 2015).

Public administration. In his 1887 essay, "The Study of Administration", Woodrow Wilson discussed the need for public administrators who not only have the capacity to implement and manage policies but also have the knowledge and skill to educate the masses on what is correct and just (Wilson, 1887). Wilson discussed the dichotomy of politics and public administration, which laid the foundation for the field in this country. As the field grew, it took on the ideas of business administration to shape what it is today. One of those ideas that shaped the way public organizations operate today is Frederick Winslow Taylor's Scientific Management theory. Scientific Management Theory focuses on creating efficiencies and improving productivity by analyzing workflows and creating a division of labor (Shafritz, Ott, & Jang, 2005). The infusion of Scientific Management Theory onto the field of public administration has contributed to an assembly like process of managing a public organization (Shafritz & Hyde, 2011). As a result, current bureaucracies in the United States are designed to be centralized, layered and to operate via a system of reviews and approvals.

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The last three decades have seen technology grow at an incredible speed. The growth of technology has impacted society, and as a result the public organizations designed to serve them. Technology has made the world flatter and more accessible to all. Citizens served by public organization expect and demand faster and more accurate access to information and delivery of services. Leaders of public organizations need to be prepared to meet these challenges head-on to be effective and efficient. The challenges of today's bureaucracies must be assessed with a global perspective and demand that anyone with decision-making power have the knowledge, skills and abilities to be effective under these conditions. Current conditions require that public administrators move away from the traditional functions of administration that places attention on managing instead of leading an organization. Leaders in public organizations need not only focus on the functions of management outlines by Gulick and Urwick; but also focus on functions that engender trust, empower employees and lead a group of people towards a common goal and mission (Gulick & Urwick, 1937).

Classical or traditional public administration. The urbanization of the United States lead to the creation of cities and all the challenges that come with making a city function. Since the 1880s when Woodrow Wilson wrote his seminal essay on the dichotomy of politics and public administration, the United States has gone through a great transformation (Shafritz & Hyde, 2011). The late 1800s brought about the industrial revolution and began the change of moving the country away from an agrarian society to one that is now primarily urban. The industrial revolution and the technological advances of the 1900s continued to reshape the country solidifying urbanization and making cities the hub of economics, culture and politics (Starling, 2005). As more cities began to appear, so did the need for a more complex government; and the need to introduce management onto public administration became a necessity as a means to effectively deliver services to the community.

Wilson laid the foundation for what has come to be known as traditional or classical public administration (Shafritz & Hyde, 2011). Traditional public administration adopted the

ideas of Wilson's dichotomy of politics and administration to create a government that use Scientific Management as the foundation to find the "one best way" to deliver services to the public. Scientific Management provided the model required to create hierarchical and structured public administration departments that can provide the services they were created to deliver. The growth of a structured and hierarchical government required that public administrators use the functions of an executive; planning, organizing, coordinating, reporting, and budgeting, to manage their organizations (Gulick & Urwick, 1937). This structure created a government that operates through top-down control mechanisms, limiting discretion as much as possible (Denhardt & Denhardt, 2000).

New public management. The civil unrest of the 1960, the impeachment of President Nixon and the uneasiness of the Vietnam War in the 1970s, made citizens question the scope and power of government (Kettle, 2009). As the 1070s came to an end, in response to citizen sentiment, the field of public administration began to see advocates push for a more decentralized government that would leverage economic market forces to better deliver public services (Kettle, 2002). This shift in ideology in public administration came to be known as the New Public Management. New public management urges a reinvention of government that focuses on steering not rowing (Kettle, 2002). As Osborne and Gaebler (1992) indicate, governments need to be more mission-driven, results-oriented, community-owned and market-oriented in this new age to be effective. Echoing these sentiments, Behn (2001), argued for a government with 360-degree accountability on performance and outcomes. Public organizations of the 1980s and 1990s began to embrace network governance and as a result public organizations saw an increase in partnering with Non-Governmental Organizations (NGO's), Faith Based Organizations (FBO's), and Community Based Organizations (CBO's) to deliver services and meet the demands of doing more with less (Kettle, 2009).

The shift away from traditional public administration has not come without its criticism. Those who oppose new public management argue that governments' move towards network

governance centralize the power of government rather than decentralizing it because it concentrates the decision making power to the few government administrators who oversee the contracting process (Mongkol, 2011). Another area of criticism is the infusion of economic market forces onto government services. Those who oppose contend that the aim of private and public services exists at polar opposites. Private business aims to make the most money possible while public organizations seek to deliver the most services possible. The contrast is a problem because it creates opportunities for unethical and corrupt behavior (Mongkol, 2011).

   New public service. The pressure put upon public organization during the 1990s and the criticisms of the new public management introduced yet another paradigm shift in public administration known as the New Public Service (Denhardt & Denhardt, 2007). The new public service, like new public management, argues for a smaller government that is able of to do more with less. But, unlike the new public management, the new public service focuses on service and emphasizes that governments role is to serve citizens, serve the public interest and promote civic engagement (Denhardt & Denhardt, 2007). Denhardt and Denhardt (2007), indicate that the new public services seek to integrate democracy back into public administration by, "serving citizens not customers, seeking public interest, valuing citizenship over entrepreneurship, thinking critically and acting democratically, recognizing that accountability is not simple, emphasizing service over steering, and valuing people not just productivity" (pp. 43-44). The new public service seeks to bridge the gap between the traditional public administration and the new public management by making citizens and public interest the focus of public administrations.

Table 1

Comparing Perspectives: Old Public Administration, New Public Management, and New Public Service

	Old Public Administration	New Public Management	New Public Service
Theoretical Foundation	Political theory, naïve social science	Economic theory, positivist social science	Democratic theory
Rationality and Models of human behavior	Administrative rationality, public interest	Technical and economic rationality, self-interest	Strategic rationality, citizen interest
Conception of the public interest	Political, enshrined in law	Aggregation of individual interest	Dialogue about shared values
To whom are civil servants responsive?	Clients and constituents	Customers	Citizens
Role of government	"Rowing," implementation focused on politically defined objectives	"Steering," serving as catalyst to unleash market forces	"Serving," negotiation and brokering interests among citizens
Mechanism for achieving policy objectives	Administering programs through governmental agencies	Creating mechanisms and incentive through private and nonprofit agencies	Building coalitions of public, nonprofit private agencies
Approach to accountability	Hierarchical — administrators responsible to elected leaders	Market-drive-outcomes result from accumulation of self-interests	Multifaceted public servants guided by law, values, professional norms and citizen interests
Administrative discretion	Limited discretion granted to public officials	Wide latitude to meet entrepreneurial goals	Discretion needed but constrained and accountable
Assumed organizational structure	Bureaucratic organizations with top-down authority and control of clients	Decentralized public organizations with primary control within agency	Collaborative structures with shared leadership
Assumed motivational basis of public servants	Pay and benefits, civil-service protections	Entrepreneurial spirit, desire to reduce size and functions of government	Public service, desire to contribute to society

Note. The data in the table are from "Public Administration Perspective Comparison," by J.V. Denhardt and R.B. Denhardt, 2007. *The New Public Service: Serving, not Steering*, pp. 28-29. Copyright 2011 by M.E. Sharpe. Adapted with permission.

Hispanic Americans. Discussion of Latin Americans in the United States requires that one stop and examine the labels used to describe people of Latin American descent. The term "Hispanic" and "Latino" are used to describe immigrants from countries south of the United States border. Both terms fail to recognize that each country has its own unique culture, customs, beliefs and norms. Adding to the complexity is that the terms used to describe Latin Americans in the United States, have an underlying meaning for many Latin Americans. Granados (2000) describes, Latin Americans who identify with the term "Hispanic" as those who tend to be more assimilated, conservative, and young; while those who identify with the term 'Latino" tend to be more liberal, older and outspoken (Granados, 2000). Regardless of one's choice of terms, both Latino and Hispanic have been used in the United Stated to describe people of Latin American descent. For the purposes of this research, both terms will be used interchangeably forgoing any intended and unintended meaning. Instead they will be used to simply describe people of Latin American descent.

California Hispanic Population 1970 - 2015
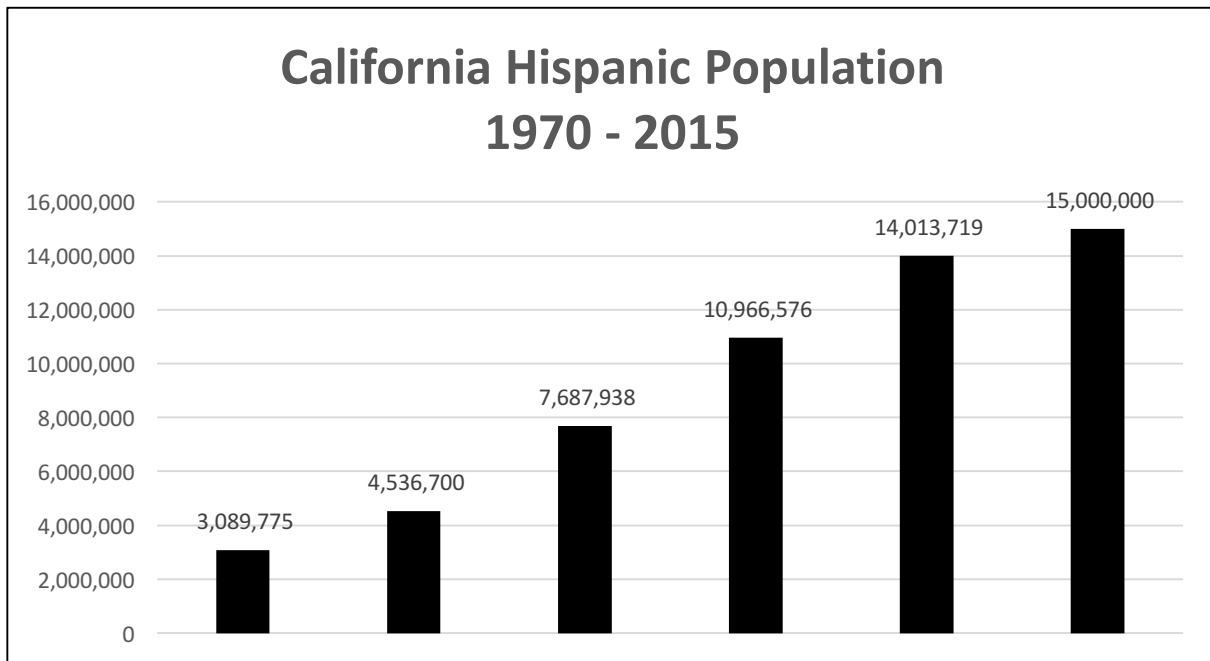
Figure 1. California Hispanic population 1970 - 2015. From *Race/Ethnic Population Estimates: Components of Change for California*, by the California Department of Finance, State of California. Copyright 2016 by the State of California. Adapted with Permission.

U.S. Census data shows that from 1970 to the year 2000 the Hispanic population in California went from 3,089,775 (16% of the total population) to 10,966,576 (32% of the total population), tripling in size over a four-decade period. Since the year 2000, the Hispanic population has continued to grow, and as of 2015 the population stands at an estimated 15 million people, representing 39% of the total population of California (California State Data Center, 2013).

Table 2.

California 2015 Latino Elected Officials

California

Total HEOs: **1,377**   Total HEOs at Federal and State Level **34**

Level of Office	Male	Female	Total	DEM M	DEM F	GOP M	GOP F	• M	• F	IND M	IND F	N/P M	N/P F
U.S. Representatives	5	5	10	5	5	-	-	-	-	-	-	-	-
State Officials	1	-	1	1	-	-	-	-	-	-	-	-	-
State Senators	5	-	5	5	-	-	-	-	-	-	-	-	-
State Representatives	13	5	18	11	5	2	-	-	-	-	-	-	-
County Officials	22	9	31	5	2	-	-	16	5	-	-	1	2
Municipal Officials	248	137	385	39	28	4	3	145	75	-		60	31
Judicial/Law Enforcement	57	21	78	5	1	1	-	16	2	-	-	35	18
Education/School Board	374	353	727	30	33	4	2	288	273	1	-	51	45
Special District Officials	90	32	122	3	1	-	-	82	29	-	-	5	2
Subtotals	815	562	3	104	75	11	5	547	384	1	-	152	98
TOTALS		1,377		179				931		1		250	

Dem: Democratic Office   GOP: Republican office   • : No party stated   IND: Independent office   N/P: Nonpartisan office
M: Male   F: Female

Note. The data is this table are from "California 2015 Latino Elected Officials," by NALEO Educational Fund, *National Directory of Latino Elected Officials*, p. 7. Copyright 2015 by NALEO Educational Fund. Adapted with permission.

Population growth and changing demographics in California have opened the doors for Hispanic-Americans to serve as elected officials and lead public organizations. According to a

NALEO Educational Fund (2015) survey, 1,377 elected position were held by elected officials of

Hispanic descent in 2015. As Hispanic leaders work toward leading public organizations, they

must also manage critical factors that affect everyday operations of the organization. Factors

such as Civil Service Rules, technological advances, and globalization are only a few examples

the challenges that come with leading a bureaucracy to a place where efficiency and delivery of

services are at the core of its mission.

Adding to the complexities of leading a public organization is the pressure on government

organization to do more with less. Bureaucracies are embracing Network governance as they

seek to partner with Community Based Organizations (CBOs), Non-Governmental

Organizations (NGOs), and Faith Based Organizations (FBOs) to deliver services and meet the

demands of doing more with less (Kettle, 2009). This new direction in delivery of services

requires that Hispanic leaders be equipped to not only lead internally but also lead external

partners. It requires that leaders of public organizations communicate the goal and mission to

everyone involved with the organization. It also requires that the centralized approach of

management be replaced with a decentralized approach that allows for faster decisions making

and a more effective organization.

Statement of the Problem

According to the Equal Employment Opportunity Commission (2013), State and Local

Government job report, 191,258 of 705,204 (27%) of State and Government jobs were filled by

employees of Hispanic descent. Of the 705,204 State and Local Government Jobs, 31,877

positions are allocated for officials and administrators. Of those positions, 17% were filled

employees of Hispanic descent. Although there are Hispanics holding leadership roles in public

service, the percentage of Hispanic representation remains small. Members of Hispanic descent

fill five of the 40 current California Senate seats, equaling 12% representation for a population

that comprises 39% of the state's total population. Similarly, in the California State Assembly, 18

of the 80 seats are filled by members of Hispanic descent, a 22% representation (NALEO

Educational Fund, 2015).

As more Hispanics obtain leadership positions in public organizations, it is important to learn from the pioneers and identify strategies for success. Public organizations in California are undergoing a revolution in ideology and composition. Current Hispanic leaders are charged with leading organizations pressured to do more with less in an environment that; (a) is responsible for delivery of services to a diverse population, (b) has an ingrained culture of structure and hierarchy, and (c) work with staff from various ages, cultures, and educational background.

Purpose Statement

At the core of many public organization's mission is the effective delivery of service to the citizens they represent. Ng (2015), indicates that leading a successful organization, "requires a combination of leadership, communication and people skills" (p. 93). The skills outlined by Ng (2015) provide a foundation for leading a successful organization. This research aims to look beyond these fundamental skills, and closely examine the best-practices that Hispanic leaders employ to effectively lead an organization. To accomplish this task, this research will seek and interview exemplary Hispanic leaders who have successfully lead an organization. Through their interviews this research will discern the best practices employed by them that contribute to their success. In addition, this research aims to identify the challenges and obstacles that Hispanic leaders face in leading an effective organization. Most importantly, this research will look beyond the obstacles and challenges and identify the strategies that better help maneuver the bureaucracy that sometimes stifles success in public organizations. Ultimately, this research will provide a model of success that other Hispanic leaders can employ to help them lead organizations that deliver effective and efficient services.

Research Questions

The following research questions (RQ) are addressed in this study.

RQ1: "What leadership strategies and practices do successful Hispanic leaders employ in the public sector?"

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RQ2: "What are the obstacles and challenges faced by Hispanic leaders in the public

sector?"

RQ3: "What are the measurements of success for Hispanic leaders in the public sector?"

RQ4: "Based on their experience, what recommendations would Hispanic leaders give to

the future generation of Hispanic public sector leaders?"

Significance of the Study

As public organizations work to meet their mission and goals, their leaders require

leadership skills that enable them to navigate the complex structure that is a public organization.

Whether the organization functions under the traditional public administration model or functions

under the new public management or new public service, those responsible for leading public

organizations require leadership skills equivalent to the task at hand. Determining effective and

efficient services requires that one have a baseline and rubric for measuring success. This

study seeks to identify the effective leadership practices that Hispanic leaders employ to obtain

success; and consequently identifying the component that make up this rubric. The findings of

this study will generate a list of current leadership best practices and strategies that Hispanic

leaders in public organizations employ to make them successful. By identifying these strategies

and best-practices; public organizations, universities, and leadership development programs

can utilize the findings to develop and or revise curriculum that better equip leaders with proven

success tools.

Universities with public administration and or organizational leadership programs can

use the identified best practices as a blueprint for developing curriculum that is anchored upon

proven success strategies. Doing so will allow universities to develop or redesign leadership

course that are specifically targeted to a growing population in the public sector, thus providing

a competitive advantage over the traditional leadership program. The finding of this study can

further be used by employee development programs of public organizations to create leadership

training materials and mentoring programs that are built upon the proven success of current

leaders. Further, the research findings also seek to identify the recommendations that Hispanic leaders have for future generation of Hispanic leaders. As more Hispanics enter public service and obtain leadership positions, it is to their benefit to build upon the success and failure of past leaders to help them create more effective and successful public organizations. Last, the findings of this study provide the ingredients for developing a consulting and mentoring practice that utilizes proven success strategies of Hispanic leaders that empower current and future generation of Hispanic leaders to lead public organizations to a new frontier.

Limitations

- The researcher's bias as a government employee may have influenced the interviews, and coding interpretation of data.

- Sample may not cover leadership practices in all governmental organizational structures.

- The study was limited to elected officials in California only.

- This study does not account for the wide range of factors that affect organizations in other states.

Key Assumptions

Research conducted in this study assumes that leadership best practices differ between ethnic groups.

1. Research sample assumes that all participants have a similar and collective background belief system not accounting for the different subcultures of Latin America.

Definition of Terms

The purpose of definition of term is to provide clarity and context as to how certain term are used and applied to this research. Certain term will appear frequently throughout this study. For the purposes of this research, the following terms are defined for the reader's reference:

- Administration is defined as the management and direction of the affairs of governments and institutions (Shafritz, 2004).

- Administrator is defined as a manager, the head of a government agency, or someone with fiduciary responsibility (Shafritz, 2004).

- Administrative Agency is defined as a government organization setup to implement a law (Shafritz, 2004).

- Agency is defined as an office, department of government branch created to execute a governmental program or mandate (Shafritz, 2004).

- Bureaucracy is defined as the inefficiency of government organizations brought upon by the amount of red tape required to accomplish a task (Shafritz, 2004).

- Citizen participation is defined as involvement of a large scale of citizens in the policy-making process (Fox & Meyer, 1995).

- Civil service is defined as the process used by government organizations to recruit and hire employees (Fox & Meyer, 1995).

- Community Based Organization (CBO) is defined as public and/or private nonprofit organizations that represent a cross-section a community; and work to provide educational and or social services to individuals of the community they represent ("United States Code: House of Representatives," 2016).

- Coalition is defined as a group of individuals with similar interests who unite to advocate on behalf of the others (Fox & Meyer, 1995).

- E-Government is defined as an electronic means of delivering services, benefits or entitlements such as Social Security benefits to citizens (Shafritz, 2004).

- Expert power is defined as the ability to influence others based upon knowledge or unique skills others find of value (Fox & Meyer, 1995).

- Faith Based Organization (FBO) is defined as a non-profit religious organization that provides community social services (Shafritz, 2004).

- Governance is defined as the method of exercising power by a government agency or department (Shafritz, 2004).

- Incrementalism is defined as the process used by government agencies to make slow and incremental change in policy or the delivery of services (Shafritz, 2004).

- Non-Governmental organization (NGO) is defined as a private organization that is involved in community social services (Shafritz, 2004).

- Organization is defined as a government agency or department who work jointly to achieve a common goal (Shafritz, 2004).

- Patronage is defined as the authority of elected officials to appoint individuals to offices and or contracts to secure political support (Shafritz, 2004).

- Power is defined as the ability or capacity to influence others (Northouse, 2013)

- Public administration is defined as the organizational behavior, management, and public interest that represent the totality of all that government does (Fox & Meyer, 1995).

- Public organization is defined as a government organization setup to implement a law or program (Shafritz, 2004).

- Public sector is defined as the portion or section of the country's economy which is under the control and guidance of the state (Fox & Meyer, 1995).

- Reengineering is defined as the rethinking and redesigning of a government department with the intent to achieve significant improvements in the quality of service or performance (Shafritz, 2004).

Scientific Management is defined as an early management approach based of the work of Frederick Winslow Taylor that seeks to increase the level of organizational productivity and to identify the shortest and effective way to execute tasks (Fox & Meyer, 1995).

Chapter Summary

The last five decades have seen the population of Hispanics in California rise from 16% to 39%. As the number of Hispanics has grown, so has the number of Hispanics responsible for heading public organizations in the state. Nonetheless, the number of Hispanics responsible for

leading public organization remains minimal. The changing demographics of the state require that more Hispanics obtain leadership positions in public organization in order to live up to the ideals of a representative government. As more Hispanics obtain leadership positions, they are faced with the same challenge that many other public leaders face, to do more with less and to operate under the scrutiny of the citizens they represent (Kettle, 2009). The pressure to deliver effective and efficient services is further complicated by the structure and ideals that shape public administrations. Whether a public organization functions under the concepts of the traditional public administration, new public management, or new public services; its leaders must still work diligently to meet the goals and objectives of the organization.

Achieving this goal requires that a leader have a diverse toolkit of leadership skills and abilities that assists them navigate through the bureaucracy that engulf public organizations. The findings of this research seek to identify current best practices of Hispanic leaders in public organizations that make them successful and that will enable current and future Hispanics leader's lead effective organizations. By learning from the experiences of current leaders and leveraging on their best-practices, future public managers will be better equipped with the tool necessary to navigate the complex structure that is a public organization. Last, this research aims to identify the challenges and obstacles that Hispanic leaders face in leading an effective organization. Most importantly, this research will look beyond the obstacles and challenges and identify the strategies that better help maneuver the bureaucracy that sometimes stifles success in public organization. Ultimately, this research will provide a model of success that other Hispanic leaders can employ to help them lead organizations that deliver effective and efficient services.

Chapter 2: Literature Review

Introduction

To understand how leadership best practices impact public administrations, it is important to understand how public administrations function and the factors that mold and shape public administrations. Although an argument can be made for a plethora of factors that influence effective public administration leadership, this chapter will focus on examining the current literature in the following three areas: evolution of public administrations, leadership theories impacting public administration, and a historical review of Hispanics in leadership roles in public administration. In an effort to address these three areas, the current literature is examined for a discussion on how the structure of public administrations evolved and how its structure impact leadership practices. Further, current literature is examined to determine how the current movement to new public administration and new public service impacts leadership practices in public administrations. Next, the current literature is examined to identify the best practices employed by Hispanic public administration leaders that make them successful.

Organization of the chapter. The first part of this chapter presents readers with a historical introduction to the field of public administration and the factors and forces that have shaped the field. Specifically, this chapter begins with a discussion on traditional or classical public administration and continues with its evolution to new public management and new public service. Next, four leadership theories that have had an impact on the field of public administration are discussed. The four leadership theories discussed in this chapter are great man theory, traits approach, the skills approach, and transformational leadership. These four theories are discussed as they have evolved parallel to public administration and have influenced the way leadership is approached in public administrations. Further, to understand the role that these four theories have had of the field of public administration, this chapter will synthesize and provide a historical perspective on the evolution of public administration and the

impact that leadership has had on its evolution. The next section of this chapter will hone in specifically on the role and leadership practices of Hispanic leaders. The current literature on Hispanic leaders in the field of public administration are synthesized to examine common themes, obstacles and lessons learned. The last section of the chapter addresses of the theoretical framework.

Evolution of Public
Administration

Leadership Theories
impacting Public
Administration

Hispanic Leaders in Public
Administration

Theoretical Framework

Figure 2. Literature review structure and path. Created by the author.

Old Public Administration

The Beginnings of Public Administration. The formal field of public administration in the United States traces its roots to the late 1880s when Woodrow Wilson wrote his seminal essay on "The Study of Administration" in which he discussed the dichotomy of politics and public administration (Shafritz et al., 2005). Prior to this, public administration in the United States primarily operated under the spoils systems where patronage, nepotism and favoritism were the main modes of operations for leadership and decision making (Theriault, 2003). This process of leading a public organization allowed the country to grow during the first one hundred

years after the United States declared its independence from Great Britain. Leadership under

this model provided the means for the country to grow from thirteen states to thirty-eight by the

end of the 1880s. Since its creation, the United States government has had advocates for both

centralized and decentralized forms of government and leadership for public organization. The

debate between proponents of a strong central government and a decentralized one initiated

with the political ideologies of Alexander Hamilton and Thomas Jefferson (Goldfield, 2004).

Table 3.

Hamilton & Jefferson Leadership Perspectives

Issue	Hamilton (Centralized Power)	Jefferson (Decentralized Power)
A Constitution establishing a strong central government	Favored	Opposed
Power of thirteen states	Favored limiting state power. Believed the Senate (with two representatives per state) provided reasonable representation in state interests	Strongly promoted power and influence at the state level
Bill of Rights	Not necessary	Supported as essential
Articles of Confederation	Considered it an ineffectual governing document. Congressional power was limited to asking for cooperation from states.	Articles needed to be amended, but retained
Size of the nation	Considered a large republic to be the best safeguard for individual liberty	A small republic alone could protect rights
Supporters	Large farmers, merchants, artisans	Small farmers, often from rural areas

Note: The data in this table are from "The American Journey: A History of the United States," by D.R. Goldfield, 2004. *The American Journey: A History of the United States.* Copyright 2004 by Pearson/Prentice Hall. Adapted with permission.

Alexander Hamilton argued for a centralized form of government whereby states would have limited power and the bulk of the power would rest with the Federal government. Hamilton was of the belief that only the wealthy, educated and well-off had the knowledge and skills to lead (Goldfield, 2004). Hamilton's leadership ideology mirrors traits theory of leadership, which has its roots in the great man theory of leadership. Northouse (2004) states, "the trait perspective suggests that certain individuals have special innate or inborn characteristics or qualities that make them leaders, and it is these qualities that differentiates them from nonleaders" (p. 4). Unlike Hamilton, Jefferson advocated for a decentralized power base where leadership was delegated to the individual states where they were better equipped to make decisions for themselves (Goldfield, 2004). Although the debate for a centralized and decentralized government stood at the heart of how public organizations should be lead, the unspoken conversation of the time identified the leader as an individual who possessed certain knowledge, skills and abilities that set them apart from the rest that made them capable of leading a public organization.

For the first century of the United States history, whether one favored a centralized or decentralized form of government, leadership of public administrations was reserved for individuals who possessed certain knowledge, skills and abilities. For the most part, those identified to possess these ingrained qualities of leadership were white males. Under this model, the country was able to expand its western borders from the Mississippi river to the coasts of California. Expansion was accomplished and lead by men with centralized power who argued for, supported and pushed for Manifest Destiny, the Louisiana Purchase, and the Mexican Secession, which provided for the acquisition of the states of New Mexico, Arizona, California, Texas and parts of Colorado, Utah and Nevada through the Treaty of Guadalupe Hidalgo (Nelson, 1991). As previously noted, the 1800s brought the expansion of the United States. During this time, the country was able to expand its borders from coast to coast under the leadership of certain individuals. As the country grew, so did the belief that certain individuals

are more prepared than others to lead.

As the 1860s came to be, the United States found itself in the turmoil of the Civil War which threatened to split the country in half. The people of the United States turned to their leaders for guidance and direction. At that time, the individual who seemed to possess the knowledge, skills, and abilities required to lead the country out of this turmoil was Abraham Lincoln. As Goodwin and Coutu (2009) describe, President Lincoln possessed the traits of self-confidence, intelligence, sociability and insight that made him an exemplary leader. Under the leadership of President Lincoln, the United Stated was able to remain as one nation thus adding to the argument that certain individuals possess unique skills that enable them to lead. In response to the turmoil brought upon by the Civil War, government and thus public organizations responded by centralizing power and delegating leadership authority to a select few. In the years following the Civil War, positions of power and authority were delegated using the spoils and patronage systems (Hoogenboom, 1959). Those in top leadership positions where able assign and distribute positions of power with the intent of developing a loyalty base that would ensure their power position in the future as well as make running the organization more effective by eliminating individuals who would oppose them (Theriault, 2003). Those in top leadership positions saw this as a necessary management strategy to help the organization be more effective. Those who opposed saw patronage and the spoils systems as ineffective as it assigned leadership positions to individuals who were politically connected as opposed to leadership positions being assigned to individuals who possessed the knowledge, skills and abilities to lead an effective organization.

The second half of the 1800s brought with it the end of the Civil War and the beginnings of the industrial revolution in the United States. Both of these events further fueled the westward expansion and the urbanization of the United States. The end of the Civil War and the creation of factories created opportunities for people to leave rural America in exchange for factory jobs and city life (Mordecai, 2011). Urbanization, democratization, and Industrialization contributed to

the growing social tension on the late 1880s (Rosser, 2013). In response to urban growth, government took on the task of managing the day-to-day needs of cities such as proving safety and security for its citizens. The assignment of public administrators under the spoils and patronage system created issues and those put in charge did not have the skills necessary to ensure the effective management of a city (Theriault, 2003). In response to these challenges, during the 1870s people began to argue for an end to the spoils and patronage system. This shift gave birth to the civil service reform movement in the United States (Mordecai, 2011). Consequently, in 1893 the Pendleton Civil Service Act was passed and put in place the mechanism for obtaining employment in a government organization. As described by Hoogenboom (1959):

> Politicians, not businessmen, dominated the civil service before the Pendleton Act, and the civil service gave the politician his strength. Not only did it provide a payroll for his staff of hacks and ward heelers; it was also a primary source of that important commodity with which elections are won — money. (p. 302)

The Pendleton Act was passed in 1883 in response to the dissatisfaction of citizens with the way positions in public administrations were obtained. The issue came to the forefront after the assassination of President Garfield by a disgruntled supporter who felt Garfield owed him a position in government for his support during the election (Theriault, 2003). The Pendleton Act gave rise to the civil service and implemented a competitive examination process for obtaining civil employment. The Pendleton Act and the implementation of the civil service examination process has a tremendous impact on the structure of public organizations because is set the foundation for defining the workforce of which public administration leaders have been responsible for the last century.

The Pendleton Act created the mechanism for obtaining civil employment outside of the patronage and spoils system but failed to outline the role of a civil servant, specifically that of a

public administrator. Nonetheless the passage of the Pendleton Act had a major impact in the way political parties sought and obtained public administrators. The passage of the act set in place two important provisions. First, mandatory campaign contributions were banned. This was an important because, prior to the act, 75% of campaign contributions in the post-reconstruction era were obtained through spoils and patronage (Theriault, 2003). The second major impact was that the act implemented an entrance exam system for would-be bureaucrats and sought to replace loyalty with merit as the mechanism for obtaining employment in a public organization (Theriault, 2003). Woodrow Wilson was one of the individuals who saw a flaw in the way public administrations were being operated and advocated for a separation of politics and administration. Wilson argued that politics and administration should remain distinct and suggested that role of the politician was to create laws and seek re-election, while the role of the public administrator was to execute and put into action the laws enacted by politicians. As Wilson (1887) described:

> The field of administration is a field of business. It is removed from the hurry and strife of politics; it at most points stands apart even from the debatable ground of constitutional study. It is a part of political life only as the methods of the counting house are a part of the life of society; only as machinery is part of the manufactured product. But it is, at the same time, raised very far above the dull level of mere technical detail by the fact that through its greater principles it is directly connected with the lasting maxims of political wisdom, the permanent truths of political progress. (pp. 209-210)

The era of the latter part of the 1800s brought with it the transition of the United States from primarily an agrarian to an urban society. As towns grew into cities, so did the need for larger public administrations with the capacity to handle the needs and challenges of larger metropolis.

The government's response to address these challenges did not come without criticism. As governments increased the size of public administrations and politicians awarded positions based on patronage and spoils, citizens and those with a voice in government began to criticize

the ineptitude of those put in power of public administrations who lacked the skills and knowledge to run an effective public administration. As the 1880s came to a close, leaders such as Woodrow Wilson, Theodore Roosevelt and William Howard Taft began to to speak about the ills and challenges that came with the growth of the country in the later part of the 1800s (Mordecai, 2011). Their views and criticism of the status quo gave birth to the progressive era that sought to address the ills of what they called a corrupt and failed political system and too powerful a big business (Theriault, 2003). These three men became the face of the progressive era, who once again contributed to the unspoken belief in that only a few men are born with and possess the ingrained qualities of leadership.

   Public administration in the progressive era. Mattson (1998), defined the progressive era as the time period of 1890s to the 1920s that sought to strengthen government and regulate big business. Walker (2013) further describes the progressive era as a time of rebellion against a small decentralized government that promoted liberalism and advocated for a stronger central government that promoted that public welfare. The progressive sought to centralize and strengthen the power of the federal government as argued by Hamilton and move away from the decentralized ideals of Jefferson (Mattson, 1998). This time period in United States history had an effect on the way the field of public administration would be structured. The progressive era focused on addressing the issues of corruption in politics and the excessive power of big business. Public administration also focused on these two areas as it sought to define and differentiate the roles of the politician and the public administrator. Woodrow Wilson was one of the first leaders to discuss the distinction of both disciplines. In his 1887 essay, Wilson discussed the need for public administrators who not only have the capacity to implement and manage policies but also have the knowledge and skill to educate the masses on what is correct and just (Wilson, 1887). Wilson would argue that a difference existed between those who represented the public interest in deciding laws and policies and those who were in charge of implementing said laws and policies.

Wilson was both a contributor and a product of the Progressive Era (Walker, 1989). As the United States embraced the industrial revolution and the moved away from its agrarian roots, men like Wilson argued that a distinction was needed in the functions of government. As McCandless & Guy (2013) indicate, Wilson advocated for a separate field of public administration free of law, politics and economics. This idea of how to structure and operate a public administration was central to the political concerns of the progressive era (McCandless & Guy, 2013). The difference that Wilson presented between the political and the administrative is what has become known as the politics-administration dichotomy in the field of public administration (Shafritz et al., 2005). As McCandless & Guy (2013) state, "[Wilson] argued that government should be more businesslike and efficient by employing scientific management techniques. This caused him to advocate merit-based promotions and an un-partisan and efficient administrative system" (p. 359).

Echoing the sentiments expressed by Wilson who argued for a separation between politics and administration, Frank Goodnow and William F. Willoughby also perceived the function of government as two-fold: (a) administrative functions, and (b) political decision making (Starling, 2005). Goodnow and Willoughby argued that the dysfunctions of government had its roots in the lack of separation between the functions of politics and administration (Starling, 2005). Both Goodnow and Willoughby saw the the mission of public administration as the efficient execution of the will of the state (Rosser, 2013). Goodnow argued that politics should concern itself with expressing the will of the people through the development of policies. Public administration should concern itself with the effective execution of said policies. Thus, he argued for a difference between the authorities and functions of government (Goodnow, 1900/2003; Rosser 2013). According to Goodnow (1900/2003), this distinction on the function and role of politics and public administration is important because it has a direct effect on the efficiency of a public organization.

The argument for keeping politics separate from administration required that the role and

function of a public organizations be defined. Consequently, during the early 20th century, business administration in the United States was also undergoing a revolution. Industrialization had pushed for a reexamination of business practices and for a model to maximize workforce efforts and profits. Goodnow and Willoughby turned to the advances in business administration to answer and address the ills that faced public administration. As such, both these men sought to implement the ideas set forth by Henri Fayol, Frederick W. Taylor, and Arthur Gulick to create a standard for operation a public administration (Starling, 2005).

As the field of public administration began to take shape, ideas from business administration were adopted and integrated into public administration that would help define the function of the organization and the role of a public administrator (Shafritz & Hyde, 2011). Henri Fayol's ideas had a profound and lasting effect on the field of public administration. Fayol's contribution to the field lies in the fact that he, like Frederick Winslow Taylor, saw business administration as a science and as such developed systems that were replicable and applicable to any organization (Starling, 205). Fayol developed 14 management principles that defined how an organization should be structured. The 14 principles are intended to increase organizational effectiveness by outlining a structure for the organization and defining the roles of individuals. Fayol called for division of work that centers on work specialization to increases output and make employees more efficient. In addition, he described the need for authority, discipline, unity of command and direction that allow for information to flow across the organization through a set channel of authority to ensure that the organization moves in the direction outlined by its leaders (Starling, 2005). Further, Fayol pointed out the need the need for a hierarchical and centralized decision making structure that provide order, equity, and stability and promote a sense of team spirit throughout the organization (Starling, 2005).

Like Henri Fayol, Frederick Winslow Taylor also had a lasting impact on how public organizations would be structured and led. Taylor outlined four principles of management that also laid the foundation for the structure of public organizations. Taylor's four principles of

scientific management, as outlined by O'Daniel (1912) sought to use science to define and improve organizational tasks. Taylor's principles seek to standardize organizational tasks so that work can be completed regardless of who is doing it. Standardization of tasks allows for the organization to train, teach and develop workers systematically. In addition, it guarantees that the work aligns with the principles of the science which were used to develop it; and it also ensures that the work and responsibility between employees and management remains equally divided (O'Daniel, 1912). Building upon the ideas of Fayol and Taylor, Arthur Gulick saw to operationalize scientific management theory by creating a framework that described the functions of management (Starling, 2005). As such, Gulick outlined seven functions of management represented under the acronym of POSDCORB. As described by Gulick (1937), POSDCORB stands for: Planning, Organizing, Staffing, Directing, Coordinating, Reporting, and Budgeting. In outlining the functions of management, Gulick sought to describe the multiple functions that a chief executive must undertake (Gulick, 1937). Thus POSDCORB is an attempt to outline management into seven basic tasks and activities (Agranoff & McGuire, 2001).

The work of Wilson, Taylor, Fayol and Gulick created the foundation for the modern field of public administration. Woodrow Wilson argued for a distinction of politics and administration. Taylor and Fayol provided the theoretical framework for improving business operation and Gulick operationalized the functions of management applying a practitioner based approach to the field of public administration and defining its functions through POSDCORB (Chalekian, 2016). As the 1800s came to an end and the 1900s embraced the progressive movement, public administrations began to grow as government worked to reduce the power of big business and increase the roles of government in the country. The Sherman Antitrust act, the budget reforms set by President Taft and the presidency of Woodrow Wilson, all contributed to the centralization of government power and the move back to a Hamiltonian form of government.
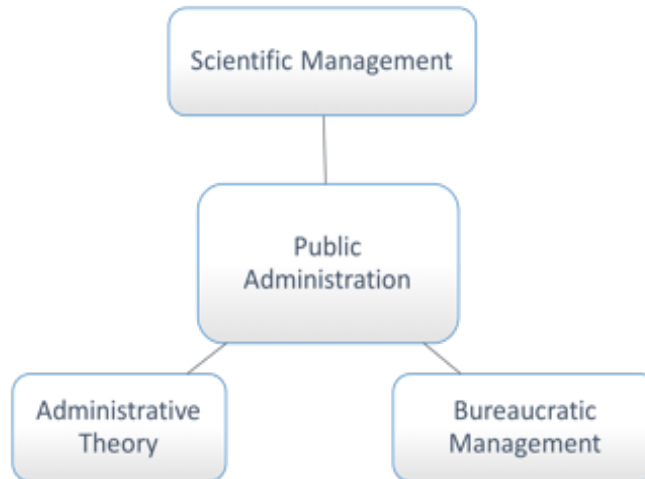
Figure 3. Public administration: Management and administrative theories of influence. Created by the author*.*

Solidifying the foundation of old Public Administration. The decades that followed the progressive movement gave rise to "big" government in the United States and consequently expanded the need for more public administrations (Joaquin & Greitens, 2011). The progressive movement of the 1910s, the economic growth of the roaring twenties, the economic struggles of 1930s, and the United States involvement in World War II in the 1940s all contributed to the growth and expansion of government in the United States. As a result, the government's response to these challenges contributed to the expansion of public administrations. These four decades saw the passage of laws and programs that expanded the control of the government and laid the foundation for many of the public organizations we see today. For example, in response to the challenges of the Great Depression, President Franklin D. Roosevelt introduced a series of projects and legislations collectively known as the New Deal (Kotlowski, 2008). Under the New Deal, President Roosevelt paved the way for the establishment of the Social Security Administration, the Department of Housing and Urban Development and a slew of other government programs that expanded the scope of public administration (Kotlowski, 2008). These projects were designed to provide economic relief by

stimulating the economy though the creations of government jobs and the service. As a result

the role and scope of government expanded. As the number of public administrations grew and

their responsibility expanded, public administrations began to take shape, expand and mold

under the ideas set forth by Wilson, Taylor, Fayol and Gulick. Public organizations embraced

the efficiencies that scientific management advocated and adopted the managerial approaches

of bureaucratic management and administrative theory.

As public administrations grew, the need to define the structure of the organization and

the role of the public administrator became a necessity. Work specialization, division of labor,

and span of control took hold of public organizations and help define the structure we see today.

Building on scientific management, public administrations adopted Fayol's 14 principles of

management outlined in administrative theory to establish management processes with the

fundamental roles of planning, organizing, commanding, coordinating, controlling for all

managers (Shafritz & Ott, 2001; Parker & Ritson, 2005). Arthur Gulick later defines the functions

and roles of administrators through seven functions of management as outlined by POSDCORB

(Chalekian, 2016). Borrowing on Weber's bureaucratic management, public organizations

structured themselves under a hierarchical approach that promoted stable predictability for

organizational operations by implementing rules and policies that created a uniformity and

predictability for the organization (Weber, 1947).

As public organizations began to take shape under these theories and models, the

structure of the organization became more clear and apparent. As Starling (2005) indicates, the

structure of public organizations began to take shape through a process that included dividing

work into specific departments and tasks and assigning tasks and responsibilities to related

jobs. This process clustered jobs into specific units that allowed for coordination of

organizational tasks and established relationships among individuals, groups, and departments.

Structuring the organization in this manner allowed for the establishment of a formal line of

authority and it established a system for allocating and deploying organizational resources

(Starling, 2005). By undergoing this process, public organizations structured their organizations with well-defined divisions of labor and specialized tasks that scientific management called for to increase productivity and efficiency in the organization. This division of labor contributed to the creation of specialized units, departments, and divisions that lend themselves to a hierarchical structure with a defined span of control. As starling (2005) indicated, the span of control principle refers to how many subordinates a superior can manage or supervise to be effective and efficient.

Just as with the ideas of scientific management, administrative theory and bureaucratic management contributed to the molding of public organizations, so did the civil service rules that began with the passage of Pendleton Act. Condrey and Battaglio (2007) state that civil service reform began with the conversion of votes into jobs through the spoils system that paved way for the Pendleton Act, an early 20th century reform movement, and the struggle for equal rights and protection for public employees that grew especially lively in the second half of the 20th century. Civil service rules have shaped and define the workforce of public organizations. The first four decades of the 1900s saw a rise in management by efficiency, guided by scientific management. In the decades that followed World War II, management theory grew in popularity and thus created the structure of public organizations. This process contributed to a civil service system that sought to define job duties, identify employees, and promote employees based on a merit system. Through this process, organizations would be better prepared to to define job duties and create positions around the most effective way to achieve the organizational goal (Starling, 2005). In an effort to define the role of public employees, in 1937, President Roosevelt turned to the Brownlow Commission, who aimed to attain a management-oriented system of public personnel administration (Condrey & Battaglio, 2007). In its report, the Brownlow Commission provided three influential recommendations. First, it Integrated personnel management with general presidential management. Second, it established an executive office of the president which would include the Bureau of the Budget and the White House staff. Last,

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it consolidated agencies into twelve cabinet-level positions (Starling, 2005).

Scientific management, administrative theory, bureaucratic management and civil service rules have all contributed to creating the public administrations that we have come to know as bureaucratic agencies. Starling (2005) outlines six features of a bureaucratic agency first identified by Max Weber. The six features of a bureaucracy identified by Starling include a division of labor based on functional specialization, well-defined hierarchy of authority, a system of rules covering the rights and duties of employees, a system of procedures for dealing with work situations, and promotion and selection based on technical competence (Starling, 2005). Although these features provide a framework for structuring an organization, it is by no means a perfect model. As a result of such a strict and defined framework, bureaucratic agencies have been criticized for not being efficient. Starling (2005) outlines three criticism and weaknesses that impact bureaucratic organizations. These criticism and weaknesses include; (a) a low capacity for innovation, as the focus is on performance not problem solving, (b) low-levels of knowledge sharing, and (c) hierarchical structures that lend themselves to vertical silos of communication (Starling, 2005). The criticisms outlined by Starling grew in the decades following World War II as the size of government and public administrations expanded. This growth in government, along with the civil unrest of the 1960s, the impeachment of President Nixon and the uneasiness of the Vietnam War in the early 1970s, made citizens question the scope and power of government (Kettle, 2009). As the 1970s came to an end, in response to citizen sentiment, the field of public administration began to see advocates push for a more decentralized government that would leverage economic market forces to better deliver public services (Kettle, 2002). This came about as a result of citizens criticizing the government of the United States for being "bloated, inefficient, and unresponsive" (Green, Forbis, Golden, Nelson, & Robinson, 2006, p. 305). As a result, the pendulum of government power has begun to swing back to the Jeffersonian ideals of a more decentralized central government.

New Public Management

  The end of World War II and the economic growth that followed in the 1950s contributed to less government intervention to stimulate the economy as private businesses began to grow and thrive. This new found wealth and power of the United States continued to fuel urbanization as cities grew throughout the country. The period of United States history between the 1960s and 1970s is marked by citizen discontent with the status quo, and as such it began a shift in the way government operates. The 1960s saw civil unrest caused by a need for equality through the civil rights movement and energyzed a nation as it banded together to protest a war in Vietnam (Kettle, 2009). In doing so, the scope, power, and efficiency of public organizations were questioned. As a result, the field of public administration began to see advocates push for a more decentralized government that would leverage economic market forces to better deliver public services (Kettle, 2002).

  A new model for public management was born that sought to address the criticisms of a bureaucracy built upon the ideas of Wilson, Taylor, Fayol and Gulick, and sought to change public administrations by instilling competitive market forces that made private business efficient. This shift in the delivery of public services arose out of increased government spending in programs and wars that many citizens perceived as inefficient and costly. As Robinson, UNDP, & UNDP Global Centre for Public Service Excellence (2015) state, "while cost containment was a key driver in the adoption of new public management approaches, injecting principles of competition and private sector management lay at the heart of the new public management approach" (p. 7). This shift in ideology in public administration came to be known as the new public management, which urges for a reinvention of government that focuses on steering, not rowing (Kettle, 2002).

  The 1970s brought the end of the Vietnam War, a recession, and the impeachment of a US president. All these factors contributed to a continued and growing distrust in the efficiency

of public administrations. As the 1980s took hold, the ideas of new public management, which called for a smaller, decentralized and market-driven government were embraced by President Reagan, who ran on the platform that called for a decentralized government that embraced market forces to increase efficiency (Joaquin & Greitens, 2011). As Osborne and Gaebler (1992) indicate, the ideas of the new public management began to take hold as the push for governments that need to be more mission-driven, results-oriented, community-owned and market oriented to be effective bang to take hold. Echoing these sentiments, Behn (2001), argued for a government with 360-degree accountability on performance and outcomes. Public organizations of the 1980s and 1990s began to embrace network governance, and as a result public organizations saw an increase in partnering with Non-Governmental Organizations (NGOs), Faith Based Organizations (FBOs), and Community Based Organizations (CBOs) to deliver services and meet the demands of doing more with less (Kettle, 2009).

The shift away from traditional public administration did not come without criticism. Those who oppose new public management argue that the government's move towards network governance centralized the power rather than decentralizing it, because it concentrates the decision-making power to the few government administrators who oversee the contracting process (Mongkol, 2011). Another area of criticism is the infusion of economic market forces onto government services. Those who oppose contend that the aim of private and public services exist at polar opposites. Private business aims to make the most money possible while public organizations seek to deliver the most services possible. The contrast is a problem because it creates opportunities for unethical and corrupt behavior (Mongkol, 2011).

Nonetheless, new public management has claimed its stake in the field of public administration and has redefined the way public organizations operate and deliver services. According to Mongkol (2011), new public administration attempts to rectify the deficiencies of bureaucratic organization by decentralizing, disaggregating and downsizing. This approach aims to create a new managerial approach that is results oriented, improves quality of service,

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reduces cost, and improves government efficiency by streamlining the policy implementation

process (Ingraham & Rosenbloom, 1998: Perry, 2007). This processed introduced performance

management as a means to measure outcomes and increase the efficiency of the organization.

In addition to performance management, Osborne & Gaebler (1992) summarized six elements

of new public management:

- An attention to lessons from private-sector management;

- The growth both of hands-on "management", in its own right and not as an

  offshoot of professionalism, and of "arm's-length" organizations where policy

  implementation is organizationally distanced from the policymakers (as opposed

  to the interpersonal distancing of the policy/administration split;

- A focus upon entrepreneurial leadership within public service organizations;

- An emphasis on input and output control and evaluation and on performance

  management and audit;

- The disaggregation of public services to their most basic units and a focus on

  their cost management; and

- The growth of use of markets, competition and contracts for resource allocation

  and service delivery within public services (Osborne and Gaebler, 1992).

Hood, (1991) also outlined that new public management was created in an attempt to address

the deficiencies of public administrative bureaucracies by seeking to halt or counter government

growth and overt public spending and staffing. In addition, Hood indicated that new public

management seeks a shift toward privatization and/or quasi-privatization of core government

functions and service delivery as well as promoting the development of automation, especially in

IT, in the production and distribution of public services (Hood, 1991). Osborne & Gaebler (1992)

further outlines seven doctrines that guide new public management. These seven doctrines

include hands-on professional management, clear standards and performance measures, more

emphasis on output control, a shift to disaggregation of units in the public sector, a shift in

greater public sector competition, an emphasis on private sector style of management, and a greater emphasis on discipline and parsimony in resource use (Osborne & Gaebler, 1992).

In the seven doctrines, Osborne & Gaebler (1992) describes a decentralized public organization with a leader who is free to manage, is active, and has control of the organization. A leader in this position is empowered when provided with defined goals, targets and indicators of success. The success of the organization is further supported by linking resources to performance measures. In addition, Osborne described an organization that structures itself on a horizontal rather than vertical command-and-control structure, and leverages contracts to infuse competitive market forces to maximize funds and gain greater effectiveness and efficiency in service delivery.

The challenge that public organizations face in integrating the tenants of new public management lie in the ingrained historical structure and theories on which public administration was built upon. As public administration adjusts to the demands of new public management, decisions must be made to determine when it is most effective to function under the tenets of the traditional public administration or function under the ideas of the new public management. One way in which public administration has reacted to address this challenge is by developing models that outline and describe factor that favor one model over another. For example, Starling (2005) outlines a model that describes factors that public administrators should consider when deciding to outsource services or provide them with in-house staff (see table 4, Factors for Determining Choice of Governmental Model).

Table 4.

Factors for Determining Choice of Government Model

Factors Favoring Network Model	Factors Favoring Hierarchical Model
● Calls for flexibility	● Favors stability

<div align="right">(continue)</div>

Factors Favoring Network Model	Factors Favoring Hierarchical Model
● Need for differentiated response to clients or customers	● Need for consistent, rules-based response
● Need for a variety of skills	● Only a single professional skill is needed
● Many potential private players available	● Government predominated provider
● Desired outcome or output clear	● Outcome ambiguous
● Private sector fills gap	● Government has necessary experience
● Leveraging private assets critical	● Outside capacity not important
● Partners have great reach or credibility	● Government experienced with citizens in this area
● Multiple services touch same customer	● Service is relatively stand-alone
● Third parties can deliver service or achieve goal at lower cost than government	● In-house delivery more economical
● Rapidly changing technology	● Service not affected by changing technology
● Multiple level of government provide service	● Single level of government provides services
● Multiple agencies use or need similar functions	● Single agency uses or needs similar functions

Note. The data in this table are from "Factors for Determining Choice of Government Model," by G. Starling, 2005, *Managing the Public Sector*, p. 323. Copyright 2008, by Wadsworth Publishing Company. Adapted with permission.

Starling (2005) points out that outsourcing or "network governance" is effective because it provides public organizations the opportunity to tap into resources, experience, and knowledge that a government organization may not possess. This allows a public organization the opportunity to increase efficiency and expedite the delivery of services. In addition, network governance allows public organizations to rollout services faster by contracting with partner

organizations who do not have to navigate the large amounts of red tape that a bureaucratic

organization often deals with (Starling, 2005). The ideas of new public management began to

take momentum and traction with the presidency of Bill Clinton. Under President Clinton, the

national performance review initiative took effect and called for three reforms with the goal of

making government more effective and less costly (Riccucci & Thompson, 2008). The three

reforms outlined by the national performance review called for an increased use of

demonstration projects authorized under the Civil Service Reform Act of 1978, introduced the

Performance-Based Organization (PBO) initiative, and introduced special legislation to boost

managerial authority over personnel. The reforms outlined by the National Performance Review

allowed federal agencies to pursue new strategies to personnel management and called for a

"chief operating officer" accountable for quantifiable results. In addition, it provided the "chief

operating officer" more discretion over human resource management, among other things

(Riccucci & Thompson, 2008).

  Key to the national performance review is the fact that new public management did not

only call for a decentralization of government by the use of outsourcing; but it also called for a

reinvention of the human resource function of public administrations. As Mosher (1982) argued

in "Democracy in the Public Service" that human resource systems "should be decentralized

and delegated to bring them into more immediate relationship with the middle and lower

managers whom they served" (p. 86). Building on the ideas of new public management and on

the groundwork that President Clinton began with the national performance review, President

Bush in 2001 moved to release the "President's Management Agenda" (Riccucci & Thompson,

2008). The President's Management Agenda sought to create greater management flexibility

and control in public administration by rethinking of government, reducing middle management,

and calling for a results-oriented, market-based administration. The President's Management

Agenda identified five government-wide initiatives that called for strategic management of

human capital, competitive sourcing, improving financial performance, expanding electronic

government, and called for budget and performance integration (United States, 2001).

As a result of implementation and an embracing of the tenets of new public

management, contracting of government services increased from $224 billion in 2001 to $447

billion in 2014, peaking at $612 billion in 2009 (National Contract Management Association,

2015, pp. 4-5).
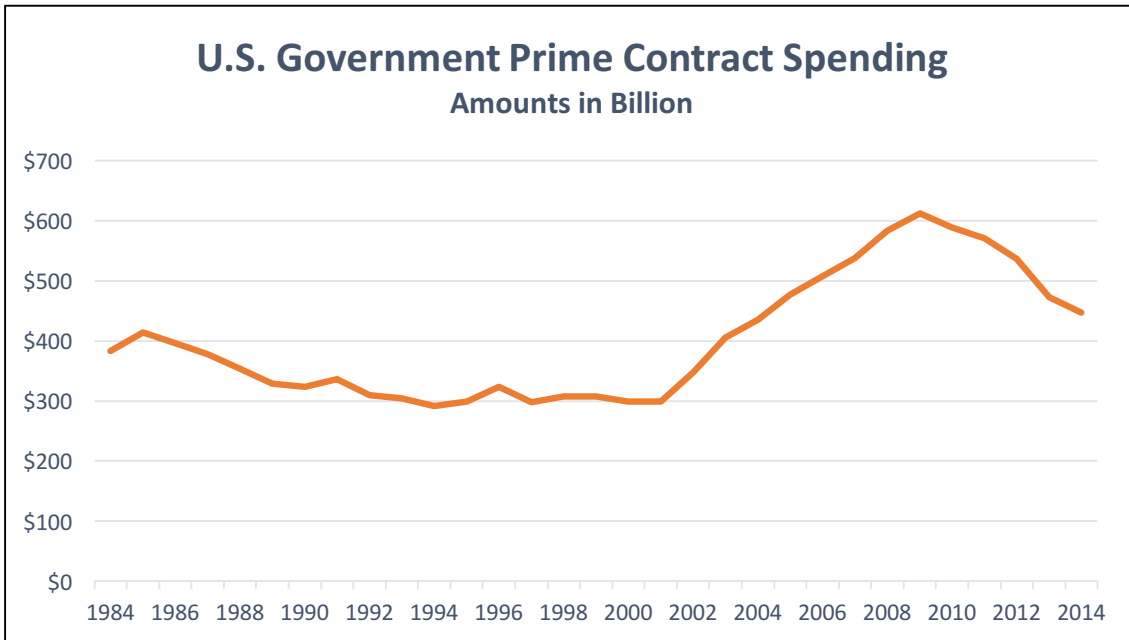
Figure 4. U.S. government prime contract spending. From *Annual Review of Government Contracting 2015 edition, (p. 4),* by National Contract Management Association. Copyright 2015 by NCMA. Adapted with permission.

The tenets of new public management are not restricted to the federal level. Government

contracting as a form to increase efficiency and reduce costs has also made its way to the state

level. The state of California, in 2014, saw $46 billion dollars directed to the state in the form of

contract services (National Contract Management Association, 2015).

Top 10 States for Federal Contracts
Amount in Billions
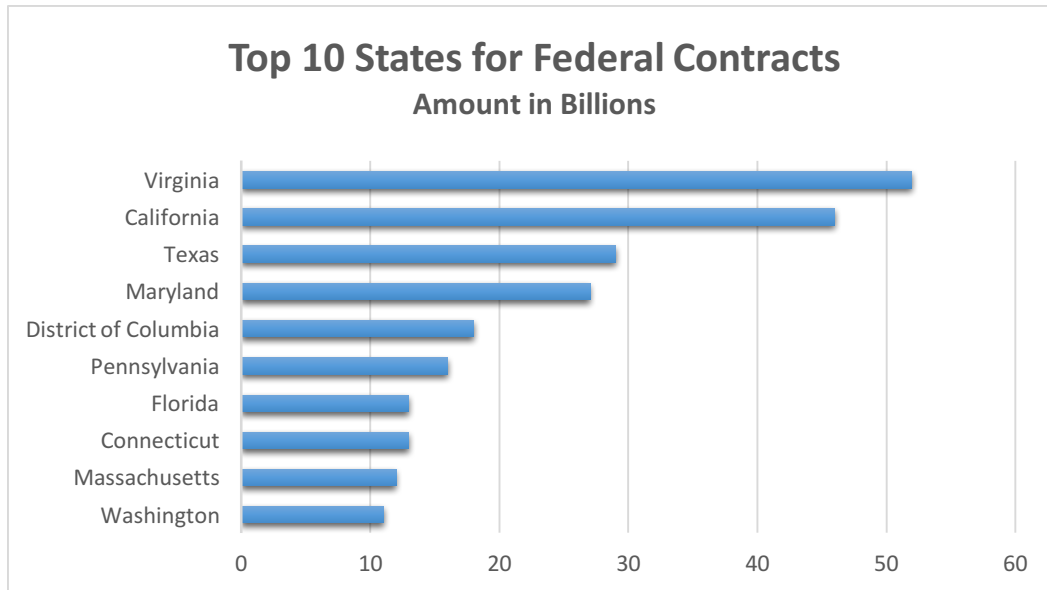
Figure 5. Top 10 states for federal contracts. From *Annual Review of Government Contracting 2015 edition, (p. 7),* by National Contract Management Association. Copyright 2015 by NCMA. Adapted with permission.

New Public Service

New public administration sought to improve efficiency by advocating for broad systemic changes that decentralized decision-making authority and by redistributing power and authority to public administrators who oversee the day-to-day operations of policy implementation (Ingraham & Rosenbloom, 1998). This process called for a reinvention of government that was performance-based and efficient. As the ideas of new public management shaped public administrations in the 1980s and 1990s, a new paradigm shift in public administration known as the new public service began to gain ground in the late 1990s. Like new public management, new public service also argues for a smaller government that is able of to do more with less; but unlike the new public management, new public service focuses on service and emphasizes that governments role is to serve citizens, serve the public interest and promote civic engagement (Denhardt & Denhardt, 2007). Perry (2007) describes that the new public service is built upon seven mutually reinforcing ideas that include service to citizens, public interest, and value of citizenship over entrepreneurship, and strategic thinking. New public service recognizes that

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accountability is not simple and seeks to value people as well as seeks to serve rather than steer (Perry, 2007). The ideas presented by the new public service seek to move the responsibility away from public administrators who have little discretion and power and are responsible to democratically elected political leaders (Perry, 2007). Denhardt and Denhardt (2007), indicate that the new public services seek to integrate democracy back into public administration by, "serving citizens not customers, seeking public interest, valuing citizenship over entrepreneurship, thinking critically and acting democratically, recognizing that accountability is not simple, emphasizing service over steering, and valuing people not just productivity" (pp. 43-44). The new public service aims to bring traditional public administration and new public management closer together by making citizens and public interest the focus of public administrations.

New public management and new public service have introduced a new paradigm in the field of public administration. As public organizations move towards meeting the public demand to operating under the tenants of new public management and new public service, organization are required to seek leaders and managers who can meet the demands of the new paradigm shift. This shit has created the need to seek for employees with a new set of skills. Public organization now require leaders and managers who understand and possess the skills and abilities to manage public and private employees. This is important as the new paradigm shift require that organizations leverage government and private employees to meet the mission and goals of the organization. To better understand the skills required to lead this new type of public organization, it is important to examine the basis or power and leadership styles that have influenced the development of the public administrator. As a result of new public administration and new public service, there has been an increase in the number of public services delivered in partnership between governmental and non-governmental organizations (Dewulf, Blanken & Bult-Spiering, 2011: Grimsey & Lewis, 2005: Hodge, Greve & Boardman, 2010: Yescombe, 2007). In some regards, it can be argued that the new public management and new public

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service strive to swing the pendulum of government power back to the decentralized form of government that Jefferson advocated and that the movement of the progressives and civil service reformers sought in an effort to "give" government back to the people (Ingraham & Rosenbloom, 1998). New public service is a relatively new approach to public administration and its implications to the field are yet not well documented. Nonetheless, leaders of public administration are faced with leading organization that face the external demand to do less with more and to service rather than steer. As Ingraham and Rosenbloom (1998) indicate, **"The New Public Administration should be concerned with making the public bureaucracy an instrument for achieving social justice and equality"** (p. 998).
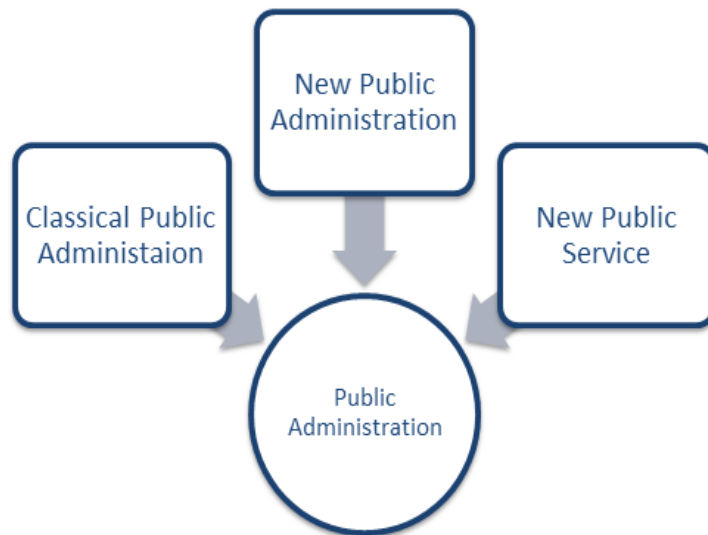
Figure 6. Paradigms that influence public administration, created by the author*.*

Historical Review of Leadership Theories Impacting Public Administration

The study of leadership is rich and robust and many theories and models exist that seek to provide a definition and framework for explaining the ingredients that go into effective leadership.   Bass and Stogdill (1990) outline that the number of leadership definitions closely resembles the number of individuals who have attempted to define it. In reviewing the literature, this research will use Northouse's (2013) definition of leadership that states that a leadership is,

"a process whereby an individual influences a group of individuals to achieve a common goal" (p. 5). Since the formal study of leadership began, the debate on whether a leader is born or made has ensued (Northouse, 2013). As the study of leadership has progressed, other theories and models have risen that describe leadership as contextual and effective only when the right leadership tools are used in the appropriate context (Northouse, 2013). Furthermore, other theories claim that leadership is most effective when leaders empower followers to produce and give the best that they have to offer (Northouse, 2013).
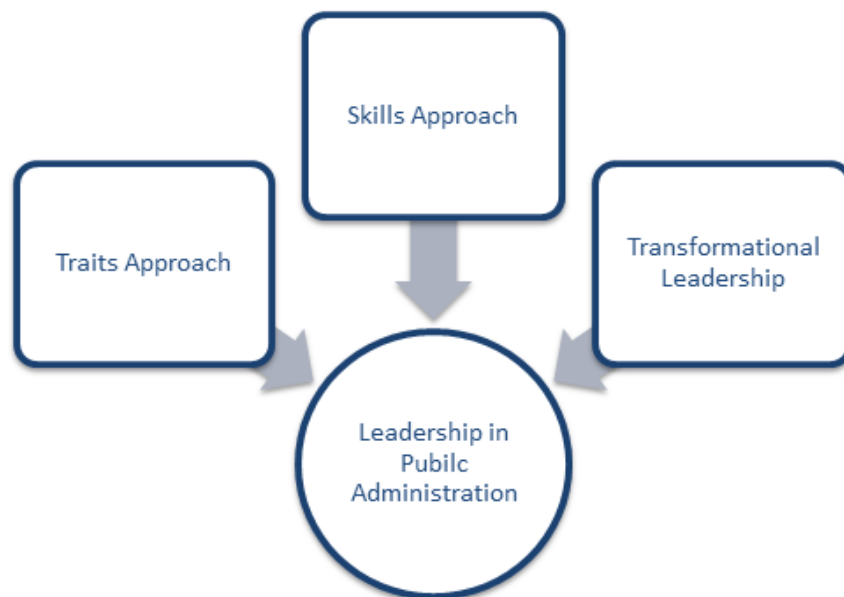
Figure 7. Leadership theories that influence public administration, created by the author.

This chapter will focus on three leadership theories; the traits approach to leadership, the skills approach, and transformational leadership and their relationship to public administration. Although many other models and theories exist, this research will focus on these three models as they play a significant role as to how leadership is exercised in the public administrations. In addition to examining these three leadership models and their influence upon the field of public administration, an examination of the different bases of power and their

relationship to effective leadership will be explored as power is a primary driver for leadership in public organizations.

   Basis of power in public administration. For Northouse, (2013) power is, "the capacity or potential to influence" (p. 9). The most prominent work on the study of power was developed by French and Raven who sought to define power on the basis of social power (Northouse, 2013). French and Raven define the construct of social power as the capacity of influence that one person has over another to change a belief, attitude, or behavior (Raven, 2008). Power, under this construct, is awarded to the person with the capacity to influences change over another (Northouse, 2013). Following this framework, Raven and French (1958) identify five bases of power; (a) coercive, (b) expert, (c) legitimate, (d) referent, and (e) reward (Raven & French, 1958).

Table 5.

Bases of Power

Referent Power	Considers followers' identification with and linking to the leader
Expert Power	Based on the leader's competence as perceived by followers
Legitimate Power	Associated with obtaining status or designated job authority
Reward Power	Derived from having the capacity to provide others with rewards
Coercive Power	Derived from having the capacity to penalize or punish others

Note: The data in this table are from "Five Bases of Power," by P.G. Northouse, 2013, *Leadership: Theory and Practice 6th Edition,* p. 10. Copyright 2013 by SAGE Publications. Adapted with permission.

Building on his earlier work, Raven (2008) identified and additional bases of power, adding Informational power to his original list. Raven (2008) defined informational power as "informational influence that results in cognitive change" (p. 2). As it pertains to organizations,

power is categorized under two categories, positional or personal power (Northouse, 2013).

Northouse (2013) defines positional power as "the power a person derives from a particular office or rank in a formal organization" and personal power as "the influence capacity a leader derives from being perceived by followers as likeable and knowledgeable" (p. 10). Further, Northouse (2013) classifies the five bases of power outlined by French and Raven and categorizes them either under the umbrella of positional or personal power. The five bases of power are organized as identified in Table 6, Five Basis of Power.

Table 6.

Organizational Power Structure

Position Power	Personal Power
Legitimate Power	Referent Power
Reward Power	Expert Power
Coercive Power	

Note: The data in this table are from "Five Bases of Power," by P.G. Northouse, 2013, *Leadership: Theory and Practice 6th Edition,* p. 11. Copyright 2013 by SAGE Publications. Adapted with permission.

Power has long played a role in the field of public administration. At the heart of Jefferson's and Hamilton's debate over a centralized or decentralized government was the argument of who power would reside with. Woodrow Wilson's essay on the dichotomy of public administration argued for a separation of politics and administration that would clarify the lines of who has the power to make laws and who was tasked with executing the laws (Shafritz & Hyde, 2011). The progressive era sought to correct the issues that patronage and the spoils system has introduced the public administration as a means to move away from the use of coercive and legitimate power. In the 1930s, President Roosevelt used his positional power to enact initiative under the New Deal that sought to alleviate the ills of the Great Depression. Further, with the introduction of new public management and new public service, public

administration has turned to leveraging expert and referent power as a means to increase the efficiency of public administrations. As such, the history of public administration has shown that power is the lifeblood of public organizations (Durant, 2015).

Traits approach to leadership. The traits approach to leadership is based on the great man theory which correlates innate qualities and characteristics of influential political, social and military leaders to effective leadership (Northouse, 2013). Men like Napoleon Bonaparte and Abraham Lincoln were identified as men who are born with innate qualities to lead and who embodied and contained the right ingredients to lead. This theory presents the argument that not everyone has the capacity to lead and that only a select few were born with the ability to lead. The significance of the great man theory is that it represents the center point from which other leadership theories derive from as it was the first formal attempt to the study of leadership (Bass & Stogdill,1990: Burns, 1978). The great man theory of leadership was the central focus of the study of leadership in the 1880s and early 20th century until the traits approach was introduced by Stogdill in the mid-1900. The traits approach to leadership centers on identifying specific characteristics in a leader such as, "intelligence, self-confidence, determination, integrity, flexibility, sociability, and emotional maturity" to identify a leader (Van & Alexander, 2006, p. 363). What set the traits approach apart from the great man theory is Stogdill's argument that although these traits are important and significant, their power is contextual and dependent on the situation. As Northouse (2013) indicates, "Rather than being a quality that individuals possess, leadership was re-conceptualized as a relationship between people in a social situation" (p. 19). The ideas presented by Stogdill fell in line with the work that French and Raven conducted on power on the basis of a social construct and the capacity of an individual to influence a group. Thus, the power of leadership under the traits approach, "lies in the expectation that the effectiveness of group performance is determined in large part by the leadership structure of the group" (Borgatta, Bales, & Couch, 1954, p. 755).

The traits approach focuses on defining the personal characteristics a leader possesses

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that makes him or her more effective in leading a group. In an effort to identify and distill the

traits or qualities that make an effective leader, Stogdill conducted two surveys, one in 1948 and

a subsequent one in 1974, that sought to pinpoint the characteristics that effective leaders

possess. The conclusion of Stogdill's surveys, "showed that the average individual in the

leadership role is different from an average group member with regards to the following eight

traits; intelligence, alertness, insight, responsibility, initiative, persistence, self-confidence, and

sociability" (Northouse, 2013, p. 20).

Table 7.

Leadership Traits and Characteristics

Stogdill (1948)	Mann (1959)	Stogdill (1974)	Lord, Davader, and Alliger (1986)	Kirpatrick and Locke (1991)	Zaccaro, Kemp, and Bader (2004)
Intelligence Alertness Insight Responsibility Initiative Persistence Self-confidence	Intelligence Masculinity Adjustment Dominance Extraversion Conservatism	Achievement Persistence Insight Initiative Self-confidence Responsibility Cooperativeness Tolerance Influence Sociability	Intelligence Masculinity Dominance	Drive Motivation Integrity Confidence Cognitive ability Task knowledge	Cognitive abilities Extraversion Conscientiousness Emotional stability Openness Agreeableness Motivation Social intelligence Self-monitoring Emotional intelligence Problem solving

Note: The data in this table are from "Studies of Leadership Traits and Characteristics," by P.G. Northouse, 2013, *Leadership: Theory and Practice 6th Edition,* p. 23. Copyright 2013 by SAGE Publications. Adapted with permission.

Parallel to the development of the great man theory and the traits approach in the late

1800s and early 1900s, was the development of the field of public administration. The great

man theory defined and confined leadership to a select few individuals who possess unique

qualities and characteristics. Similarly, public administration relied on a select few individuals to

provide the leadership that public organizations required. Great men like President Lincoln

provide an example of how the affairs of government and consequently those of public

administration, depended on the leadership of great men to lead and fix the issues that the country was facing. Further, Woodrow Wilson's argument to maintain a barrier between politics and administration points to and supports the arguments presented by Stogdill that effective leadership is contextual and that leadership is only as effective and the situation allows him or her to be (Northouse, 2013). Under this premise, "it is understood that the most effective group is the one which has the most adequate all-around leader" (Borgatta et al., 1954, p. 755).

The progressive era, the 1930s, and the post-World War II period of the 1950s exemplify the leadership ideas presented by Stogdill. Just as Stogdill defined and outlined his eight traits of effective leaders in his 1948 study, society looked at its leaders of that time as the right person at the right time to lead public organizations. As such, public administrations sought to identify the people with the right traits to lead. As evidence, public administrations instituted the civil service system as a means to identify employees who possessed the right qualities and characteristics to be effective (Hoogenboom, 1959). Scientific management and management theory provided the framework for structuring public administrations and defining the situation in which leadership would be exercised. The first half of the 20th century saw leadership positions in public administration filled with individuals who were seemed to possess the right ingredients to handle the challenges of the time.

Skills approach to leadership. The evolution of public administration towards new public management argues for a more decentralized government that leverage economic market forces and relies on networking to deliver services (Kettle, 2002). The call for new public management stems from a sentiment that public administrations have grown too big and bureaucratic due to its hierarchical and structured framework. The skills necessary to be an effective leader vary, depending on task and level. Administrative theory proposed division of labor and called for the creation of task specific units and division to maximize efficiency in the organization (Shafritz et al., 2005). To succeed under this structure, individuals must possess different levels of technical, human, and conceptual skills to be effective depending on their

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position in the organization. Building on the leader-centered approach to leadership that is so heavily ingrained in public administration, the skills approach to leadership provides the framework to be an effective leader under the tenants of new public management that call for a more collaborative approach to leading an organization.
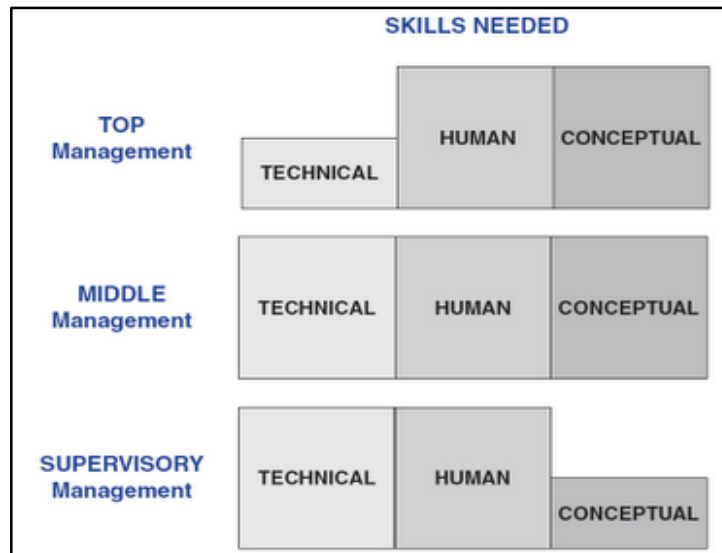
Figure 8. Management skills. From *Leadership: Theory and Practice 6th Edition*, (p. 44) by P.G. Northouse. Copyright 2013 by SAGE Publications. Adapted with Permission.

Unlike the traits approach, which defines leadership by a defined set of characteristics and argues that only a select group of people have said characteristics, the skills approach suggested that leaderships is composed of skills that can be developed (Northouse, 2013). Katz (2009), proposes that effective leadership depends on three key components: (a) conceptual, (b) human, and (c) technical. Further, Katz (2009) suggests that the degree to which each skill is required depends on the level at which one finds him or herself in the organization. The power of the skills approach is that it relates leadership not to the qualities that an individual inherently has but rather to a unique set of skills that an individual can develop to be an effective leader (Northouse, 2013).

The three skill sets outlined by Katz provide a roadmap for improving one's leadership

skills. The first skill, technical, is defined as "Knowledge about and proficiency in a specific type of work or activity. It includes competencies in a specialized area, analytical ability, and the ability to use appropriate tools and techniques" (Northouse, 2013, p. 44). The second skill, human, is defined as "Knowledge about and ability to work with people . . . They are the abilities that help a leader to work effectively with subordinates, peers, and superiors to accomplish the organization's goals." (Northouse, 2013, pp. 44-45). The third skill, conceptual, is defined as "The ability to work with ideas and concepts . . . It involves working with the abstract and conceptualizing hypotheticals and operationalizing them to bring the vision, mission, and goal of the organization to fruition". In defining the conceptual skills of a leader, the skills approach exposes a fundamental difference that exists between those who lead and those who manage. Managers are individuals who concern themselves with ensuring that policies, practices, and procedures are followed (Mayo & Nohria, 2005). They work to maintain structure and discipline within the organization and help the organizations grow by utilizing, maximizing, and aligning resources to increase the organization's efficiency.

Leaders, on the other hand, are individuals who visualize and transform organizations. They reinvent and reengineer the organization with the goal of advancing the vision of the organization (Mayo & Nohria, 2005). This differentiation between leaders and managers plays an important role in public administration as public organizations move towards new public management. Leaders are required not only to understand their roles as managers in a public organization, but also to embrace, to recognize and to work toward obtaining the skills required to work cooperatively with non-governmental organizations, community-based organizations, and faith-based organizations to advance the vision that these agencies have been contracted to do. As public administrations embrace new public management as a means to achieve their organization's goals, leaders of public administrations must have the capacity to identify and promote the collective interest associated with a shared identity (Rondeaux, 2006). Doing so requires a unique set of capabilities that Zaccaro, Mumford, Connelly, Marks, and Gilbert (2000)

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suggest can be learned by acquiring specific knowledge and skills. The model for acquiring

these skills was developed in the 1990s by Mumford and his colleagues who identified five

components to their skill model.
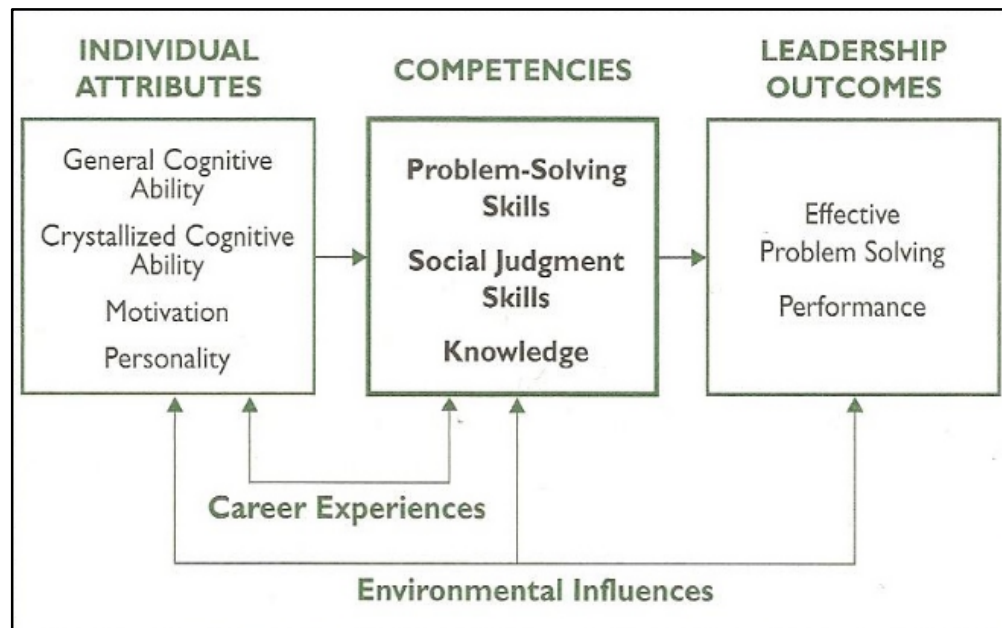
Figure 9. Mumford skills model. From *Leadership: Theory and Practice 6ᵗʰ Edition*, by P.G. Northouse, (p. 55). Copyright 2013 by SAGE Publications. Adapted with permission.

The five components of Mumford's skills model include competencies, individual

attributes, leadership outcomes, career experiences, and environmental influences (Northouse,

2013). The first skill outlined in Mumford's model is competencies which includes problem

solving skills, social judgment skills, and knowledge (Northouse, 2013). Problem-solving skills

refers to the leader's creative capacity to solve new and unusual, ill-defined organizational

problems. Social judgement skills refer to a leader the capacity to understand people and social

systems; and knowledge refers to the implication and implementation of problem-solving skills in

organizations (Northouse, 2013). Mumford's model further identifies four elements of individual

attributes. The four elements of individual attributes include:

- General cognitive ability: a person's intelligence, including perceptual processing,

information processing, general reasoning skills, creative and thinking capacity,

and memory skills.

- Crystallized cognitive ability: intellectual ability that is learned or acquired over

    time, it is the store of knowledge one acquires through experience

- Motivation: willingness to take on organizational problems, willingness to express

    dominance, and commitment to the social good of the organization

- Personability: a leader's openness, tolerance for ambiguity, and curiosity in

    relation to the organization (Northouse, 2013).

The two elements of leadership outcome include;

- Effective problem solving: creating solutions that are logical, effective, unique,

    and go beyond the given information.

- Performance: the degree to which a leader has successfully performed the

    assigned duties (Northouse, 2013).

In addition to these three components and the elements that define the skills approach,

Mumford outlines two additional elements: career experience and environmental influence.

Northouse (2013) describes the two components as follows;

- Career experience: the vehicle by which an individual can develop their

    leadership skills through their involvement in challenging job assignments,

    mentoring, training, and hands-on experience in solving new and unusual

    problems.

- Environmental influence: the internal or external factors that lay outside the

    leader's competencies, characteristics, or experience. (Northouse, 2013).

Mumford's model describes the framework by which public administrations seek to deliver

services under the model of new public management, as it requires its leaders to learn and grow

into the role of a network-governance administrator.

Transformational leadership. The new public service, like new public management,

argues for a smaller government that is able of to do more with less. But, unlike the new public management, the new public service focuses on service and emphasizes that governments role is to serve citizens, serve the public interest and promote civic engagement (Denhardt & Denhardt, 2007). Denhardt and Denhardt (2007) indicate that the new public services seeks to integrate democracy back into public administration by, "serving citizens not customers, seeking public interest, valuing citizenship over entrepreneurship, thinking critically and acting democratically, recognizing that accountability is not simple, emphasizing service over steering, and valuing people not just productivity" (pp. 43-44). The new public service seeks to bridge the gap between the traditional public administration and the new public management by making citizens and public interest the focus of public administrations. The reform movement to new public service during the past few decades has changed the way leadership is practiced in public organizations.

The new public service demands public administrator to be held accountable to multiple stakeholders, competing demands, and the different level of leadership in the organization (Gordon & Yukl, 2004). The call for an increase in network governance and the push for giving back decision-making power to citizens, has redefined the role of the public administrator. Government organizations and their leaders are now pressured to empower employees with decision-making power in order to improve the efficiency of government services. Lipsky (2010) defines street-level bureaucrats as public workers who interact with citizen in the course of their job and who have substantial discretion in the execution of their work. As Lipsky (2010) describes, "Street-level bureaucrats have considerable impact on people's lives" (p. 4). This new approach to delivering service has introduced a new leadership paradigm into the field of public administration.

Transformational leadership is the process that describes the process by which people transform and change; it is the process by which a person interacts with others and creates a connection that raises the level of motivation and morality in both the leader and the follower

(Northouse, 2013). The term *transformational leadership* was coined by James Downton in 1973 but its importance to the field in leadership began in 1978 when James McGregor Burns linked the role of leadership to followership and argued that leaders use others' motivations in order to achieve common goals more effectively (Northouse, 2013). In his book "Leadership" Burns (2012) makes a distinction between transformational and transactional leadership. Transactional leadership refers to a leadership model that focuses on the exchange between leader and follower to accomplish a task or goal (Northouse, 2013). Unlike transactional leadership, transformational leadership seeks to empower followers by tapping and making a connection that raise the level of motivation to accomplish tasks or goals.

Northouse (2013) describes the four factors outlined by Bass and Avolio that transformational leadership utilizes to make transactional leadership effective. The four factors as described by Northouse (2013) are idealized influence, inspirational motivation, intellectual stimulation, and individualized consideration. Idealized influence, also known as charisma, describes a leader who acts as a strong role model and makes the follower want to emulate them. Inspirational motivation describes a leader who sets high expectations to followers and inspires them to commit to and share the vision of the organization. Intellectual stimulation describes the process a leader employs to stimulate followers to problem solve creatively, and to challenge their own beliefs and values as well as those as their leader and the organization. Individualized consideration describes the process of providing a supportive environment in which the leader listens intently to the needs of the follower (Northouse, 2013).

Figure 10. Elements of transformational leadership. From *Leadership: Theory and Practice 6*[th] *Edition*, by P. G. Northouse, (p. 186). Copyright 2013 by SAGE Publications. Adapted with permission.

New public service calls for public administration to focus on service and emphasizes that the public administrator's role is to promote civic engagement and deliver service through network governance (Denhardt & Denhardt, 2007). This process requires public administration leaders to embrace the tenets of transformational leadership to empower employees, partners and citizens to achieve the mission and goals that public organizations have been tasked with. The challenge for public administrators is that the lines that divide the old public administration, new public management, and new public service are at the very best blurred. The ideas of scientific management and administrative theory are deeply ingrained in a structured and hierarchical organization that has historically exercised power and leadership through positional power and transactional leadership. The last 30 years have seen a push for public administrations that are more transparent and accountable to multiple stakeholders. Transactional leadership provides a vehicle to achieve the goal of the public organizations through multiple stakeholders.

Hispanics Leadership in Public Administration

Census data shows that from 1970 to 2000 the Hispanic population in California went from 3,089,775 (16% of the total population) to 10,966,576 (32% of the total population), tripling in size over a four-decade period. Since the year 2000, the Hispanic population has continued to grow, and as of 2015 the population stands at an estimated 15 million people, representing

39% of the total population of California (California State Data Center, 2013). Unfortunately, the growth in population does not equate with the number of Hispanics who obtain postsecondary education and move onto leadership position in the public sector (Nieto, 2007). The challenges faced by Hispanic Americans are reflected is U.S. Census data, which showed that in 2004, only 11% of Latinos held a bachelor's degree while 34% of Whites did (ages 18-24, U.S. Census Bureau, 2004). Further, the trend for Hispanic Americans has not improved in the last decade. According to Cerezo, McWhirter, Peña, Valdez, and Bustos (2014), "as of the 2011 only 13.2% of Latinos in the US have completed an undergraduate degree as compared to 52.3% of Asian and Pacific Islanders, 29.9% of Whites, and 19.3% of Blacks and African Americans" (pp. 1-2).

Research conducted on educational attainment link the challenges of many Hispanic Americans to inherited cultural beliefs, low socioeconomic status, and the challenges of adapting to an environment for which they are not prepared for (Smith, 2008). According Chapa and Schink (2006), in California less than one third of Latinos were born in the United States. Acculturation and assimilation into mainstreams American usually happened for many Hispanic Americans by the second and third generation. Nonetheless, many Hispanic families maintain a strong sense of cultural identity to the home county of their immigrant parent or grandparents. Understanding the strong ties that many Hispanic Americans maintain to their native cultural is important to keep in mind if one wishes to understand the challenges that many first generation Hispanic Americans must deal with when entering the world of higher education for the first time. Nuñez (2009) indicate that, "the shared values of many Latinos are important to consider in the development of college programs to support Latina/o student success because many students attend Predominately White Institutions (PWI) where their cultural values are neither recognized nor honored" (p. 28). In a more recent study conducted by Torres (2003), he found that the environment in which a Hispanic American student grew up, family influences and generation in the United States, and self-perception in society as a whole affected how

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Latinas/os defined their ethnicity.

According to Lohfink and Paulsen (2005), studies indicate that first-generation students differ from their college peers; for the most part, they are disproportionately low-income, non-White, and female. This lack of guidance for many students places them at a disadvantage. Many first generation Hispanic students find themselves lost trying to navigate and decipherer the college world to which they have never been exposed to. Many find themselves with no guidance on how to register for a class, apply for financial aid, or simply know who to ask for direction or assistance. Research on first-generation college students suggests that many Hispanics who don't transfer to a four-year institution do so because they are simply lost and lack a clear picture of the process and requirements to do so (Deil-Amen & Rosenbaum, 2003). This lack of guidance places many Hispanic American students at a disadvantage and is further compounded by the fact that many of these students fail to get the proper support from parents and or family members who lack the knowledge and knowhow to do so, or even worse, see the value of a post-secondary degree.

Nonetheless the value of higher education is still understood by many Hispanic American students. According to Chapa and Schink (2006), "In the year 2000, Latinos made up 42.5 percent of California's population between the ages of eighteen and twenty-four and 32.9 percent of all high school graduates in this age group, yet only 24.1 percent of students enrolled in a postsecondary institution. More specifically, only 25.2 percent of students in California community colleges, 23.9 percent of California State University students and 12.7 percent of students at the University of California" (p. 41). California has the most ethnically diverse population in the nation, and it is in California that the disparity between the proportions of college-age Latinos and the proportion of Latinos with bachelor's degrees is the greatest, 42.5 and 7.7 %, respectively (Chapa & Schink, 2006). According to Cohen (2003), the original California education master plan strived to transfer 50,000 students per year from the community colleges to UC and CSU, a goal that was achieved in 1975; but since 1975,

California's population has grown by more than 50 percent, yet the number of transfers from CCC to CSU and UC has remained almost constant; there were only 59,115 transfers in the 2000–2001 academic year. As indicated by Striplin (1999), "most first-generation college students, many of whom are Latino, begin higher education at a community college and for many of these students, a community college serves as a route toward the baccalaureate degree" (p. 1). Further, Chapa and Schink (2006), indicate that in the 2002–2003 academic year, 2,837,316 students were enrolled in California's 109 community colleges. Half of these students were twenty-five years or older and 17.2 percent were not U.S. citizens. Given the number of students enrolled in community college and that many students of Hispanic decent utilize community college as their first choice for accessing higher education; one must examine the reasons for no-completion and the factors that lead to the Hispanic students not succeeding in post-secondary school settings.

For those students who choose to take on the challenge of navigating through college, they do so in most cases alone without the support and understanding of their families. Research from Terenzini, Springer, Yaeger, Pascarella, & Nora (1996), demonstrated that for many first generation students, going to college "constitutes a major disjunction in their life course. For those who were the first in their immediate family to attend college, they were breaking, not continuing, family tradition" (p. 63).   In another study conducted by York-Anderson and Bowman (1991), they found that first-generation students received less support from parents regarding the commitment to enroll in college. This challenge is further cemented by a study conducted by Torres (2003), who found that this sentiment is not unique not only to first-generation students, whose parents' lack of knowledge about the American college system, but also by second- and third-generation students who had less conflict with their parents but still described issues regarding acculturation to White culture.

Educational institutions and policy makers are aware of the gap that exists between Hispanic American and their success in higher education. To help address the issue, support

programs and mentoring programs have been developed that seek to provide guidance, help

students assimilate to college life, and provide mentoring for success during and after college.

As stated by Olive (2008), higher education institutions may address the needs and academic

motivation of Hispanic and first-generation students through academic support programs. One

such program that has attracted national interest and approval is the Student Support Services

(SSS) United States Department of Education TRIO Program (Olive, 2008). This program is

designed to provide guidance and assistance as students' progress from middle school, high

school and baccalaureate studies. Another program designed to facilitate Latino student skills in

the areas of building community, increasing critical consciousness and increasing awareness of

cultural congruence is the Latino Educational Equity Project (Cerezo & McWhirter, 2012).

Latino Educational Equity Project (LEEP) was designed to improve awareness of university

culture among Latino students and to develop skills needed to balance home and university

demands (Cerezo & McWhirter, 2012). Cerezo and McWhirter (2012) found that the program

improved students' social adjustment to the college environment and thus improving the

success of Latinos in higher education. As such, the literature shows that mentoring and peer

support programs plays an integral part for Latino College students as they provide the social

capital needed to understand and navigate college life. In addition, it provides a roadmap for

fulfilling the requirements and expectations to succeed in postsecondary education (Hernandez,

2000; Cerezo at al., 2014).

The development of mentoring programs has slowly increased the number of Latinos

attending college and has allowed for the growth Latino student organizations. These

organizations seek and work towards social change; and consequently expose students to

leadership skills. As such, Latino student organizations have successfully lead efforts that have

increased academic achievement, recruitment and retention by providing tutoring and mentoring

services as well as political and educational advocacy for issues that concern the Latino

community (Davis, 1997). Another forum for leadership training and development for many

Latinos is the grassroots level work that Latinos engage when working with community-based

organizations that seek to address and improve the wellbeing of their communities (Davis,

1997). As shown by the literature, for many Latinos, exposure to leadership training is restricted

to the college student organizations or to community work done with CBOs.

Davis (1997) points out that an analysis of leadership positions at the highest level of

Fortune 500 companies and government organizations reveals a lack of Latinos in leadership

roles. According to Eagly and Chin (2010), 2009 US Census data indicate that among chief

executives of all US public and private sector organizations only 5% were filled by Hispanics.

Although the number is low compared to the total population, the number of minorities in

leadership positions is growing among a field that is primarily dominated by White males (Eagly

& Chin, 2010). As more Hispanics pioneer leadership positions, they not only have to work

towards meeting the goals of the organization, but also work to stake their claim and assert their

positions as leaders. As Davis (1997) indicates, "The Latino population is not well understood in

the United States, partly because of its small number of nationally recognized leaders. For these

and other reasons, leadership is a crucial component for the population" (p. 227). As Hispanic

leaders work to assert their value to the organization, they are sometimes faced with the added

challenge of demonstrating that they are fully qualified for the task. This added challenge comes

when Hispanics are perceived as part of an "outsider" group that appears to lack the correct

qualifications for leadership and thus reduced access to leadership positions in organizations

(Heilman & Eagly, 2008: Leslie, King, Bradley, & Hebl, 2008). Eagly and Chin (2010) indicate

that a contributing factor to the lack of Hispanics in leadership roles is the racial stereotypes that

Hispanics are uneducated and unambitious. These stereotypes take their toll on the attainment

of leadership positions when leadership is correlated with ambition, competence, confidence,

self-sufficiency, and dominance (Powell, Butterfield, & Parent, 2002: Schein, 2001). Regardless

of these challenges, Hispanics are entering the leadership arena and as such, it is important to

understand the best-practices that Hispanic leaders employ to gain access and be successful in

leadership positions.

According to a NALEO Educational Fund (2015) survey, 1,377 elected position were held by elected officials of Hispanic descent in the state of California. In the California Senate, five of the 40 seats are filled by members of Hispanic descent, totaling 12% representation for a population that composes 39% of the state's population. Similarly, in the California State Assembly, 18 of the 80 seats are filled by members of Hispanic descent, a 22% representation (NALEO Educational Fund, 2015). In order for Latinos to reach and hold more leadership positions in public organizations, a new method for training and mentoring is required that will create the pool of talent needed to seek and hold leadership positions. As Nieto (2007) indicates, Latinos need to recognize the effectiveness of their collective organizational capacities to create change through mentoring and knowledge sharing.

As Hispanic leaders work toward leading public organizations, they must also manage critical factors that affect everyday operations of the organization. Factors such as civil service rules, technological advances, and globalization are only a few examples the challenges that come with leading a bureaucracy to a place where efficiency and delivery of services are at the core of its mission. Adding to the complexities of leading a public organization is the pressure on government organization to do more with less. Bureaucracies are embracing Network governance as they seek to partner with Community Based Organizations (CBOs), Non-Governmental Organizations (NGOs), and Faith Based Organizations (FBOs) to deliver services and meet the demands of doing more with less (Kettle, 2009). This new direction in delivery of services requires that Hispanic leaders be equipped to not only lead internally but also lead external partners. It requires that leaders of public organizations communicate the goal and mission to everyone involved with the organization. It also requires that the centralized approach of management be replaced with a decentralized approach that allows for faster decisions making and a more effective organization.

The current paradigm of new public management and new public service in public

administration argues for a network governance that empowers citizens with decision-making power. New public service advocates citizen engagement through coalitions made up of citizen interest, representative of the community the coalitions reflect (Denhardt & Denhardt, 2007). In this context, Hispanics leaders may possess an advantage as, "For Latinos, leadership usually emerges at the community level, through experience gained by working with CBO's" (Davis, 1997, p.230). This allows Hispanic leaders to be better prepared to lead public organizations that require citizen involvement to meet the goals of the organization. This is especially important when the cultural demographics of citizens is diverse. As Hong and Page (2004) indicate, teams that embrace diversity may have an advantage over homogeneous groups because they have different problem solving strategies. Effective leadership under this paradigm requires public manager administrators embrace leadership skills to avoid being, "merely a bureaucrat pushing paper and administering the daily chores and directives of higher-ups – a glorified order-taker." (Ng, 2011, p.93).

Under this context, the success of leadership and organizational is related to the effectiveness at which an organization provides services (Kapucu, Volkov, & Wang, 2011). Ng (2011) suggests that leaders can learn and increase their likelihood of success by employing the nine best-practices that include:

1. Being Visionary - Leaders are required to think strategically, to plan several steps ahead and to assess long-term and short-term implications.

2. Inquisitiveness and curiosity - Leaders are driven to learn constantly and to seek better means of accomplishing tasks.

3. Be observant - exercise curiosity and inquisitiveness.

4. Attention to detail - An effective leader ensures he or she is informed and aware of all organizational details.

5. Visibility and enthusiasm - Leaders should always maintain their visibility for employees and customers.

6. Crisis management skills - Leaders should be able to tap into existing resources to maximize results in a short-time period. This includes assertiveness and ability to make tough decisions.

7. Manage with openness - Leaders must be open to new ideas and easy to approach.

8. Delegation of work and clear communication of expectations

9. Talent cultivation and mentoring - Leaders should develop constant programs to cultivate talent for the organization (Ng, 2011).

In addition to these nine attributes, Recardo (2000) suggests that strategic direction and a commitment to ethics contribute to effective leadership. Recardo (2000) indicates that "Leaders who exhibit this attribute spend a considerable amount of time on understanding the demands and challenges that are imposed by the external environment, and crafting and communicating a vision, mission, and business strategy" (Recardo, 2000, p.79). Further, Recardo indicates that "Leaders who are perceived as having high integrity and are respected typically have the most success in obtaining employee understanding and commitment to achieving their strategy" (Recardo, 2000, p. 79). Sadikoglu (2008) indicates that effective leadership address and define organizational values and performance expectations. Further, effective leadership promotes an environment that encourages involvement, communication, cooperation, and learning among employees. In addition, it encourages and motivates employees to make suggestions for improvement by empowering them to problem solve within their realm of control so that they will be adaptable and more hard working (Sadikoglu, 2008). According to Kapucu et al. (2011), "leadership as the most important component contributing to organizational performance" (p. 397).

Conceptual Framework

Public administration in the United States operates under three paradigms: the ideas of old public administration, the new public management, and the new public service. From its

beginnings, public administration has turned to the forces that drive private business to improve the way public administration functions. Old public administration turned to scientific management and administrative theory as a means to define the structure of public administration. Similarly, new public management and new public service has once again turned to the private sector, almost a century later, in search of new business practices that introduce market forces to the field of public administration in an effort to improve the efficiency of the organization. This process creates a challenge for public sector leaders as they struggle to introduce the tenants of new public service and new public management onto a field whose structure and function are ingrained with the ideals of old public administration in the fabric of its culture and practices.

Parallel to growth and development of the field of public administration is the development of the study of leadership. During the last century, the leadership field of study has sought to define what leadership is, what it is composed of, and whether or not is something that one is born with or whether they are skills that one may learn. As all these forces converge and seek to find their place within the field of public administration, leaders are tasked with delivering services and accomplishing the goals of the organization. This research aims to identify leaders who have obtained success within the current constraints and distill the best practices that they employ to achieve the goals of the organization and be effective and exemplary leader.
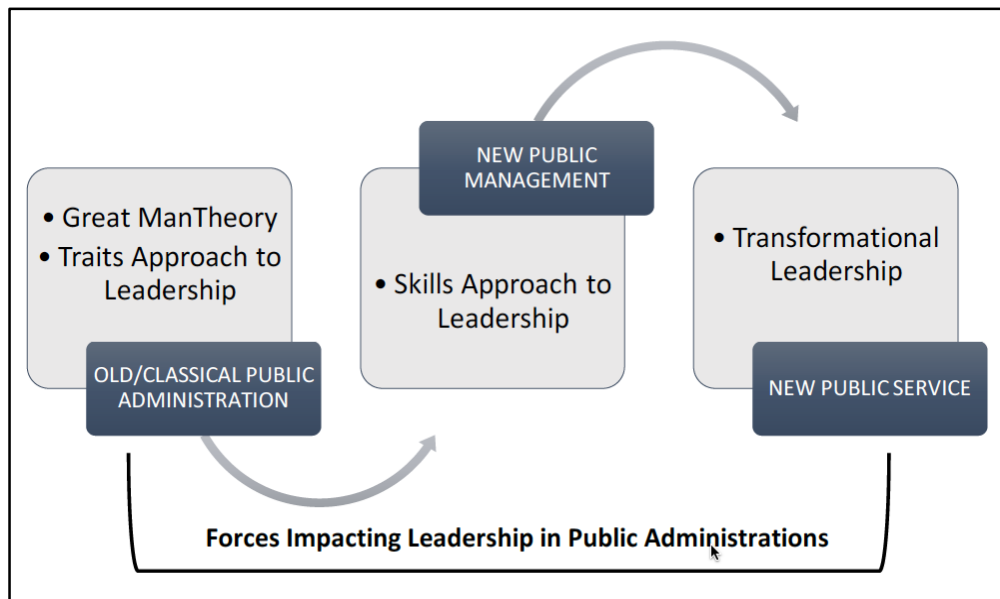
Figure 11. Conceptual framework: Public Admin Paradigms & Leadership Theories Impacting Leadership in Public Administration, created by the author.

Summary of Literature Review

Understanding the leadership perspective and ideologies of Jefferson and Hamilton and their influence to the field of public administration is important because it provides a common thread for the development of the field of public administration. Their advocacy for a centralized and decentralized government provides a foundation for understanding how power, control, and leadership operate within the construct of public administrations. Given the times and events, both the ideas presented by Hamilton and Jefferson have served their purpose in expanding the field of public administration. The struggle between a centralized decentralized governments has been at the root of how public administrations should be structured and how they should function. Woodrow Wilson argued for a separation of politics and administration and, along with President Taft and Roosevelt, began the progressive movement that sought to define the power of public administrations and began the infusion of business practices into the field of public administration as a means to improve the efficiency of public administrations. Wilson argued that the role of politicians was to make law and the role of public administrators was to

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implement law and policies (Wilson, 1887). Woodrow Wilson argued for a distinction of politics and administration, Taylor and Fayol provided the theoretical framework for improving business operation and Gulick operationalized the functions of management applying a practitioner based approach to the field of public administration and defining its functions through POSDCORB (Chalekian, 2016). This model allowed for the expansion of government under President Roosevelt who expanded the reach of government by expanding the number of public administrations and the number of services provided by the government (Kotlowski, 2008).

The last 30 years have seen a push for public administrations that are more transparent and accountable to multiple stakeholders. New public management and new public service calls for smaller decentralized public administrations that focus on "rowing" and "serving." Further, they emphasize that the role of the public administration is to promote civic engagement and deliver service through network governance (Denhardt & Denhardt, 2007). This process requires public administration leaders to understand the forces that have made public administration what it is today a embrace the tenets of transformational leadership to empower employees, partners and citizens to achieve the mission and goals that public organizations have been tasked with.

In this context, Hispanic leaders may possess an advantage as, "For Latinos, leadership usually emerges at the community level, through experience gained by working with CBOs" (Davis, 1997, p. 230). This allows Hispanic leaders to be better prepared to lead public organizations that require citizen involvement to meet the goals of the organization. This is especially important when the cultural demographics of citizens is diverse. As Hong and Page (2007) indicate, teams that embrace diversity may fare better than homogeneous groups because they have different problem solving methods (Hong & Page, 2004; Page, 2007). Effective leadership under this paradigm requires public manager administrators embrace leadership skills to avoid being, "merely a bureaucrat pushing paper and administering the daily chores and directives of higher-ups — a glorified order-taker." (Ng, 2011, p.93). The challenge

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for public administrators is that the lines that divide the old public administration, new public management, and new public service are at the very best blurred. The ideas of scientific management and administrative theory are deeply ingrained in a structured and hierarchical organization that has historically exercised power and leadership through positional power.

According to Kapucu, Volkov, and Wang (2011), "leadership as the most important component contributing to organizational performance" (p. 397). Ng (2011) suggests that leaders can learn and increase their likelihood of success by employing nine best practices that include being visionary, inquisitive and curious, observant, paying attention to detail, being visibility and enthusiasm, being able to manage crisis, manage with openness, being able to delegate and communicate, and have the capacity to cultivate talent (Ng, 2011).

In addition to these 9 attributes, Recardo (2000) suggests that strategic direction and a commitment to ethics contribute to effective leadership. As Sadikoglu (2008) indicates, effective leadership address and define organizational values and performance expectations; it promoted effective by creating an environment that encourages involvement, communication, cooperation, and learning among employees; and empower people to problem solve within their area of control so that they will accept changes and work harder (Sadikoglu, 2008).

Chapter 3: Research Design and Methodology

Introduction

Jackson, Drummond, and Camara (2007) indicate that "The function of all science is to investigate answers to questions about the evolution of an experience or phenomenon via observation. Social science specifically attempts to discover new or different ways of understanding the changing nature of lived social realities. In trying to grapple with what life means to human beings, social scientists presume there is a systematic way of apprehending critical dimensions to problems that confront our social world" (p. 21). This chapter addresses the research design and methodology utilized to conduct this study. The chapter includes a re-statement of the research questions, a discussion on the nature of the study, the methodology used to conduct the study, the research design, a discussion of the interview protocol, and a discussion on the process used to analyze the data. The methodology section describes why a phenomenological design was best suited to for this study as well as a discussion on the strengths, weaknesses, and assumptions of a descriptive qualitative study. The research design section will cover three areas: participant selection, human subject confidentiality, and data collection. The participant selection area identifies and describes the unit of analysis, the population, the sample, and the process for selecting participants for the study. The participant selection area provides a discussion on the Institutional Review Board (IRB) approval process and a discussion on how human subject are protected. The data collection section, provides a detailed discussion on the methodology used for contacting, selecting and gathering data from participants. The discussion of the interview protocol section includes a detailed description of the use of semi-structured interviews, along with their strengths and weaknesses, and the process for developing the interview protocol. The last section, the data analysis section, provides a discussion on the methodology used to analyze, code, and validate the data. This process provides a framework to ensure an effective qualitative research design (Creswell,

2008).

Re-Statement of Research Questions

Patton (2002) states that open-ended interview questions provide an opportunity to gather "in-depth responses about people's experiences, perceptions, opinions, feelings, and knowledge" (p. 23). Therefore, using the following four research questions, an open-ended interview protocol was developed to collect data for this phenomenological study.

RQ1: "What are the obstacles and challenges faced by Hispanic leaders in the public sector?"

RQ2: "What leadership strategies and practices do successful Hispanic leaders employ in the public sector?"

RQ3: "What are the measurements of success for Hispanic leaders in the public sector?"

RQ4: "Based on their experience, what recommendations would Hispanic leaders give to the future generation of Hispanic public sector leaders?"

Nature of the Study

Creswell (2008) defines qualitative research as a research method that "begins with assumptions and the use of interpretive/theoretical frameworks that inform the study of research problems addressing the meaning individual or groups ascribe to a social or human problem" (p. 44). Lakshman, Sinha, Biswas, Charles, and Arora (2000) indicate that "qualitative methods take a holistic perspective preserving the complexities of human behavior by addressing the 'why' and 'how' questions" (p. 369). Creswell (2008) outlines five approaches to conducting qualitative research: case studies, ethnographies, grounded theory, narrative research, and phenomenology. Although there are different approaches to conducting qualitative research, there are a few characteristics that are common in the different approaches. The characteristics which are common in qualitative research are found in the underlying philosophical assumptions and interpretive framework utilized to conduct qualitative research. The four philosophical

assumptions that underlay qualitative research are: (a) axiological, (b) epistemological, (c) methodological, and (d) ontological. The interpretive frameworks are positivism, social constructivism, transformative/postmodern, pragmatism, or critical race/feminist/queer or disabilities theory (Creswell, 2008). Along with these frameworks, qualitative research is also characterized by observing and interviewing research participants in their natural setting, by making the researcher a key instrument of data collection, focuses on participant's perspective, meaning and subjective view, and data is analyzed inductively, recursively, and interactively (Creswell, 2008).

Strengths. Qualitative research is effective because it "is primarily concerned with understanding human beings' experiences in a humanistic, interpretive approach" (Jackson, Drummond, & Camara, 2007, p. 21). Another strength of qualitative research is that it concerns itself with the beliefs, motivations and actions of people, organizations or institutions and provides greater access to data when information is vague or inconsistent. (Lakshman et al., 2000). Further, Johnson and Christensen (2004) indicate that three other strengths of qualitative research is that it can provide clarity in the depiction of people's experiences of phenomena, they can help determine how participants interpret constructs, and can provide detailed accounts of phenomena as they are situated and embedded in local contexts.

Weaknesses. Although qualitative research has distinct strengths that make it appropriate for this study, it also has its weaknesses. Johnson and Christensen (2004) identify three weakness is the qualitative research that include: 1) knowledge produced may not be generalizable to other people or other settings, 2) it is more difficult to test hypotheses and theories with large pools of participants, and 3) the researcher's personal biases and idiosyncrasies may more easily influence the results. Further, Creswell describes and identifies three assumptions that a researched must be aware of and account for when conducting qualitative research. These assumptions assert that knowledge exists within the meaning people make of them, that knowledge is gained through experience, and that knowledge is laced with bias (Creswell,

2008).

Methodology

This qualitative research study will utilize a phenomenological design. The study's philosophical assumption and interpretive framework are axiological and social constructivism as "individual values are honored, and negotiated among individuals" and "inductive method of emergent ideas are obtained through methods such as interviewing, observing, and analysis of text" (Creswell, 2008, p. 36). Moerer-Urdahl & Creswell (2004) states that a phenomenological study describes the common meaning for several individuals of their lived experiences of a concept or a phenomenon. Langdridge (2007) define phenomenology as a qualitative research method that "aims to focus on people's perceptions of the world in which they live in and what it means to them; a focus on people's lived experience" (p.4). This method is the most effective for this study because, as Danzig and Harris (1996) indicate, "Stories enable professionals to learn about the importance of their stories and the interpretive nature of their work. This empowers professionals to see how the personal and professional are connected in stories of practice that are shared" (p. 197). A qualitative phenomenological study has various strengths and weaknesses. Lakshman, Sinha, Biswas, Charles, and Arora (2000) indicate that this approach is effective because it "applies to situations where relevant variables producing an outcome are not apparent or where the number of subjects or outcomes under study are insufficient for statistical analysis" (p. 371).

Structured process of phenomenology. Kafle (2013) outlines three traditions in a phenomenological approach: (a) existential phenomenology, (b) hermeneutic phenomenology, and (c) transcendental phenomenology. Existential phenomenology has its roots in the philosophical ideas of existentialism that "share the view that philosophy should not be conducted from a detached, objective, disinterested, disengaged standpoint" (p. 188). Further, existential phenomenology contends that certain phenomena are only available to those who are engaged with the world in the right kind of way and therefore it makes it difficult to

completely reduce experiences and beliefs to universal themes (Kafle, 2013). The hermeneutic phenomenology differs in that it seeks to identify common themes in the phenomenon while still remaining relevant to the topic at hand (Creswell, 2008). The last of the traditions, transcendental phenomenology, seeks to understand a phenomenon by analyzing data and looking for shared views, beliefs, and/or experiences all the while setting aside the researchers experiences and biases (Creswell, 2008).

Appropriateness of phenomenology methodology. Considering the different approaches to conducting a phenomenology, the most appropriate for this research study is transcendental phenomenology. This approach is most effective for this study because it ensure that the findings of the data will be more of a description of the participant's experiences and not an interpretation of the researcher's perspective (Creswell, 2008). In additions, this approach provides the researched the tools to set aside his or her own experiences and provide a new perspective to the phenomenon being studied (Creswell, 2008). In addition, it allows the researcher the opportunity to collect data from various participants, analyze the data, and reduce the data to key accounts and experiences that are combined in themes for textural and structural descriptions (Creswell, 2008). Although this method is best suited for this study, it is vital to comprehend the strengths and weaknesses that this approach will provide to the study.

Weaknesses. Creswell (2008) also identified three challenges with a phenomenological study. First, Creswell (2008) indicates that conducting a phenomenological study, "requires at least some understanding of the broader philosophical assumptions, and these should be identified by the researcher" (p. 83). Second, participants must be carefully chosen to have experienced the situation in question, in order for a common understanding to be reached, and it must be decided on how and in what way the researcher's personal knowledge and perspectives will be introduced into the study (Creswell, 2008). Although these weaknesses present a challenge to a phenomenological study, this study attempts to addresses them by: (a) clearly defining the population and carefully selecting the sample who will participate in the study, (b) ensuring that

the researchers experiences and biases are clearly identified, and (c) outlining the interpretive and theoretical frameworks that impact this impact the study.

Research Design

This research study seeks to identify leadership best-practices of Hispanic-American leaders in public organizations. As such, the unit of analysis for this study is defined as one Hispanic leader in the public sector. Per the Equal Employment Opportunity Commission (2013), state and local government job report, 191,258 of 705,204 (27%) of state and government jobs were filled by employees of Hispanic descent. Of the 705,204 state and local government jobs, 31,877 positions are allocated for officials and administrators. Of those positions, 17% were filled by employees of Hispanic descent. As such, the population for this study will be composed elected officials and administrators in the state of California, where according to the NALEO Educational Fund (2015), 1,377 elected positions were filled by elected officials of Hispanic descent. The 1,377 positions include US representatives, state officials, state senators, state representatives, county officials, municipal officials, judicial and law enforcement officers, education/school board members, and special district officials.

Sample size. Strauss and Corbin (1990) indicate that in qualitative research, a sample is obtained by selecting a subgroup of participants through either probability or nonprobability methods within a larger population. Patton (2002) indicates that an appropriate, "sample size depends on what you want to know, the purpose of the inquiry, what's at stake, what will be useful, what will have credibility, and what can be done with available time and resources" (p. 244). Further, Creswell (2008) indicated that in phenomenology, the number of participants range from one up to 325, but recommends studying 3 to ten subjects and or individual. Although the number of participants varies, what is important in a phenomenological study is that participants have experience directly pertaining to the issue (Creswell, 2008). As such, this study will utilize a sample size of 15 participants carefully selected through purposive sampling with maximum variation.

Purposive sampling. Participants for this study will be selected through a purposive (purposeful) sampling method utilizing a strategy of maximum variation. Horsburgh (2003) identifies purposive sampling as the process of selecting participants based on the information they can provide on the area being studied. Further, Creswell (2008) defines purposeful sampling as method that intentionally selects those who can inform the researcher most effectively in the field of study. Purposive sampling also allows for the gathering of in-depth knowledge and information from a small, yet knowledgeable sample (Isaac & Michael, 1995; McMillan & Schumacher, 2006). Utilizing the maximum variation method will allow the researcher to determining in advance criteria that differentiate participants to best document diverse variations and identify important common patterns (Creswell, 2008). This method is most appropriate for this study because it seeks to identify the unique leadership best practices of a select group of people, Hispanic-American leaders, who experience the same phenomenon, leadership in a public organization.

Participant selection: **Sampling frame to create the master list**. Participant selection for this research study will begin by accessing the publicly available NALEO National Directory of Latino Elected Officials 2015 publicly available through the NAELO website at http://www.naleo.org. The NALEO National Directory of Latino Elected Officials 2015 only provides names and contact information for Latinos who currently serve in the senate or House of Representatives. As such, participant identification and selection will be obtained through the following process;

- Step One — The NALEO National Directory of Latino Elected Officials 2015 provides contract information (i.e., name, phone number, and email address) for the person responsible of managing the list. In addition, the directory indicated that an Excel database was available that provides contact information for all Latino elected officials. In mid-August, the contact person was sent an email to request access to directory. The researcher was provided with a link to an excel database that that contains contact

information for all Latino elected official in the United States

(http://www.naleo.org/pra_dir_2015). This database is readily available to any member

of the public who requests a copy.

- Step Two — The NALEO National Directory of Latino Elected Officials 2015 was filtered
  to only show those elected officials in California.

- Step Three — The database was modified to include columns for annotating whether the
  potential participant met the criteria for inclusion outlined for this study.

- Step Four — The sample for this study was identified and selected by applying a set of
  criteria of inclusion and exclusion to create a final list of 30 potential participants.

- Step Five - Criteria for maximum variation was applied to ensure that the sample
  included males and females, participants from various Hispanic backgrounds, and
  participants of different public organizations (i.e., state, county, city, or school board).
  Criteria for inclusion. Participants for this study must at a minimum meet the following
  four criteria for inclusion to be considered:

1. Be a male or female between the ages of 35 and 65;

2. Be of Hispanic descent. Hispanic descent is defined as;

   a. Individuals who can trace his or her ethnic and or cultural background to either
      Mexico, Central or South America, or the Caribbean,

   b. Spanish is the primary language of the country of origin

3. At a minimum possess a bachelor's degree;

4. Provide direct or indirect leadership to a public organization in their role as a U.S.
   Representative, State Official, State Senator, State Representative, County Official,
   Municipal Officer, Judicial and/or Law Enforcement Official, Education/School Board
   Member, or Special District Official in California.
   Criteria for Exclusion. To further narrow the pool, the list will further be filtered to
   exclude participants who do not meet the following three factors:

1. Participant holds a post-secondary degree in public administration, political science, economic, business administration or law;

2. Participant has a minimum of 10 years of experience working in a public organization; and

3. Participant has a minimum of two years left in their current term of service.

Maximum Variation. Last, a purposive sample of 30 participants will be obtained by applying criteria for maximum variation to ensure that the sample include; (a) male and female participants, (b) participants from various Hispanic backgrounds, and (c) participants from different public organizations (i.e., State, County, City, and School Boards).

Human subject consideration. Before any participants are approached for possible participation or data is collected for this study, approval from Pepperdine's Institutional Review Board will be obtained. Following IRB protocol and standards, participants in this study will be obtained while ensuring that: (a) participants have the right to voluntarily withdraw from the study at any time, (b) are provided with the central purpose of the study and the procedures used to collect data, (c) are provided with information on how their confidentiality will be protected, (d) provided with information about any known risks associated with participation in the study, (e) provided with a statement of the possible expected benefits of participating in the study, and (f) signed consent is obtained from both the participant and the researcher that all information outlines has been provided (Creswell, 2008).

Hispanic leaders who initially agree to be part of this study will be provided with a consent form. The consent form will ask participant if they agree to be interviewed, for the interview to be recorded, and for the content of the interview to be used as part of the study. In addition, participants will be asked for permission to use their identity and name of organization in the study. Should the participants not consent to their identities and names of their organizations being used, their names and the name of their organization will be replaced with a

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pseudonym. The informed consent form will also indicate that participation in this study is strictly

voluntary. Participant will be informed that they have the right to withdraw from the study at any

time during, before, or after the interview. In addition, given the nature of the study, participants

will be informed that there are no known risks to participating in this study. Should participants

choose to remain anonymous, confidentiality will be maintained by ensuring that no specific

identifying information is used or reported in any part of the study. In addition, the only reference

to the actual names of participants will be on a coding sheet available only to the researcher.

The coding sheet containing the list of names of participants will be destroyed at the completion

of the study.

Interviews for the study will be conducted using an eight open-ended question interview

protocol. All the interviews will be recorded on an MP3 portable recording device. The MP3 files

will later be transferred to a USB flash drive and stored under lock and key at the researcher's

home for five years. The content of the interviews on the MP3 files will be transcribed. A final

coded transcript of the interviews will be generated that ensures anonymity for all the

participants who elected in the consent form to have their identities concealed. Transcription

and coding files will also be stored on a USB flash drive and stored under lock and key at the

researcher's residence for five years. Last, the participant's interview and the results of the

study will be made available to all the participants for their review at the conclusion of the study.

Data collection. Data collection for this study will begin with a final list of 30 potential

participants. The list of 30 potential participants represents the pool of potential participants that

meet all the requirements necessary to conduct the study. The first step in the process will be

calling the offices of the elected officials utilizing a standardized recruitment script. The

recruitment script is designed to introduce the researcher to the potential participant and to

gauge the participant's interest in participating in the study. For the most part, elected officials

have staff responsible for answering questions and responding to constituent requests. As such,

the initial phone call will be to introduce the researcher to the staffer and request permission to

email both the staffer and the elected official additional information pertaining to the study. The

next step in the process will be to email the staff and the elected official and again re-introduce

the researcher, explain the nature of the study, indicate that if they agree to participate they will

be asked to take part in a 45-60 minute interview that will be audio-recorded. In addition, the

email will include a copy of the informed consent form, that includes a more detailed description

of the study and the participant's involvement, and a copy of the eight open-ended questions

that will be asked during the interview. Last, the email will ask the participant to please confirm

their interest in participating in the study and to indicate the best time and place to conduct the

interview at their convenience. If the potential participant agrees to be part of the study, the

participant will be asked to sign, digitally scan and email a copy of the informed consent form

prior to the interview appointment. In the event that the signed informed consent form is not

received prior to the interview, the researcher will take extra copies and ensure a signed

consent form is obtained prior to beginning the interview. In the event that a potential participant

indicates from the onset that he or she does not want to be participate in the study, or in the

event that a participant who initially agreed to participate decides to withdraw from the study, the

researcher will seek to identify another participant from the initial pool of 30 potential

participants. This process will be repeated until all 15 interview are secured and obtained.

Interview techniques. Data for this study will be collected through semi-structured interviews.

Baumbusch (2010) indicated that a "semi-structured interview involves a set of open-ended

questions that allow for spontaneous and in-depth responses" (p. 255). This process is most

effective because it allows for multiple perspectives be expressed through open-ended

questions that are still structured enough to guide the conversation. As Barriball and While

(1994) indicate, semi-structured interview are "well suited for the exploration of the perceptions

and opinions of respondents regarding complex and sometimes sensitive issues and enables

probing for more information" (p. 330). Rubin, Rubin & Brooks (2005) outline a process that

involves development of the interview protocol, conducting the interview, and analyzing the

interview data.

Interview protocol

In qualitative studies, interviewing is the most common practice employed for collecting data (Burnard, 2005; Nunkoosing, 2005; Sandelowski, 2002). Creswell (2008) indicates that in qualitative studies, data may be collected using either unstructured, semi-structured or focus group interviews. An unstructured, open-ended interview seeks to collect data through conversation and has maximum flexibility on pursuing information in whatever direction seems to be most appropriate at the time depending on what emerges from observation or conversation (Patton, 2002). A semi-structured interview utilizes a pre-designed and designated set of open-ended questions allowing the researcher to seek particular data while still allowing for in-depth responses from participants (Baumbusch, 2010). The last of the three interview methods in the focus group interviews. Ho (2006) describes focus group interviews as the process of collectively interviewing a group of 5-10 people to gather information through their responses, interactions, collective views, perspectives, opinions, and perceptions about a topic that would normally not be discussed. Provided with these three options, this research study will utilize semi-structured interviews to collect data.

Relationship between research and interview questions. Following the process outlined by Rubin, Rubin & Brooks (2005) of first developing an interview protocol, the researcher developed an eight open-ended question interview protocol that was derived from the research questions and further bolstered by the literature review. This study consists of a total of four research questions. For each research question, two interview questions were developed. Each question is designed to allow the interviewee the opportunity to expand and articulate their thoughts, feeling and experiences. For example, a review of the literature indicated that multiple forces impact the success and effectiveness of leadership in a public organization. As such, an open-ended interview question was designed to allow the interviewee the opportunity to expand and express their thoughts and experiences on past and current

challenges in leading a public organization. A similar approach was taken for the construction of

all the interview questions. As such, a table was constructed that showed the relationship

between each research question and corresponding interview question (see Table 7).

Table 8.

Research Questions and Corresponding Interview Questions

Research Question	Corresponding Interview Question
RQ1: What are the obstacles and challenges faced by Hispanic leaders in the public sector?	● IQ1 - What would you describe as the most notable obstacles and/or challenges (spoken or unspoken) you have faced as a leader of a public organization? *Follow-up - Has your ethnicity been an asset or barrier to your success?* ● IQ2 - What parts of your role as a leader of a public organization do you find to be most difficult or challenging?
RQ2: What leadership strategies and practices do successful Hispanic leaders employ in the public sector?	● IQ3 - What in your education, training, work experience or personal characteristics do you feel best prepared you to face the challenges described earlier? ● IQ4 - What leadership techniques and/or practices do you feel have helped you be successful in leading a public organization?
RQ3: What are the measurements of success for Hispanic leaders in the public sector?	● IQ5 - How do you define your success as an effective and efficient public leader? ● IQ6 – How do you measure and track your success as a public leader?
RQ4: Based on their experience, what recommendations would Hispanic leaders give to the future generation of Hispanic public sector leaders?	● IQ7 - What advice or recommendations would you give to future Hispanic leaders? ● IQ8 - Is there anything else you would like to add?

Note. The table identifies the four research questions and corresponding interview questions. Interview questions were reviewed by a panel of peer and expert reviewers. Thus, IQ1, IQ3, IQ4, IQ5 and IQ6 were revised.

Interview questions. The following interview questions will be used to gather data for

this research study;

1. What would you describe as the most notable obstacles and/or challenges

    (spoken or unspoken) you have faced as a leader of a public organization?

    Follow-up - Has your ethnicity been an asset or barrier to your success?

2. What parts of your role as a leader of a public organization do you find to be most difficult or challenging?

3. What in your education, training, work experience or personal characteristics do you feel best prepared you to face the challenges described earlier?

4. What leadership techniques and/or practices do you feel have helped you be successful in leading a public organization?

5. How do you define your success as an effective and efficient public leader?

6. How do you measure and track your success as a public leader?

7. What advice or recommendations would you give to future Hispanic leaders?

8. Is there anything else you would like to add?

Reliability and validity of the study. Best and Kahn (1993) indicate that the effectiveness of any data-collection procedure depend on its reliability and validity. Validity for this research was obtained by ensuring the study had internal validity, external validity, reliability, and objectivity. LeCompte and Goetz (1982) define the internal validity, external validity, reliability, and objectivity as follows:

- Internal validity - the extent to which scientific observations and measurements are authentic representations of some reality.

- External validity - the degree to which such representations may be compared legitimately across groups.

- Reliability - the extent to which studies can be replicated. It requires that a researcher using the same methods can obtain the same results as those of a prior study.

- Objectivity - the degree to which a researcher provides a holistic reconstruction of the culture or phenomena investigated.

The reliability and validity of the data collection instrument was obtained through the following three-step process: (a) prima-facie validity, (b) peer-review validity, and (c) expert review. By employing this three step process, the researcher was able to ensure that the interview

questions were in line with and informed the research questions.

Prima facie validity. The first step in developing the data collection instrument was to develop eight interview questions. The interview questions were informed by the literature review and designed to inform the research questions. After designing the questions, the first step in the validation process was to determine whether the tool appeared to measure what it was intended to measure by determining the readability, clarity and ease of use by judging whether the instrument appears to be valid on its face appearance (Patten & Bruce, 2009; Youngson, Considine, & Currey, 2015).

Peer-Review validity. The next step in the validity process involved peer-review validity. Patten and Bruce (2009) indicate that the peer-review process relies on outside experts to help ensure the quality of the tool development process to ensure a successful data collection process. The process utilized by the researcher involved developing a table that aligned each interview question to its corresponding interview question (See Table 7). Once this step was done, the next step involved identifying two subject matter experts who would participate in the peer-review process. The search of subject matter experts yielded two doctoral students who have more of 20 years of combined experience working in the public sector. Their combined career experience and understanding of research method as doctoral students provided the subject matter expertise required to evaluate the validity and reliability of the data collection instruments. Each peer reviewer was provided with a copy of the interview and research question table (See Table 7), and asked to the following:

1. Review each question to determine how well the interview questions addresses the research question.

2. Determine whether each interview question has direct relevance to the research question.

3. Asked to provide guidance and or suggestion on how questions could be modified to best fit the research question; and

4. Recommend additional interview questions you deem necessary.

As a result of peer-review, two interview questions were revised based on the feedback provided. Interview question four and six were modified as follows:

- Original IQ4 - What leadership techniques and/or practices do you find to be the most successful in leading a public organization?

- Revised IQ 4 - What leadership techniques and/or practices do you feel have helped you be successful in leading a public organization?

- Original IQ6 - Does your organization have a method in place to measure the success you described? Follow up: If so, what do they use to measured and tracked success? If not, why not?

- Revised IQ6 - Does your organization have a method in place to measure success? Follow up: If so, what do they use to measured and tracked success? If not, why not?

Expert review validity. The last step in the process involved expert review validity. This process was established as the final decision making body in the event that no consensus could be reached during the review process. In the event that peer-reviewers made suggestions on edits to interview questions or suggestions for additional interview questions that the researcher did not agree with, the dissertation committee served as the expert review panel to determine whether the edits suggested by the peer-reviewers should or should not be incorporated into the data collection tool to better improve the validity and reliability of the instrument. An expert review was conducted and the following recommendations were made to revised the interview questions;

- Original IQ1 – What would you describe as the most notable obstacles and/or challenges (spoken or unspoken) you have faced as a leader of a public organization?

- Revised IQ1 - What would you describe as the most notable obstacles and/or challenges (spoken or unspoken) you have faced as a leader of a public

organization? *Follow-up - Has your ethnicity been an asset or barrier to your success?*

- Original IQ3 - What in your education, training and/or work experience do you feel best prepared you to face the challenges described earlier?

- Revised IQ3 - What in your education, training, work experience or personal characteristics do you feel best prepared you to face the challenges described earlier?

- Original IQ5 – How would you define an effective and efficient public organization?

- Revised IQ5 - How do you define your success as an effective and efficient public leader?

- Original IQ6 - Does your organization have a method in place to measure success? Follow up: If so, what do they use to measured and tracked success? If not, why not?

- Revised Q6 - How do you measure and track your success as a public leader?

Reliability of instrument. The reliability of a data-collection instrument is directly correlated to the consistency at which an instrument collects data and consistently yields the same results (Best & Kahn, 1993; Patten & Bruce, 2009). LeCompte and Goetz (1982) indicate that the reliability of an instrument is dependent on internal and external reliability. External reliability is concerned with whether or not other researchers would be able to discover the same phenomenon or arrive at the same constructs given similar settings (LeCompte & Goetz, 1982). Internal reliability is concerned with the degree at which other researchers would connect data similar to the original researcher, given the same phenomenon or construct (LeCompte & Goetz, 1982). To further test the reliability of the instrument, the researcher will hold two pilot interviews with participants who meet all criteria of the sample. The interviewees will be asked all the questions in the tool and asked to provide feedback on whether they feel the questions

are clear and whether they understand what is being asked of them. As a result of the pilot interviews, the researcher will modify and incorporate their feedback into the final interview tool. By employing both internal and external reliability in the research approach, the researcher was able to ensure consistency and thus increasing the reliability of the data-collection instrument.

Interview Process and techniques. Creswell (2008) describes that many of the weaknesses in the interview process lie with the mechanics of the interview. For example, Creswell indicates that one of the issues in conducting interview is that the research need to identify individuals who are not hesitant to speak and share ideas and create a setting in which this is possible. Further, he outlines that in an effective interview the interviewer need to be a good listener and refrain from speaking during the interview as not to guide or influence the response of interviewees (Creswell, 2008). This step is critical to the interview process as it has the potential to bias and mislead the results of the data if the interviewee becomes aware of the interviewer's perspective (Best & Kahn,1993). To reduce the possibility of bias and increase the richness of the data, the researcher use the following techniques: (a) arrive early to the interview to avoid delays on the part of the researcher, (b) develop rapport by engaging in a short conversation with the interviewee, (c) ask the interviewee if he or she has any questions or concerns with the informed consent form and collect on if one is not on file, (d) the researcher will participate in active listening and refrain from sharing opinions or showing emotion with responses, and (e) when the interview is over, the research will thank the participant and ask for permission to contact the participant should any questions arise in the future that concern the data (Best & Kahn,1993; Creswell, 2008).

Statement of Personal Bias

Creswell and Miller (2000) indicate that it is necessary for a researcher to state his or her biases when conducting a research project so that readers can understand the perspectives from which data was analyzed and interpreted. As such, the researcher brings with him the following personal biases to the research study:

1. The researcher has 14 years of experience working in a public organization.

2. The researcher holds an undergraduate degree in business administration and a master's degree in public administration that shape the way he views and analyzes organizations.

3. The researcher has his own opinion on what leadership best practices are most effective based on his own knowledge and experience.

Epoche. Creswell (2008) indicates that bracketing or epoche is the process of setting aside one's beliefs, feelings, and perceptions in a phenomenological study. It is crucial that the researcher identify and acknowledge his or her biases to ensure that they do not affect interpretation of the data or misrepresentation of the participant's views. As Moustakas (1994) indicates, bracketing or epoche, is the process of setting aside as far as is humanly possible the researchers preconceived notions or experiences so as to allow for better understanding of the research participants views and experiences in a phenomenological study. Creswell (2208) indicated that the process of bracketing or setting aside biases to better understand participant's experience of a phenomenon include:

1. Identifying all potential biases, experiences and knowledge that may influence interpretation of the data so as to allow the researcher to better immerse himself in the data to gain greater understanding.

Maintaining a journal to record any biases that arise during during the research process and reporting them so that readers are aware of the researcher potential biases when reading and interpretation the results.

Data Analysis

Interview data collected for this research project will be coded and analyzed to determine common themes and ideas. The data analysis process will begin with a transcription of all the individuals' interviews. Once all the individual interviews are transcribed, the data will be analyzed and coded to identify common themes, ideas, characteristics, experiences or

insights. In addition, the researcher will record in a journal any ideas or insights that arise during the data analysis process (Creswell, 2008). Further, common themes will be shared and discussed with peer-reviewers with the intent of arriving at consensus on the common themes and ideas derived from the data. In the event that consensus is not obtained between the research and the peer-reviewers, the data analysis results will be forwarded to an expert review for final decision.

Reading and memoing. Creswell (2008) outlines reading and memoing as one of the steps in the data analysis process. Further, Creswell describes the process of readings and memoing as the activity of writing short phrases, ideas or concepts that arise out of the data as the researched reads and analyses the data. As such, the researcher will utilize the memoing technique in this research project to make notes on a journal and on the margins of interview transcriptions to help inform the data analysis process and to bracket out any biases that arise during the data analysis process.

Describing, classifying, and interpreting (coding). The next step in the data analysis process will involve describing, classifying and coding the data. Creswell (2008) defines coding as the process of aggregating data onto small categories or themes that arise from the data. Further, Creswell suggests that the researcher should strive to arrive at no more that 25-30 codes as this will help arrive at five to six common themes that will help synthesize and summarize the data (Creswell, 2008). Patton (2002) further emphasizes that as the researched proceeds to analyze the data with the intent of arriving at general categories or themes, bracketing and epoche should be seen as ongoing processes in a phenomenological study so the research is best able to view the data free of judgment and categorize it for what it is, rather than what it is perceived to be.

Interrater reliability and validity. Creswell (2008) indicates that in qualitative research the richness and strength of findings are dependent on an intercoder or interrater validity process. Interrater validity is the process of utilizing subject matter experts to verify that the codes and

themes derived from data are valid (Creswell, 2008). The reliability and validity of the research findings for this study will be obtained by first identifying and securing two doctoral students who are experienced in qualitative research and who are familiar with the theoretical setting of this research study. Second, reliability and validity will be obtained through the following three-step process:

- Step one - The research will transcribe, read, memo and code three interview.
- Step two - the results of the first three interviews will be shared with the two peer-reviewers. Reviewers will be asked to determine whether they agree with the researchers findings on the general themes and codes of the research. Based upon the peer-reviewers feedback, the research will determine whether consensus can be obtained from in the data analysis findings. In the event that consensus is not obtained, the research will seek expert review from the dissertation committee and will incorporate their finding into the data analysis process.
- Step three - the last step will involve an analysis and coding of the remaining 15 interview based upon the feedback and guidance obtained from the peer-reviewers through step two. Once all 15 interviews are completed, the result will be shared with the peer-reviewers once again with the intent of arriving at consensus on the research findings.
- Step 4 - If consensus is not obtained, once again the research will seek the guidance of expert review for a final decision.

Representing, visualizing. Once data analysis is complete, consensus is obtained among the peer-reviewers and the researcher. The research will move to summarize and report the findings in chapter four. Chapter four will include a summary of the findings as well as bar charts that tabulate and report the number of interviewees who fall under a general theme.

Summary

Chapter three takes a close look at the research design and methodology used to carry out the study. The chapter commences with a re-statement of the research questions and a discussion of why a phenomenological descriptive qualitative study is best suited for this project. The chapter further identifies the unit of analysis and provides a detailed description of the population and sample. The discussion on population and sample includes a detailed description of the factors for inclusions and exclusion that were utilized to define the sample and select participants. Next, the chapter discusses the IRB process and outlines the steps employed to ensure and secure participant safety and confidentiality. The chapter continues with a discussion on the process used to develop the interview protocol. The chapter discusses how each interview question is related to each research question and discusses how inter-rater reliability and validity was employed to validate the data collection tool. In addition, the chapter discusses the interview process and outlines best-practices and techniques identified in the literature that lend to successful interviews. The last part of the chapter discusses the data analysis process and includes a detailed description of the 3 step process that the researcher will utilize to test the validity and reliability of the data analysis process. The chapter concludes with a description of how the findings will be reported in chapter 4.

Chapter 4: Findings

The purpose of this study was to identify the best-practices that elected Hispanic leaders employed in the public sector. To accomplish the task, this study sought to answer the following four research questions:

RQ1: What are the obstacles and challenges faced by Hispanic leaders in the public sector?

RQ2: What leadership strategies and practices do successful Hispanic leaders employ in the public sector?

RQ3: What are the measurements of success for Hispanic leaders in the public sector?

RQ4: Based on their experience, what recommendations would Hispanic leaders give to the future generation of Hispanic public sector leaders?

To answer these four questions, an interview protocol composed of eight open-ended questions was developed with each interview question directly informing a specific research question. The interview protocol was validated through an interrater reliability and validity procedure. Through the use of the inter-rater reliability and validity procedure, the following eight research questions were approved and used to interview participants for this study;

1. What would you describe as the most notable obstacles and/or challenges (spoken or unspoken) you have faced as a leader of a public organization? Follow-up, Has your ethnicity been an asset or barrier to your success?

2. What parts of your role as a leader of a public organization do you find to be most difficult or challenging?

3. What in your education, training, work experience or personal characteristics do you feel best prepared you to face the challenges described earlier?

4. What leadership techniques and/or practices do you feel have helped you be successful in leading a public organization?

5. How do you define your success as an effective and efficient public leader?

6. How do you measure and track your success as a public leader?

7. What advice or recommendations would you give to future Hispanic leaders?

8. Is there anything else you would like to add?

Interview participants were asked to provide responses to the eight open-ended questions and to elaborate and provide as much information as they felt comfortable. The responses to the eight interview questions collectively provided an in depth understanding of the best-practices that Hispanic leaders employed in public organizations to make them successful. This chapter provides a description of the participant for this study, a discussion of the data collection process, a description of the data analysis process, and the inter-rater review process used to validate the data analysis process. In addition, the chapter provides the findings from the analysis of data collected from the eight interview questions.

Participant

A total of 10 participants were interviewed for this study. Participants for this study ranged in age from 34 to 65. Of the 10 participants, three, or 30%, were female and 7, or 70%, were males. Participants included one county supervisor, four mayors, two mayor pro tem, and three city council members. Three participants have a juris doctor degree, one has a doctor of education degree, three have master's or bachelor's in public administration, two have a master's in business administration and one has a master's in urban planning (see Table 9).

Table 9

Interview Participant Details

Participant	Degrees Earned	Gender	Interview Date
P1	MBA	F	January 19, 2017
P2	Law, JD	F	January 20, 2017
P3	Master's in Urban Planning	M	January 25, 2017
P4	Doctor of Education	M	January 30, 2017
P5	MBA	M	February 1, 2017
P6	Bachelors in Public Administration	M	February 8, 2017

Participant	Degrees Earned	Gender	Interview Date
P7	Law, JD	M	February 9, 2017
P8	MPA	M	February 11, 2017
P9	MPA	M	February 13, 2017
P10	Law, JD	F	February 17, 2017

Data Collection

Data collection for the 10 interviews began by reaching out to NALEO and obtaining a copy of the publicly available NALEO National Directory of Latino Elected Officials 2015 publicly available through the NAELO website at http://www.naleo.org. The list was first filtered to identify the Latino elected officials in the state of California. Next, the list was sorted to ensure participants met all the criteria for inclusion. Criteria for inclusion was verified by visiting the elected official's website and reviewing their official biographies. After applying all the factors of inclusion, an initial list of 30 participants was obtained and narrowed to 15 participants ensuring maximum variation. Data collection began in early January 2017 after obtaining full IRB approval in late December of 2016 from Pepperdine University. Data collecting was conducted over the entire month of January and the first three weeks of February utilizing the approved IRB recruitment script. During the first week of January, a total of 15 recruitment email were sent. The first batch of recruitment emails yielded three interviews, seven responses of no interest, and four non-responses. During the second week of January, a second batch of 15 emails was sent. The second batch of recruitment emails only yielded 2 interviews. To further recruit, the NALEO list of Latino Elected Officials was expanded to include a total of 100 participants who met the criteria for inclusion. With the expanded list, participant recruitment continued for the next four weeks by sending an average of ten recruitment emails per week. A total of 92 interview requests were sent during a seven-week period yielding a total of 10 completed interviews.

Participants who agreed to be interviewed were provided with a copy of the informed consent form and interview questions prior to the initial meeting. All interview participants were

provided with the opportunity to ask questions prior to collecting the signed informed consent form. In addition, participants were provided with the option of anonymity. The option was provided in order to obtain as much candor as possible during the interview to collect the richest data possible. A total of one hour was requested to conduct the interview but none of the interview took more than an hour to complete. The longest interview took 46 minutes and the shortest interview took 24 minutes. All interviews were recorded after obtaining consent from participants.

Data Analysis

Creswell (2008) defines coding as the process of aggregating data onto small categories or themes that arise from the data. Data analysis began by audio recording all interviews and manually taking notes during the interview. Next, the researcher listened to the audio recording two times to memo and bracket all perceived biases to ensure that the researcher's personal biases did not influence the data analysis process. As Creswell and Miller (2000) indicate, it is necessary for a researcher to state his or her biases when conducting a research project so that readers can understand the perspectives from which data was analyzed and interpreted.

The next step in the data analysis process involved transcribing all audio recording onto Word documents. Once all the audio recording where transcribed, the researcher developed a grid that compared all responses by grouping them by question number. The response for each question was reviewed, analyzed, and coded for key phrases, viewpoints, or responses that provided a descriptive response to the interview question. The process was repeated a total of three times for all eight questions. This process was utilized to solidify the coding of key phrases, viewpoints, or responses. The next step involved clustering the codes into common themes, then sorting and ranking the themes by highest to lowest frequency. Theme names were derived by utilizing descriptive verbiage included in the transcripts. The next step in the data analysis process was validating the data utilizing the inter-rater review process.

Inter-rater Review Process

The Inter-rater review process was conducted by two doctoral students enrolled in the Doctor of Education in Organizational Leadership program at Pepperdine University. Both doctoral students have work experience in public organizations and have experience with similar research methodology. In addition, both doctoral students have training in qualitative research methods and data analysis. Both reviewers were provided a copy of all the researchers' grids that contained the coded key phrases, viewpoints, or responses and their corresponding theme grouping. In addition, the reviewers were provided with a copy of the research questions to assist with the review of that data analysis. The reviewers were asked to do the following:

- Review and provide feedback on all key phrases, viewpoints, or responses for proper thematic designation.

- Review and provide feedback on the thematic name designation.

The inter-rater review process yielded a total of five edits to the data analysis. A discussion on the all edits was conducted as a group and based on the feedback, consensus was reached and a total of three edits were made (see Table 10).

Table 10

Inter-rater Coding Table Edit Recommendations

Interview Question	Items	Move From	Move To
1	Get funds, earmarked to come back to our community	Politics	Building Consensus
3	Lead a lot of community meetings and hear some of the complaints	Community Connection	Communication Skills
4	Find out what we're working on so that we don't duplicate efforts	Engagement and Collaboration	Clear Understanding of the Organization

Note. This table demonstrates the suggestions provided by the inter-rater reviewers regarding the initial coding table provided by the researcher.

Data Display

Data is presented and organized by research question and corresponding interview questions. Key phrases, viewpoints, or responses were grouped and sorted into common themes. Further, frequency charts were used to summarize and present data visually. In addition, a description of each theme is provided and corroborated with a participant quote found in the transcribed data. To preserve the integrity of the data and remove subjectivity of interpretation, statements and excerpts are reported verbatim. As such, it is important to note that excerpts may contain incomplete sentences. Nonetheless, the researched has made every attempt to ensure that the participants' intent is not miscommunicated. Participant quotes are reported using labels corresponding to their interview order (e.g. Participant 1 [P1], Participant 2 [P2], etc.).

Research Question 1

Research question 1 asked, "What are the obstacles and challenges faced by Hispanic leaders in the public sector?" A total of two interview questions were asked to the interview participants in order to provide an answer to research question number one. The two questions relating to RQ1 are:

1. What would you describe as the most notable obstacles and/or challenges (spoken or unspoken) you have faced as a leader of a public organization? *Follow-up — Has your ethnicity been an asset or barrier to your success?*

2. What parts of your role as a leader of a public organization do you find to be most difficult or challenging?

The responses from all interview participants for the two interview questions were analyzed for common themes that inform the overall response to research question number one.

Interview question 1. What would you describe as the most notable obstacles and/or challenges (spoken or unspoken) you have faced as a leader of a public organization? Follow-

up — Has your ethnicity been an asset or barrier to your success?

Through the analysis of all responses to interview question 1, a total of 30 obstacles and/or challenges were identified that were grouped into four common themes. The themes that emerged are as follow: (a) Building Consensus, (b) Politics, (c) Self-Identity, and (d) Staying on Course (see Figure 12).
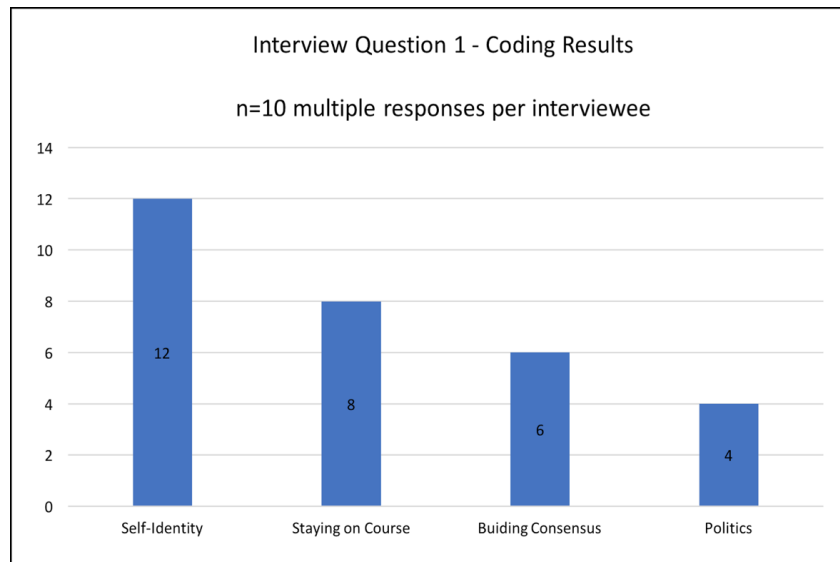

Figure 12. The most notable obstacles and/or challenges (spoken or unspoken) faced by a leaders of a public organization. The figure demonstrates the four themes that emerged from responses to interview question 1. Data is presented in decreasing order of frequency. The numbers in each theme indicate the number of times a direct or indirect statement was made by an interview participant that fell into the respective theme category.

Self-identity. Interview question 1 yielded self-identity as the most notable challenge and/or obstacle faced by a leader of a public organization. Of the 30 key phrases, viewpoints, or responses, 12 (40%) of the responses to question one were directly or indirectly related to issues of self-identity. The label of self-identity includes: the challenge and obstacle of being the first Latino in office, being the youngest, being LGBT, inherent bigotry and stereotypes, division in the Hispanic community, self-doubt, and feeling like an outsider. For example, P4 said, "Being the first Latino, being the first LGBT person, and being the youngest person ever elected, all made for three areas that I had to really work extra hard, just to make sure people gave me the opportunity to lead" (P4, personal communication, January 30, 2017).

Staying on course. The second most notable challenge and/or obstacle faced by a

leader of a public organization is staying on course. Of the 30 key phrases, viewpoints, or

responses, eight (27%) of the responses to question one were directly or indirectly related to

issues of staying on course. The label of staying on course include: the challenge of finding

one's passion and staying committed to that passion, having everyone pulling at one's

heartstrings, the challenge to continue to preserve the quality of life, the delivery of justice for

all, the responsibility to push for the goals that one is elected for, making sure there is enough

knowledge in one's decision making, and convincing others to push the issue forward. The

challenge of staying on course was expressed when P2 indicated that one of the biggest

challenges is "to make sure that I keep that passion at the forefront and that I am pushing

forward that as part of my agenda" (P2, personal communication, January 20, 2017).

Building consensus. Building consensus ranked with the same frequency as staying

on course. Building consensus was also identified as one of the most notable challenge and/or

obstacle faced by a leader of a public organization. Of the 30 key phrases, viewpoints, or

responses, six (20%) of the responses to question one were directly or indirectly related to

issues of building consensus. The label of building consensus includes these difficulties:

satisfying every constituent, not everyone agrees with one's approach, getting some of your

perspectives and proposed policies through, uniting everyone to a common goal, getting

everyone to earmark funds for a particular purpose, and working with individuals who have

similar goals yet different approaches. For example, P5 indicated, "It's difficult to build

consensus when you're on opposite sides of the spectrum politically or you see the world from

different perspectives" (P5, personal communication, February 1, 2017).

Politics. The last label indicates that politics is another notable challenge and/or

obstacle faced by a leader of a public organization. Of the 30 key phrases, viewpoints, or

responses, four (13%) of the responses to question one were directly or indirectly related to

issues of politics. The label of politics includes the challenge of constantly trying to keep up with

issues at the local, state and federal level, the inner politics that are associated with local

government, and running for office against the establishment. For example, P6 noted, "In respect to my position as the mayor pro tem I think the biggest challenge is the inner politics that are associated with local government and between colleagues" (P6, personal communication, February 8, 2017).

Interview question 1 follow-up. Has your ethnicity been an asset or barrier to your success? Overwhelmingly, 100% of respondents saw their ethnicity as an asset because it allowed them to better connect with the communities they serve. For example, P10 indicated "It's an advantage because my city is 75% Latino. It gives me the ability to connect with my community; that has been a tremendous advantage" (P10, personal communication, February 17, 2017). Similarly, 100% of respondents also saw their ethnicity as a barrier as they indicated that the challenge lies in advocating for city or county issue at the state and federal level. For example, P6 indicated that "The challenge lies in convincing others that it's not about just the Latino issue, it's about our issue, but with the Latino perspective" (P6, personal communication, February 8, 2017).

Interview question 2. What parts of your role as a leader of a public organization do you find to be most difficult or challenging? Interview question number two yielded a total of 34 key phrases, viewpoints, or responses to what leaders of public organizations perceive as the most difficult or challenging part of being a leader of a public organization. The 34 key phrases, viewpoints, or responses were analyzed and grouped into four common themes. The themes that emerged are as follow: (a) Arriving at Consensus, (b) Budget, (c) Informing the Public, and (d) Government Operations (see Figure 13).
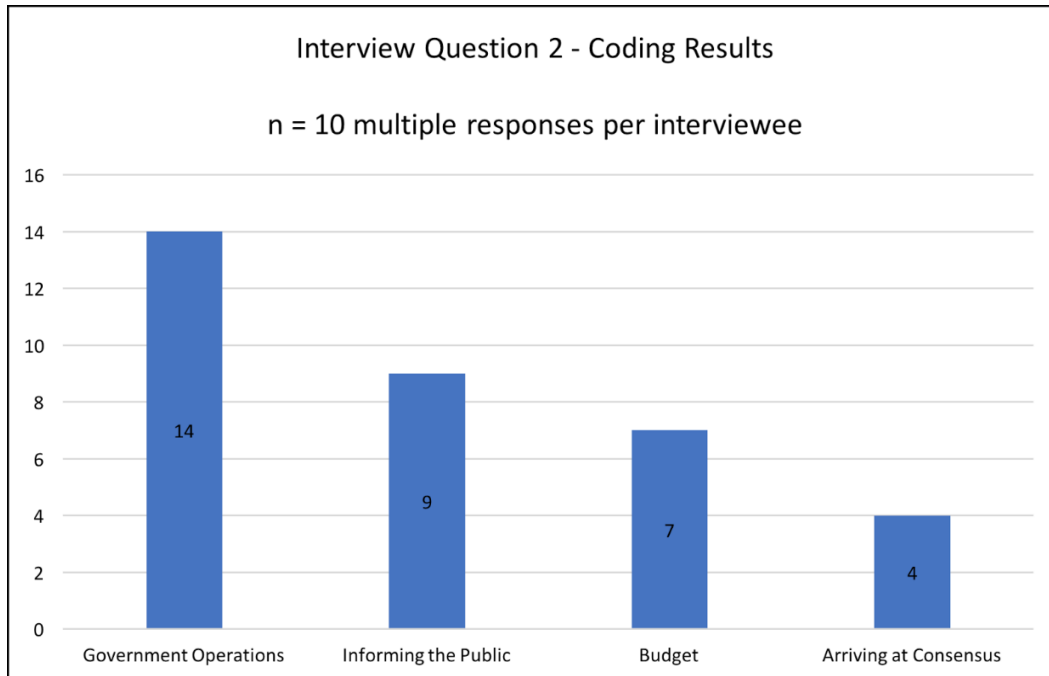
Figure 13. The most difficult or challenging part of being a leader of a public organization. The figure demonstrates the four themes that emerged from responses to interview question 2. Data is presented in decreasing order of frequency. The numbers in each theme indicate the number of times a direct or indirect statement was made by an interview participant that fell into the respective theme category.

Government operations. Interview question two identified dealing with government

operations as the most difficult or challenging part of being a leader of a public organization. Of

the 34 key phrases, viewpoints, or responses 14 (41%) of the responses to question two were

directly or indirectly related to issues of government operations. The label of government

operations includes: the challenge of having everyone (internal and external stakeholders)

asking for something, having to say no to internal or external requests, the nuances of

government operations, letting people know that government is not a business, making sure

policies are implemented correctly, advocating change without changing the essence of the

organization, the lobbying and advocacy, and maintaining stability in the government body. For

example P9 indicated, "It is very difficult to assess the situation as to what's best for the general

public as opposed to the specific interest of a certain group" (P9, personal communication,

February 13, 2017).

Informing the public. The second most difficult or challenging part of being a leader of a public organization is informing the public. Of the 34 key phrases, viewpoints, or responses, nine (26%) of the responses to question two were directly or indirectly related to issues of informing the public. The label of informing the public includes: getting people to understand how government works, informing people why a particular decision is the best choice, getting the correct information and facts out to the community, and the lack of understanding of the complex financial systems of a county or city government. The challenge of informing the public was noted by P10 as, "the most difficult thing is getting people to understand that this is a system of checks and balances." (P10, personal communication, February 17, 2017).

Budget. Dealing with budget issues ranked third in frequency as one of the most difficult or challenging part of being a leader of a public organization is informing the public. Of the 34 key phrases, viewpoints, or responses, seven (21%) of the responses to question one were directly or indirectly related to issues of budget. The label of budget includes: the challenge of delivering a solid budget every year, meeting budget objectives, meeting all budget requests, economic development, raising utility rates, and allocating funds for city infrastructure. For example, P10 indicated:

> We're going to have to raise water rates and the trash rates. They haven't been raised the way they should've been for more than 15 years. Previous councils kicked it down the road to us now. We have to do it and people are upset. They're poor. They believe it's going to impact their way of life. (P10, personal communication, February 17, 2017).

Arriving at consensus. The last label indicates that arriving at consensus is one of the most difficult or challenging parts of being a leader of a public organization. Of the 34 key phrases, viewpoints, or responses, four (12%) of the responses to question two were directly or indirectly related to issues of arriving at consensus. The label of arriving at consensus includes: the negative perspective that some people have of their city council and coming to agreement on contentious issues. For example, P10 noted that:

When you are part of a council, you're one vote in five. You have to stand up and be

strong for what you believe is right, but you have to be ready to choose your battles and

compromise when necessary, but never compromise your values. (P10, personal

communication, February 17, 2017).

Summary of research question 1. Research question one sought to identify the

obstacles and challenges faced by Hispanic leaders in the public sector. A total of two interview

questions were used to inform research question one. The two questions relating to RQ1 are:

1. What would you describe as the most notable obstacles and/or challenges (spoken or

   unspoken) you have faced as a leader of a public organization? Follow-up — Has your

   ethnicity been an asset or barrier to your success?

2. What parts of your role as a leader of a public organization do you find to be most

   difficult or challenging?

A total of eight theme were identified by analyzing key phrases, viewpoints, or responses to the

two interview questions. The eight themes include: self-identity, staying on course, building

consensus, politics, government operation, informing the public, budget, and arriving at

consensus. In addition, all interview participants saw their ethnicity both as an asset and a

barrier. They see their ethnicity as an asset because it allows them to connect with the

community but also as a barrier when advocating for issues at the state and federal level.

Research Question 2

Research question 2 asked, "What leadership strategies and practices do successful

Hispanic leaders employ in the public sector?" A total of two interview questions were asked to

the interview participants in order to provide an answer to research question 2. The two

questions relating to RQ2 are:

1. What in your education, training, work experience or personal characteristics do

   you feel best prepared you to face the challenges described earlier?

2. What leadership techniques and/or practices do you feel have helped you be

successful in leading a public organization?

The responses from all interview participants for the two interview questions were analyzed for common themes that inform the overall response to research question 2.

Interview question 3. "What in your education, training, work experience or personal characteristics do you feel best prepared you to face the challenges described earlier?" Through the analysis of all responses to interview question 3, a total of 33 key phrases, viewpoints, or responses related education, training, work experience or personal characteristics were identified as best preparing Hispanic leaders of public organization to best deal with challenges. The key phrases, viewpoints, or responses were grouped into four common themes. The themes that emerged are as follows: (a) Communication Skills, (b) Community Engagement, (c) Formal Education, and (d) Knowledge of Administration (see Figure 14).

Interview Question 3 - Coding Results

n = 10 multiple responses per interviewee
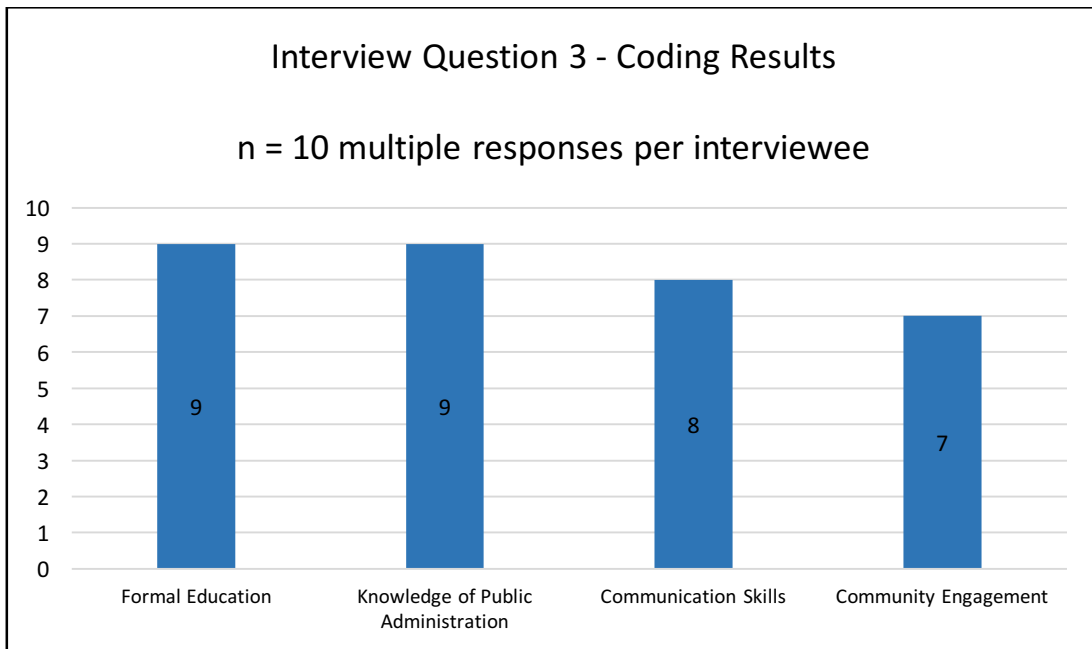
Figure 14. Skills that allow leaders of public organizations deal with challenges. The figure demonstrates the four themes that emerged from responses to interview question 3. Data is presented in decreasing order of frequency. The numbers in each theme indicate the number of times a direct or indirect statement was made by an interview participant that fell into the respective theme category.

Formal education. Formal education and knowledge of public administration ranked highest in frequency with the same number of instances. Interview participants indicated that formal education has best prepared them to face the challenges of leading a public organization. Of the 33 key phrases, viewpoints, or responses, nine (27%) of the responses to question three were directly or indirectly related to the advantages of formal education. The label of formal education includes: attending college, going to law school, obtaining a degree in public administration or urban planning, studying criminal justice, majoring in political science and obtaining and MBA. For example, P7 noted that "education in general has helped, we had lots of discussions when I was doing my masters, we had a lot of discussions on community engagement and how to get people involved" (P7, personal communication, February 9, 2017).

Knowledge of public administration. Knowledge of public administration also ranked highest in frequency with the same number of instances as formal education. Interview participants indicated that having an understanding of how public organizations functions is a skill that can help face the challenges of leading a public organization. Of the 33 key phrases, viewpoints, or responses, nine (27%) of the responses to question three were directly or indirectly related to having knowledge of how a public administration functions. The label of knowledge of public administration includes: interning with elected officials, previous work experience in the public sector prior to running for office, understanding how government works at all levels, and knowing how cities operate and how they function. For example, P3 indicated, "working internships for all my elected officials and understanding government from all levels has helped with my decision-making" (P3, personal communication, January 25, 2017).

Communication skills. Communication skills ranked third highest in frequency. Interview participants indicated that communication skill are important to face the challenges of leading a public organization. Of the 33 key phrases, viewpoints, or responses, eight (24%) of the responses to question three were directly or indirectly related to the advantages of having good communication skills. The label of communication skills includes: listening to people and

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understanding what their needs are, the ability to communicate effectively, to be out in the

community speaking with stakeholders, talking to people who are not always in agreement,

listening to constituent issues, and asking the right questions to get the correct information. For

example, P8 noted that "most of all it's just listening to the community and working well with

everybody else. Because you can have all the education in the world, but if you're not putting it

to use and you're not listening and working with others, it's not gonna work" (P8, personal

communication, February 11, 2017).

Community engagement. Community engagement ranked fourth in frequency.

Interview participants indicated that community engagement can help navigate the challenges of

leading a public organization because it helps bridge the communication gap. Of the 33 key

phrases, viewpoints, or responses, seven (21%) of the responses to question three were

directly or indirectly related to the community engagement. The label of community

engagement includes: lead a lot of community meeting to hear constituent needs, keep a world

view, build relationships with coalitions and collaboratives, and remain connected and engaged

with the community. For example, P6 noted, "I know what I believe is correct and right for what

I'm trying to accomplish, but I'm also in the mindset that if I bring people together from different

perspectives and I put it on the table, we'll definitely create a much better idea" (P6, personal

communication, February 8, 2017).

Interview question 4. "What leadership techniques and/or practices do you feel have

helped you be successful in leading a public organization?" Through the analysis of all

responses to interview question 4, a total of 29 key phrases, viewpoints, or responses related

leadership techniques and practices emerged as helping leaders be successful in leading a

public organization. The key phrases, viewpoints, or responses were grouped into four common

themes. The themes that emerged are: (a) Clear Understanding of the Organization, (b)

Communication Skills, (c) Continual Education, and (d) Engagement and Collaboration (see

Figure 15).

Interview Question 4 - Coding Results

n = 10 multiple responses per interviewee
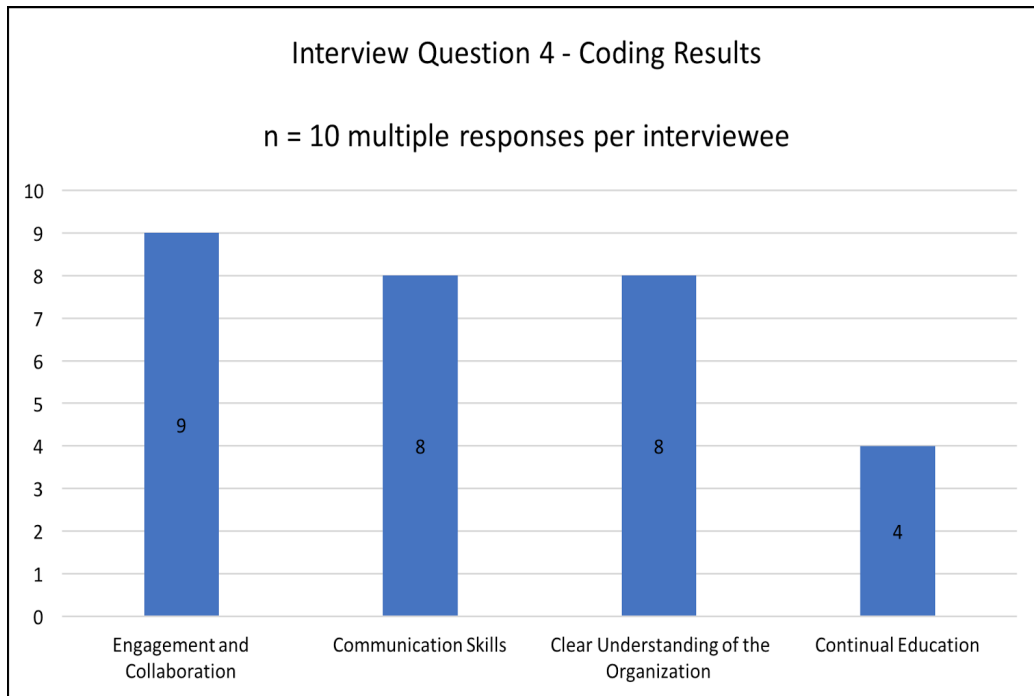
Figure 15. Leadership techniques and/or practices that help leaders of public organization be successful. The figure demonstrates the four themes that emerged from responses to interview question 4. Data is presented in decreasing order of frequency. The numbers in each theme indicate the number of times a direct or indirect statement was made by an interview participant that fell into the respective theme category.

Engagement and Collaboration. Engagement and collaboration ranked highest in frequency for leadership techniques and/or practices that help leaders of public organization be successful. Of the 29 key phrases, viewpoints, or responses, nine (31%) of the responses to question four were directly or indirectly related to engagement and collaboration. The label of engagement and collaboration includes: surrounding oneself with very able staff, seeking mutually beneficial solution, host community coffees, use anonymous suggestion boxes at community meeting, create partnerships with other organization, create lists of wants and needs with community inputs, and support and attract new business to the community. For example, P5 noted, "My reason for running for office in the first place was to get more people civically engaged. If I were to just turn my back, it would go against my core values" (P5, personal communication, February 1, 2017).

Communication Skills. Communication skills and a clear understanding of the organization ranked second highest, with the same number of frequency for leadership techniques and/or practices that help leaders of public organization be successful. Of the 29 key phrases, viewpoints, or responses, eight (28%) of the responses to question four were directly or indirectly related to communication skills. The label of communication skills includes: listening and asking questions, being inclusive, bringing people to the table to talk about the issues, being responsive even when people are against you, and practice being a community organizer at the same time as a city leader. For example, P1 indicated that "I don't believe staff works for me, I think we work together. We just all serve very different roles. I certainly want to hear what they bring to the table" (P1, personal communication, January 19, 2017).

Clear understanding of the organization. A clear understanding of the organization also ranked second highest with the same number of frequency for leadership techniques and/or practices that help leaders of public organization be successful. Of the 29 key phrases, viewpoints, or responses, eight (28%) of the responses to question four were directly or indirectly related to a clear understanding of the organization. The label of clear understanding of the organization includes: being aware of the work in the organizations to minimize duplication of efforts, ensuring that your team keeps you fully aware of what going on, and interacting with staff at all levels. For example, P7 noted, "I work to create partnerships so that we can better serve our communities and find out what we're working on so that we don't duplicate efforts" (P7, personal communication, February 9, 2017).

Continual education. Continual education ranked fourth in frequency as a leadership technique and/or practice that helps leaders of public organization be successful. Of the 29 key phrases, viewpoints, or responses, four (14%) of the responses to question four were directly or indirectly related to continual education. The label of continual education includes: being a consumer of information, being aware of regional issue, being an avid reader, and to continue educating oneself. For example, P6 indicated, "I still read self-development and leadership

books. I also read books from other successful leaders to look at what their best-practice are"
(P6, personal communication, February 8, 2017).

Summary of research question two. Research question two asked, "What leadership strategies and practices do successful Hispanic leaders employ in the public sector?" A total of two interview questions were asked to the interview participants in order to provide an answer to research question number two. The two questions relating to RQ2 are:

1. What in your education, training, work experience or personal characteristics do you feel best prepared you to face the challenges described earlier?

2. What leadership techniques and/or practices do you feel have helped you be successful in leading a public organization?

A total of eight themes were identified by analyzing key phrases, viewpoints, or responses to the two interview questions. The eight themes include: formal education, knowledge of public administration, communication skills (appearing once in each question), community engagement, engagement and collaboration, a clear understanding of the organization, and continual education.

Research Question 3

Research question 3 asked, "What are the measurements of success for Hispanic leaders in the public sector?" A total of two interview questions were asked to the interview participants in order to provide an answer to research question number three. The two questions relating to RQ3 are:

1. How do you define your success as an effective and efficient public leader?

2. How do you measure and track your success as a public leader?

The responses from all interview participants for the two interview questions were analyzed for common themes that inform the overall response to research question 3.

Interview question 1. "How do you define your success as an effective and efficient public leader?" Through the analysis of all responses to interview question 5, a total of 23 key

phrases, viewpoints, or responses were identified as to how Hispanic leaders define their

success as an effective and efficient leaders of a public organization. The key phrases,

viewpoints, or responses were grouped into four common themes. The themes that emerged

are as follow: (a) Community support, (b) Re-election, (c) Successful Collaboration, and (d)

Thriving Community (see Figure 16).
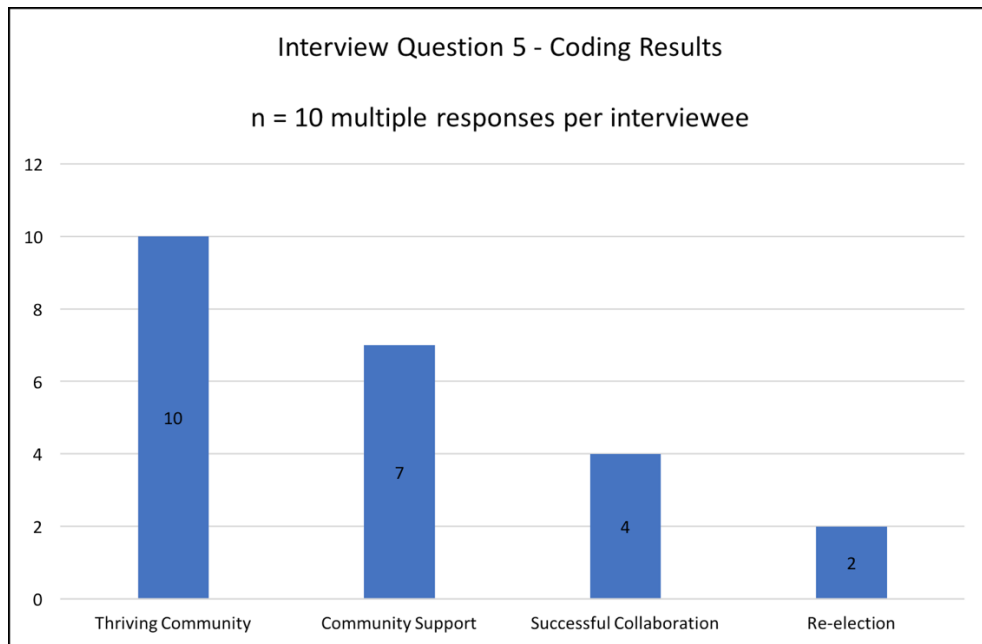
Figure 16. How Hispanic leader define their success as effective and efficient leaders of a public organization. The figure demonstrates the four themes that emerged from responses to interview question 5. Data is presented in decreasing order of frequency. The numbers in each theme indicate the number of times a direct or indirect statement was made by an interview participant that fell into the respective theme category.

Thriving community. Thriving community ranked highest in frequency for how Hispanic

leaders define their success as an effective and efficient leader of a public organization. Of the

23 key phrases, viewpoints, or responses, 10 (43%) of the responses to question five were

directly or indirectly related to thriving communities. The label of thriving community includes:

seeing business thrive, seeing reinvestment dollars coming to the county, seeing projects

completed, and bringing money to the city for infrastructure. For example, P1 indicated, "If I can

see that a business is thriving, that a family is thriving, that this community is thriving, that's

success" (P1, personal communication, January 19, 2017).

Community support. Community support ranked second highest in frequency for how Hispanic leaders define their success as an effective and efficient leader of a public organization. Of the 23 key phrases, viewpoints, or responses, seven (30%) of the responses to question five were directly or indirectly related to community support. The label of community support includes: how people feel in the community, what the editorial and newspapers are writing, and when a project satisfies the majority of the public. For example, P10 indicated that, "Success is defined by a variety of sources, including how people feel in the community" (P10, personal communication, February 17, 2017).

Successful collaboration. Successful collaboration ranked third highest in frequency for how Hispanic leaders define their success as an effective and efficient leader of a public organization. Of the 23 key phrases, viewpoints, or responses, four (17%) of the responses to question five were directly or indirectly related to successful collaboration. The label of successful collaboration includes: getting people to support projects, identifying projects and selling them as regional solutions, getting support from political leadership, and having people show up to meeting. For example, P3 noted, "Success to me have been projects. When we could identify a project and we could identify the need for it and then sell it to the public and show it as a regional solution, that's success" (P3, personal communication, January 25, 2017).

Re-election. Re-election ranked fourth in frequency for how Hispanic leaders define their success as an effective and efficient leader of a public organization. Of the 23 key phrases, viewpoints, or responses, two (9%) of the responses to question five were directly or indirectly related to re-election. The label of re-election includes: getting re-elected and being elected against the establishment. For example, P4 noted, "Success is defined by a variety of sources. It's defined by how people feel in the community. It's defined by what the editorials in the newspapers are writing. It's defined by whether you can have electoral success in the future" (P4, personal communication, January 30, 2017).

Interview question 2. "How do you measure and track your success as a public

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leader?" Through the analysis of all responses to interview question 6, a total of 16 key phrases, viewpoints, or responses were identified as to how Hispanic leaders measure and track their success. The key phrases, viewpoints, or responses were grouped into three common themes. The themes that emerged are as follow: (a) Accountability to the public, (b) Lists and Strategic Plans, and (c) The Health of the Community (see Figure 17).
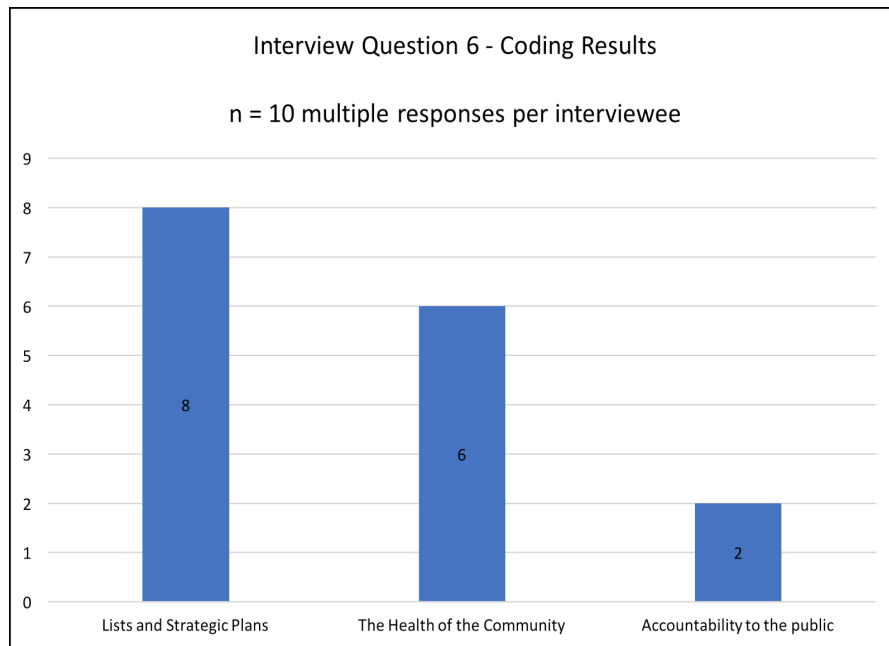
Figure 17. How Hispanic leaders measure and track their success. The figure demonstrates the four themes that emerged from responses to interview question 6. Data is presented in decreasing order of frequency. The numbers in each theme indicate the number of times a direct or indirect statement was made by an interview participant that fell into the respective theme category.

Lists and strategic plans. Lists and strategic plans ranked highest in frequency for how Hispanic leaders measure and track their success. Of the 16 key phrases, viewpoints, or responses, 8 (50%) of the responses to question six were directly or indirectly related to lists and strategic plans. The label of lists and strategic plans includes: maintaining a list, maintaining the list on campaign promises, using a whiteboard to list task and accomplishments, developing yearly strategic plans, and revising strategic goals every six months to ensure one is on task. For example, P5 noted:

We have short-term and long-term plans. Every six months we get together with a

strategic planner, and the strategic planner leads us through an exercise where we look

at our goals and our objectives. We divide them up into five or six categories, and then

under each one of those categories we have specific goals and objectives and we have

the person that's accountable for making sure they see it through. (P5, personal

communication, February 1, 2017).

The health of the community. The health of the community ranked second highest in

frequency for how Hispanic leaders measure and track their success. Of the 16 key phrases,

viewpoints, or responses, six (38%) of the responses to question six were directly or indirectly

related to the health of the community. The label of health of the community include: the quality

of life and overall happiness that citizens feel, rental occupancy, home-ownership rates,

completed projects, and sustainability of projects. For example, P1 indicated that:

The measurable is a tough one. I could look at data. I could strictly look at data. I could

look at unemployment figures. I can look at entrepreneurial investment. I can look at

export figures. I can look at jobs but that's not enough. What we truly need to look at is

the quality of life and the overall happiness that citizens feel. (P1, personal

communication, January 19, 2017).

Accountability to the public. Accountability to the public ranked third highest in

frequency for how Hispanic leaders measure and track their success. Of the 16 key phrases,

viewpoints, or responses, two (15%) of the responses to question six were directly or indirectly

related to accountability to the public. The label of accountability to the public include: making

documents public and presenting updates at council meetings. For example, P8 noted, "We

present updates at every other council meeting. I think that's a good way to hold ourselves

accountable to getting things done, and it's on paper so the public can see" (P8, personal

communication, February 11, 2017).

Summary of research question 3. Research question 3 asked, "What are the

measurements of success for Hispanic leaders in the public sector?" A total of two interview

questions were asked to the interview participants in order to provide an answer to research question 3. The two questions relating to RQ3 are:

1. How do you define your success as an effective and efficient public leader?

2. How do you measure and track your success as a public leader?

The responses from all interview participants for the two interview questions were analyzed for common themes that inform the overall response to research question number three.

A total of seven themes were identified by analyzing key phrases, viewpoints, or responses to the two interview questions. The seven themes include: thriving community, community support, successful collaboration, re-election, lists and strategic plans, the health of the community, and accountability to the public.

Research Question 4

Research question 4 asked, "Based on their experience, what recommendations would Hispanic leaders give to the future generation of Hispanic public sector leaders?" A total of two interview questions were asked to the interview participants in order to provide an answer to research question 4. The two questions relating to RQ4 are;

1. What advice or recommendations would you give to future Hispanic leaders?

2. Is there anything else you would like to add?

The responses from all interview participants for the two interview questions were analyzed for common themes that inform the overall response to research question 4.

Interview question 1. "What advice or recommendations would you give to future Hispanic leaders?" Through the analysis of all responses to interview question 1, a total of 26 key phrases, viewpoints, or responses were identified advice for future Hispanic leaders. The key phrases, viewpoints, or responses were grouped into four common themes. The themes that emerged are: (a) Continual Education, (b) Engage the Community, (c) Retain Hispanic Roots, and (d) Transformational Leadership (see Figure 18).
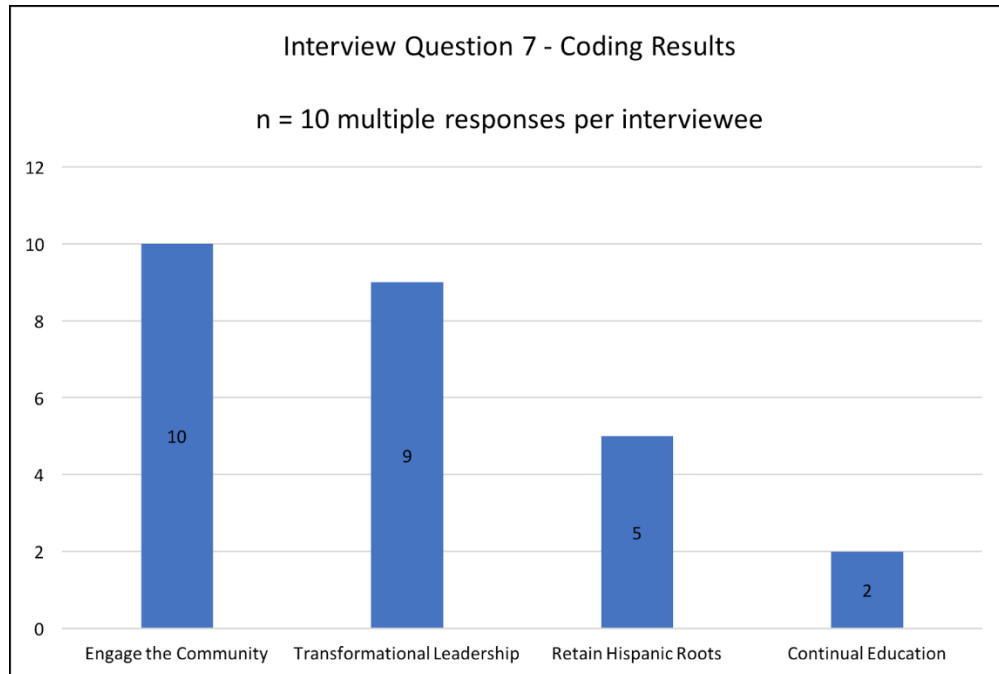
Figure 18. Advice for future Hispanic leaders. The figure demonstrates the four themes that emerged from responses to interview question 7. Data is presented in decreasing order of frequency. The numbers in each theme indicate the number of times a direct or indirect statement was made by an interview participant that fell into the respective theme category.

Engage the community. Engagement of the community ranked highest in frequency as advice for future Hispanic leaders. Of the 26 key phrases, viewpoints, or responses, 10 (38%) of the responses to question seven were directly or indirectly related to community engagement. The label of engagement of the community includes: getting involved and staying involved, knowing the community you serve, attendance to city council meetings, engage everyone, and listen to the community's needs. For example, P7 noted, "Go to planning commission meetings, go to city council meetings, and go to chamber of commerce meetings. There are so many different ways to get involved" (P7, personal communication, February 9, 2017).

Transformational Leadership. The practice of transformational leadership ranked second highest in frequency for advice for future Hispanic leaders. Of the 26 key phrases, viewpoints, or responses, nine (31%) of the responses to question seven were directly or indirectly related to transformational leadership. The label of transformational leadership includes: be generous with your time and your heart, your job is to motivate and inspire, set your

goals high, led by example, use your life perspective as a Latino to enhance the community, do something because you believe in it, stay true to your ethics, and stay true to your values not your pocketbook. For example, P10 indicated, "be close to the community; listen to their needs. Don't just do things because people say you should do it. Be really careful with your ethics and your integrity" (P10, personal communication, February 17, 2017).

Retain Hispanic roots. Retaining one's Hispanic roots ranked third highest in frequency for advice for future Hispanic leaders. Of the 26 key phrases, viewpoints, or responses, five (19%) of the responses to question seven were directly or indirectly related to retaining one's Hispanic roots. The label of retaining Hispanic roots includes: retain Spanish as a second language, be aware that the Latino community is not monolithic, don't be afraid to express your background and viewpoints, don't act like you have to fit in, and come back to your community after you get educated. For example, P7 noted, "lead by example, use your life perspectives as Latino to enhance the specific goals and objectives that you have for yourself, whether it be a city or county" (P7, personal communication, February 9, 2017).

Continual education. Continual education ranked fourth highest in frequency for advice for future Hispanic leaders. Of the 26 key phrases, viewpoints, or responses, two (8%) of the responses to question six were directly or indirectly related to continual education. The label of continual education includes: continue your education and learn how your government works. For example, P9 noted, "continue to get educated, because no matter what, they can never take our education away" (P9, personal communication, February 13, 2017).

Interview question 2. "Is there anything else you would like to add?" Through the analysis of all responses to interview question 8, a total of 16 key phrases, viewpoints, or responses were identified as additional advice provided by Hispanic leaders of public organizations. The key phrases, viewpoints, or responses were grouped into three common themes. The themes that emerged are: (a) Always continue to self-improve, (b) Be Aware of Personal Sacrifices, and (c) Engage the community (see Figure 19).
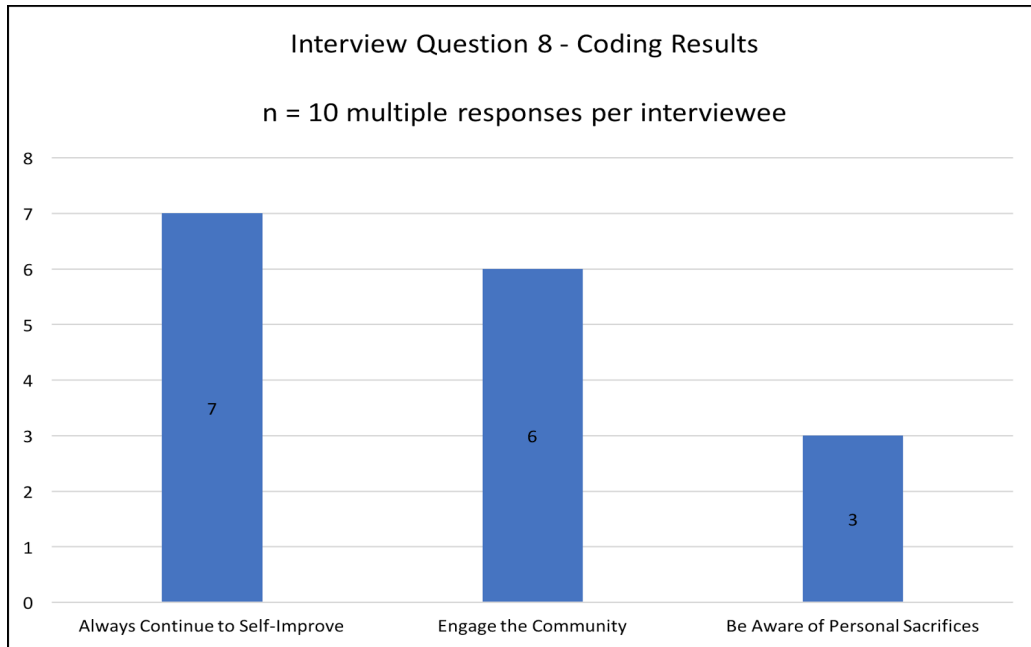
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Interview Question 8 - Coding Results

n = 10 multiple responses per interviewee

Figure 19. Additional advice provided by Hispanic leaders of public organizations. The figure demonstrates the four themes that emerged from responses to interview question 8. Data is presented in decreasing order of frequency. The numbers in each theme indicate the number of times a direct or indirect statement was made by an interview participant that fell into the respective theme category.

Always continue to self-improve. Always continue to self-improve ranked highest in frequency as additional advice provided by Hispanic leaders of public organizations. Of the 16 key phrases, viewpoints, or responses, seven (44%) of the responses to question eight were directly or indirectly related to continual self-improvement. The label of always continue to self-improve includes: seek opportunities to educate yourself, self-improve at every step you can, get the best education possible, and learn how your organization functions. For example, P2 indicated, "Be open to learning through whether it's structured leadership curriculums or through peers it's the greatest thing you could possibly do to continue to improve yourself" (P2, personal communication, January 20, 2017).

Engage the community. Engage the community ranked second highest in frequency as additional advice provided by Hispanic leaders of public organizations. Of the 16 key phrases, viewpoints, or responses, six (38%) of the responses to question eight were directly or indirectly related to engagement of the community. The label of engagement of the community

includes: continue to help your community, celebrate small successes with the community, come to the table ready to collaborate, remember the big picture when helping the community, and make sure not to make vulnerable people more vulnerable. For example, P4 noted, "Latinos have to really step up and build coalitions and find success in all areas, whether it's politics or business or anywhere else" (P4, personal communication, January 30, 2017).

Be aware of personal sacrifices. Being aware of personal sacrifices ranked third highest in frequency as additional advice provided by Hispanic leaders of public organizations. Of the 16 key phrases, viewpoints, or responses, three (19%) of the responses to question eight were directly or indirectly related to being aware of personal sacrifices. The label of be aware of personal sacrifice includes: you have to be strong but most of all your family has to be strong, being away from the family, this career is hard. For example, P9 indicated, "Probably the most difficult thing for me, personally, is my family. Being away from my family. Not seeing my family. That's been the hardest part" (P9, personal communication, February 13, 2017).

Summary of research question 4. Research question 4 asked, "Based on their experience, what recommendations would Hispanic leaders give to the future generation of Hispanic public sector leaders?" A total of two interview questions were asked to the interview participants in order to provide an answer to research question 4. The two questions relating to RQ4 are:

1. What advice or recommendations would you give to future Hispanic leaders?

2. Is there anything else you would like to add?

A total of seven themes were identified by analyzing key phrases, viewpoints, or responses to the two interview questions. The seven themes include: engage the community (one instance per interview question), transformational leadership, retain Hispanic roots, continual education, always continue to self-improve, and be aware of personal sacrifices.

Chapter 4 Summary

The purpose of this study was to identify the best practices that elected Hispanic leaders employ in the public sector that make them successful. To accomplish this task, 10 Hispanic elected official responsible for the leadership of their organization were recruited to become interview participants for the study. All participants were asked eight semi-structured interview questions designed to inform the following four research questions:

1. What are the obstacles and challenges faced by Hispanic leaders in the public sector?

2. What leadership strategies and practices do successful Hispanic leaders employ in the public sector?

3. What are the measurements of success for Hispanic leaders in the public sector?

4. Based on their experience, what recommendations would Hispanic leaders give to the future generation of Hispanic public sector leaders?

Data for this study was collected through 10 semi-structured interviews. The researcher coded the data and validated the results with the assistance of two interrater, current Pepperdine doctoral candidates. Data analysis was conducted employing the phenomenological approach explained in Chapter III. Data analysis yielded a total of 28 themes. Table 5 below provides a summary of all the themes obtained through the data analyst process. Chapter V presents a discussion of themes, implications, recommendations, and conclusions of the study.

Table 11

Summary of Themes for Four Research Questions

RQ1. Obstacles and Challenges	RQ2. Successful Leadership Strategies and Practices	RQ3. Measurements of Success	RQ4. Recommendations
Self-identity	Formal education	Thriving community	Engage the community
Staying on course	Knowledge of public administration	Community support	Transformational leadership
Building consensus	Communication skills	Successful collaboration	Retain Hispanic roots
Politics	Community engagement	Re-election	Continual education
Government operations	Engagement and collaboration	Lists and strategic plans	Always continue to self-improve
Informing the public	Clear understanding of the organization	The health of the community	Be aware of personal sacrifice
Budget	Continual education	Accountability to the public	
Arriving at consensus			

Note: This table demonstrates a summary of all the themes derived through the data analysis process.

Chapter 5: Conclusions and Recommendations

As an unintended consequence, this study validated Wilson's 130-year-old argument that public organizations need administrators who not only have the capacity to implement and manage policies but also have the knowledge and skill to educate the masses.   Further, the findings of this study pointed out that success and progress in a public organization does not happen in a vacuum. Success requires collaboration, team work, communication and a commitment from everyone to a unifying vision and goal. As a result Hispanic leaders of public organizations are faced with the same challenge that most public administrators face: to do more with less and to operate under the scrutiny of the citizens they represent (Kettle, 2009). Adding to the complexity of leading a public organization is the cultural diversity that exists within it. The success of the organization requires that its leaders have people skills, communication skills and leadership skills (Ng, 2015). The population shift of the last five decades has changed the cultural demographics and needs of the state of California. From 1970 to 2015, the Hispanic population in California increased from 16% to 39% of the state's total population. Yet the majority of public organizations in California, tasked with providing services to the population it represents, continue to be led by Non-Hispanic public administrators. The findings of this study seek to add the existing literature by identifying the challenges and obstacles that Hispanic leaders face in leading an effective organization and, most importantly, to look beyond the obstacles and challenges and identify the strategies that better help navigate the bureaucracy that sometimes stifles success in public organizations. Ultimately, this research aimed to provide a model of success that other Hispanic leaders can employ to help them lead organizations that deliver effective and efficient services. As a result, a set of skills and strategies were identified that lend to the development of a leadership model for the public sector that paves the way to success built upon best-practices and lessons learned from successful leader. This chapter introduces a leadership model for the public

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sector and its application, as well as providing a discussion on the conclusions and recommendations of the study. The chapter begins by providing a summary of the study as well as a restatement of the purpose of the study. The chapter then follows with a discussion of the findings, additional recommendations for future research, and concludes with the researchers final thoughts regarding the study.

Summary of the Study

The purpose of this study was to determine the best practices that Hispanic leaders employ to make them successful in leading a public organization. Guided by the literature review, four research questions and eight open-ended interview questions were developed to inform this study. The study was designed as a qualitative study utilizing a phenomenological approach. The research employed a phenomenological approach because as Creswell (2008) indicates "a phenomenological approach describes the common meaning for several individuals of their lived experiences of a concept or a phenomenon" (p. 76).

Participants for this study were identified through the NALEO National Directory of Latino Elected Officials 2015. A purposive sample of 10 participants were identified for this study. Participants were in the age range of 34 to 65, of Hispanic descent, at minimum possess a bachelor's degree, and currently provide direct or indirect leadership to a public organization in their role as a U.S. representative, state official, state senator, state representative, county official, municipal officer, judicial and/or law enforcement official, education/school board member, or special district official in California. In addition, criteria for maximum variation was used to include; (a) male and female participants, (b) participants from various Hispanic backgrounds, and (c) participants from different public organizations.

Data collection for the study was done through semi-structured interviews with 10 participants. Participants were asked eight open-ended questions that were developed and validated through an interrater and validity procedure. The reliability and validity of the data collection instrument was obtained through the following three-step process: (a) prima facie

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validity, (b) peer-review validity, and (c) expert review. Data collected through the interviews were audio recorded and transcribed to Word documents. The data were then analyzed and coded to determine common themes. Validation of the codes and themes was accomplished through an interrater review procedure. As a result of the interrater review process, three edits were made to the initial codes as reported in Chapter V. Last, the finding of the study were summarized and displayed in bar charts that tabulate and report the number of key phrases, viewpoints, or responses that fell under a particular theme.

Discussion of the Findings

The finding of this study are intended to identify the best-practices that Hispanic leaders employ to make them successful in leading a public organization. The following section provides further discussion of the findings and themes that were derived from the interview responses. Further, the finding are compared to the existing literature to determine whether the results agree, negate or add to the existing body of knowledge.

Results for research question one. Research question one asked, "What are the obstacles and challenges faced by Hispanic leaders in the public sector?" An analysis of the responses and themes derived indicate that the most notable challenges and obstacles faced by Hispanic leaders in the public sector center around the following four areas:

- The lack of cultural diversity in government and the challenges that come with being Latino, young, or LGBT.
- The challenges that come with being the first Latino to be elected into office in communities that historically have not had Hispanic elected officials.
- Creating success while navigating the nuances of government and politics.
- The challenges that come with building and arriving at consensus.

Discussion of research question one. The findings to research question one indicate that for many Hispanics, the most notable challenge and or obstacle is the lack of diversity in public government and the challenges that come with being first. As such, the challenge of

assimilating and fitting in with peers becomes more difficult because Hispanics do not fit the profile of a typical elected official. As Davis (1997) indicates, "The Latino population is not well understood in the United States, partly because of its small number of nationally recognized leaders. For these and other reasons, leadership is a crucial component for the population" (p. 227). The lack of representation further cements the need for future Hispanic leaders to build upon the current success of others in order to create a path for future generations. Similarly, the lack of diversity creates a gap in mentorship and role models from whom Hispanic leaders can benefit and learn from. For many Hispanics, leadership training for the public sector is limited to involvement in community-based organizations (CBOs) or Latino student organizations in colleges and universities (Davis, 1997). As shown by the literature, for many Latinos, exposure to leadership training is restricted to the college student organizations or to community work done with CBOs.

Another notable challenge that arose from the research finding is the challenge of creating success while navigating the nuances of government institutions. The challenges expressed by the interview participants align with the current literatures criticism of current bureaucracies that stifle and slow down progress and success in public organizations. Starling (2005) indicates that public organizations are designed to have a division of labor based on functional specialization; well-defined hierarchy of authority; a system of rules covering the rights and duties of employees; a system of procedures for dealing with work situations; and promotion and selection based on technical competence. As a result of such a strict and defined framework, bureaucratic agencies have been criticized for stifling and slowing down progress due to: (a) a low capacity for innovation, as the focus is on performance not problem solving, (b) low-levels of knowledge sharing, and (c) hierarchical structures that lend themselves to vertical silos of communication (Starling, 2005). The finding from this study suggest that leaders need to have a clear interesting of how public organization function if they wish to be successful.

Results for research question two. Research question two asked, "What leadership strategies and practices do successful Hispanic leaders employ in the public sector?" An analysis of the responses and themes derived indicate that the leadership strategies and practices that Hispanic leaders employ to make them successful center around the following three areas:

- Having a clear understanding of how the organization is structured and functions, as well as having knowledge of the political system and an understanding of the field of public administration.
- Success as a leader of a public organization requires collaboration, communication skills, and continual engagement of internal and external stakeholders.
- Success as a leader requires formal education and a continual pursuit of education thought one's life.

Discussion of research question two. The purpose of this study was to identify the best practices that Hispanic leaders employ to make them successful in leading a public organization. Research question two specifically focuses on identifying the strategies and practices that Hispanic leaders currently employ to make them successful. The findings to this question suggest that a successful career as a leader of a public administrator requires an in-depth understanding of the field of public administration either through formal education or trainings in the field. Through this study, the researched noted that for many small cities in California, the leadership position is a part-time job. California has 58 counties and 482 cities, of which only a small percentage have elected leadership who work full-time in their role as a leaders of public organization. Many elected official (70% of participants in this study) all have a full-time career and serve as an elected official on a part-time basis.

Management, leadership, and public administration are all complex fields on their own. Yet, those who decide to run for office and charged with leading the success of the

country, state, county, or city are not always necessarily trained in public administration or leadership. The field of public administration was founded upon the idea of scientific management, administrative theory, bureaucratic management and civil service rules that have all contributed to creating the public administrations that we have come to know as bureaucratic agencies. These agencies are designed to build, maintain, and expand a community infrastructure by passing and enforcing policies, rules, and regulations that improve the economy, stimulate, business, provide safety to a community, and deliver public services. Yet, many of whom are charged with leading a public organization don't have the formal training and background necessary to understand the complexity and nuance of leading a public organization. The findings of this study suggest that a clear understanding of public administration is required to successfully lead in this field.

Results for research question three. Research question three asked, What are the measurements of success for Hispanic leaders in the public sector? An analysis of the responses and themes derived indicate that Hispanic leaders in the public sector measure success around the following three areas:

- The overall economic health and well-being of the community; and the quality of life of the constituents they serve.
- The amount of engagement and collaboration in defining the wants, needs, and future direction of the community.
- The ability to be re-elected and continue to serve as an elected official.

Discussion of research question three.

Popular opinion suggests that the main motivator and measure of success for an elected official has to do with his/her ability and desire to be re-elected. Although re-election was one of the main themes derived from the findings, it is interesting to note that it ranked last as a measure of success for many of the Hispanic elected officials who participated in this study. More importantly, given that for the majority (70%) of the elected officials who participated in this

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study holding office is a part-time job with full-time expectations, the question arises as to why do people choose to take on such a high profile job and continue to seek re-election? As noted by one of the participants, for him/her, the primary motivator and measure of success was the satisfaction that is derived from increasing the quality of life in the community they represent. According to a NALEO Educational Fund (2015) survey, 1,377 elected position were held by elected officials of Hispanic descent in the state of California in 2015. Of the 1,377 positions held, only a small percentage of those positions are high profile and full-time positions. For the majority, holding office and leading the success of their community is a part-time job. Given that for many Hispanic leaders, holding office is a part-time position, many would benefit from training and mentoring programs that provide community engagement and communication skills that create and generate success in bureaucratic organizations.

As indicated by the data, successful collaboration and community engagement ranked as a measurement of success for leaders of public organizations. Of the 39 key phrases, viewpoints, or responses obtained from interview question five and six, 13 (33%) had to do with measuring success through effective collaboration and community engagement. Consequently, participants in the study indicated that another measure of success, the health of the community, is directly impacted by how well he/she is able to collaborate and engage the community. It is interesting to note that community engagement and collaboration was identified as a measure of success in this study as the findings corroborate the shift in public administration from the traditional tenets of public administration to the ideas of new public management. As Osborne and Gaebler (1992) indicate, the ideas of the new public management push for governments that need to be more mission-driven, results-oriented, community-owned, and market oriented.

Results for research question four. Research question four asked, Based on their experience, what recommendations would Hispanic leaders give to the future generation of Hispanic public sector leaders? An analysis of the responses and themes derived indicate that

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future Hispanic leader recommendations focus around the following three areas:

- The use of transformational leadership skills to empower and engage the community.

- For Hispanic leaders to retain and leverage their Hispanic roots and culture.

- To be aware of the personal sacrifices that come with choosing to be a public leader.

- Continue to pursue knowledge and education as it helps inform decision-making.

Discussion of research question four.

Chapter two provides a discussion of the bases of power and the leadership theories that impact public administration. Through the review of the literature, it was noted that the hierarchical and bureaucratic structure of public administrations lend themselves for a culture that relies on positional and legitimate power. Yet, the shift away from the tenets of traditional public administration to the ideas of new public management and new public service require that leaders use transformational leadership skills that leverage expert and referent power to engage the community and create success. Denhardt and Denhardt (2007) indicate that the new public services seek to integrate democracy back into public administration by "serving citizens not customers, seeking public interest, valuing citizenship over entrepreneurship, thinking critically and acting democratically, recognizing that accountability is not simple, emphasizing service over steering, and valuing people not just productivity" (pp. 43-44).

In reviewing the findings to research question four, it is interesting to note that 25 (59%) of the 42 key phrases, viewpoints, or responses obtained from interview question seven and eight provided advice with leadership characteristics related to transformational leadership. Northouse describes four factors that transformational leadership utilizes to make transformational leadership effective. The four factors as described by Northouse (2013) are idealized influence, inspirational motivation, intellectual stimulation, and individualized consideration. These factors require public administration leaders to embrace the tenets of

transformational leadership to empower employees, partners and citizens to achieve the mission and goals that public organizations have been tasked with.

The other notable finding to this research question is the emphasis that interview participants placed on making sure future leaders are aware of the personal and family sacrifices that come with choosing to lead a public organization as an elected official. As noted by the findings in research question three, for the majority of elected officials, their role as a leader of a public organization is done in conjunction with a full -time career and family obligations. Although many receive some compensation for their work as well as other tangible and intangible benefits from holding public office, for many the price of holding office comes at the expense of personal and family sacrifice.

Implications of the Study

The aim of this study was to identify the effective leadership practices that Hispanic leaders employ to obtain success, and consequently identifying the components that make up the rubric of success in a public organization. As public organizations work to meet their mission and goals, their leaders require leadership skills that enable them to navigate the complex structure that is a public organization. Whether the organization functions under the traditional public administration model or functions under the tenants of new public management or new public service, those responsible for leading public organizations require leadership skills equal to the task at hand. As such, the findings of this study can be used by universities with public administration and organizational leadership programs to develop or revise curriculum that incorporate the proven best-practices identified in this study. In addition, public organizations can use the findings to development leadership training materials and mentoring programs that are built upon the proven success of current leaders. Last, the findings can be used to develop a consulting and mentoring practice that leverages proven success strategies of Hispanic leaders focusing on empowerment, community engagement, and transformational leadership skills.

As a result of this study a set of skills and strategies for success were identified that allowed for the development of leadership model for the public sector. The leadership model has four primary components; (a) Building Success, (b) Institutional Knowledge, (c) Measuring Success, and (d) Personal Leadership (see figure 20). The four components of the leadership model form the foundation for building, maintaining and measuring success in a public organization. Each component has a set of skills that create success; but it is the cumulative effect of all skills working in unison that generate long lasting success. Similarly, maintaining success requires leaders to constantly assess and adapt to the complexities of the organization. This requires that leaders view and utilize the model as a cyclical process and not a linear one.
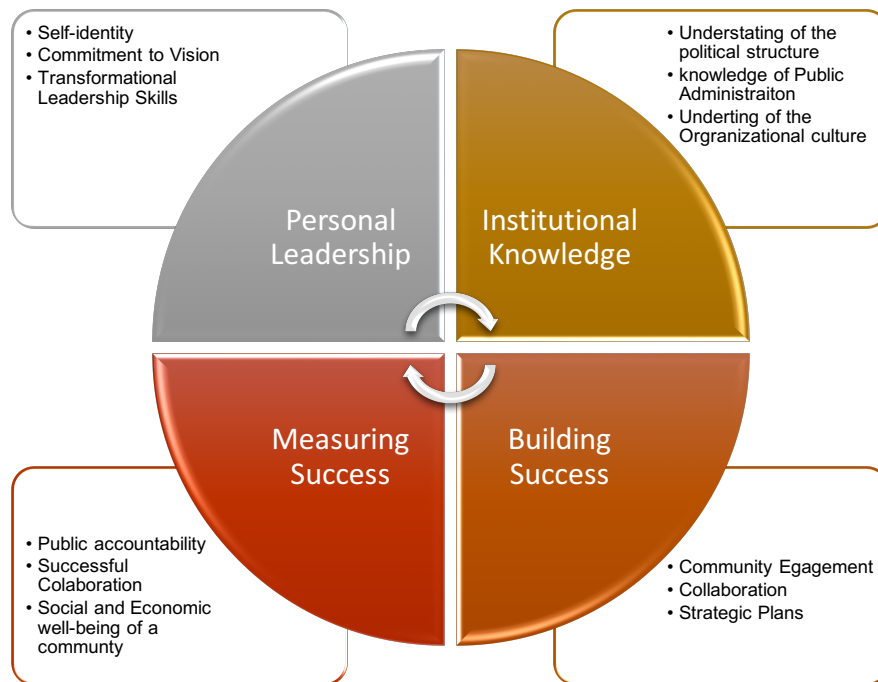

Figure 20. Leadership model for the public sector, created by the author.

This model provides the foundation for developing leadership training material that focuses four core key components. For the personal leadership component, training material would focus on developing leadership skills that help Hispanic leaders better understand oneself, development of a vision, and the skills to empower and invigorate others to work

towards a common goal. The institutional knowledge component of the model would focus on developing skills that increase a leader's understanding of the political structures and forces that shape and impact a public administration. In addition, it would provide leaders with the skills required to understand the different elements that influence the culture an organization. Last, the training materials will focus on developing skills that build and measure success in a public organization. Under these two components, training material will focus on developing communication, engagement, and collaboration skills. Similarly, leaders will be provided with the skills required to develop and execute successful strategic plans. Integral to the successful execution of a strategic plan is the infusion of tracking measure for success. Build upon the best-practices identifies in this study, leaders will be introduced to the value of utilizing accountability to the public, successful collaboration, and the well-being of a community as key markers of success for a public organization. The toolkit developed through this leadership model has the potential of influencing current and potential Hispanic public leaders. Consequently, the toolkit has practical applications in public organization human resource employee development departments, universities with public administration programs, and consulting and mentoring programs that seek to empower current and future Hispanic leaders with tools for success.

Public administration and organizational leadership programs. The theme of education arose multiple times throughout this study. In multiple interviews, participants indicated that integral to their success was their ability to leverage their education in public administration to drive success in their organizations. As such, public administration program can utilize the findings of this study to revise their curriculum to include courses that enhance communication skills and provide students with the skills necessary to build and lead effective coalitions. The shift of public administration to a more decentralized form of government that calls for more community engagement and ownership requires that its leaders be equipped with the skills necessary to engage and empower its citizens. This process requires that leaders

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embrace transformational leadership skills that influence, motivate, intellectual stimulate, and empower people to a greater cause. Universities and colleges with public administration programs can utilize these finding to create curricula that provide students with the skills outlined in this study to best prepare them for success when they leave the college campus.

Leadership training and mentoring programs. The finding of this study may also be used to inform and develop leadership training and mentoring programs in public organizations. Both large and small jurisdictions have human resource departments that are responsible for seeking and retaining talent. As part of their recruitment and retention strategy, public organizations can use the findings of this study as markers of effective skills, knowledge, and abilities of an effective leader of a public organization. As an implementation strategy, jurisdictions can create short training programs for their leaders that focus on building consensus, community engagement, measurements of success, and leadership skills.

Consulting and mentoring practice. The findings of this study did not only identify the best practices that Hispanic leaders of public organization employ, but also the lack of Hispanic representation in local government and the lack of formal training that is available to Hispanic leaders. As such, the findings of this study pave the way for creating a consulting and mentoring practice that is evidence-based and geared to help the Hispanic community prepare current and future leaders succeed in public organizations. Census data indicates that the number of Latinos in California has risen in the last four decades, and that the upward trend is expected to continue during the next few decades. Nonetheless, Latino representation in government, when compared to total population, is only a fraction of what it should be if the measure for effective representation is a government body that is reflective of the people it serves. This gap in representation provides an opportunity for a consulting firm to provide training and mentoring to Hispanics seeking public office so they can be armed with the right skills to lead an organization effectively from day one. As Nieto (2007) indicates, Latinos need to recognize the effectiveness of their collective organizational capacities to create change

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through mentoring and knowledge sharing.

Study Conclusion

        The researcher began this study with the desire to add to the existing body of literature in public administration by seeking exemplary Hispanic leaders of public administrations and identifying the best practices that make them successful. To accomplish this task, the researched had to bracket his own biases and perspectives as a Hispanic and as an employee of the public sector. Through the process of 10 interviews, the researcher was able to code and analyze eight open-ended interview questions that informed four research questions all designed to identify the most notable challenges and obstacles that Hispanic leader face in their role as leaders and identify the best practices that make them successful. As a result, the following six key findings were identified:

1. Major challenges for Hispanic leaders of public organizations include the lack of cultural diversity in government, the challenges that come with being Latino, young, or LGBT, and being the first Latino to be elected into office in communities that historically have not had Hispanic elected officials.

2. Having a clear understanding of how the organization is structured and functions, as well as having knowledge of the political system and an understanding of the field of public administration helps create success.

3. Success as a leader of a public organization requires collaboration, communication skills, and continual engagement of internal and external stakeholders.

4. Success is measured by the overall economic health and well-being of the community and the quality of life of the citizens served.

5. Success in a public organization requires that leaders use transformational leadership skills to empower and engage stakeholders and the community.

6. Hispanic leaders need to retain and leverage their Hispanic roots and culture, and to be aware of the personal sacrifices that come with choosing to be a public leader.

Recommendations for Future Research

The purpose of this study was to determine the best practices that Hispanic leaders employ to make them successful in leading a public organization. In the process of answering this question, other questions arose that provide the opportunity for future studies and dissertations. For example, future researchers can contribute to the existing body of knowledge by conducting studies that focus on the following:

1. A study that seeks to identify the motivation factors and leadership characteristics of individuals who seek public office. For example, Paarlberg & Lavigna (2010), conducted research that sought to identify "how managers can harness the positive aspects of public service motivation to enhance employee and organizational performance and outlines strategies that can help managers incorporate public service motivation values across management systems." (p. 710).

2. A study that examines the tangible and intangible rewards of individuals who hold leadership positions in public organization. For example, Jin (2013), used data from the International Social Survey Program (ISSP) on Work Orientation modules that examined the effects of public service motivation and found that extrinsic rewards are positive and significant predictors of choosing to work in the public sector. A study on this topic can further add to the existing body of literature by focusing on the factor that influence minorities.

3. A study that seeks to determine if different leadership best practices exist between leaders of small and large jurisdiction. For example, Blom-Hansen, Houlberg, & Serritzlew (2014) conducted research that evaluate the argument on economies of scale and the effect on the economic costs of running different size political systems. A study on this topic can add to the body of literature by identifying the best-practices and skills required to be successful in small and larger political systems.

A comparative analysis that seeks to determine if different leadership best practices exist among leaders of public organizations of different ethnic groups. For example, Pitts (2007) conducted research that sought to identify the how ethnic diversity in school systems impact the organization as a whole. A study on this topic can further unpack and add to the body of literature by identify the best-practices that different minority groups contribute to make the organization better.

Final Thoughts

In his 1887 essay, "The Study of Administration," Woodrow Wilson discussed the need for public administrators who not only have the capacity to implement and manage policies; but also have the knowledge and skill to educate the masses on what is correct and just (Wilson, 1887). In the 130 years since Wilson published his seminal essay, the field of public administration has expanded while embracing the ideas of scientific management, administrative, and management theory. Embracing these ideals contributed to the development of the traditional public administration, new public management, and new public service philosophies of managing and leading a public organization. This study sought to identify the best practices that current Hispanic leaders employ in public organizations to make them successful. As result, this study identified the use of collaboration, consensus building, and communication skills as valuable strategies and practices to generate success in a public organization. As an unintended consequence, this study validated Wilson's 130-year-old argument that public organizations need administrators who not only have the capacity to implement and manage policies but also have the knowledge and skill to educate the masses. Further, the findings of this study pointed out that success and progress in a public organization does not happen in a vacuum. Success requires collaboration, team work, communication and a commitment from everyone to a unifying vision and goal. Integral to the success of a public leader is his ability to bring multiple diverse ideas to the table and leverage his or her skills to arrive at the best possible solution given the circumstance and resources

available. It is the researchers hope that even in some small way, the finding of these study

contributes and expands the growing body of knowledge in the field of public administration.

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Appendix A

IRB Approval Notice

PEPPERDINE

Pepperdine University
24255 Pacific Coast Highway
Malibu, CA 90263
TEL: 310-506-4000

NOTICE OF APPROVAL FOR HUMAN RESEARCH

Date: December 22, 2016

Protocol Investigator Name: Jose Garcia

Protocol #: 16-09-379

Project Title: LEADERSHIP BEST PRACTICES OF HISPANIC LEADERS IN PUBLIC ORGANIZATIONS

School: Graduate School of Education and Psychology

Dear Jose Garcia:

Thank you for submitting your application for exempt review to Pepperdine University's Institutional Review Board (IRB). We appreciate the work you have done on your proposal. The IRB has reviewed your submitted IRB application and all ancillary materials. Upon review, the IRB has determined that the above entitled project meets the requirements for exemption under the federal regulations 45 CFR 46.101 that govern the protections of human subjects.

Your research must be conducted according to the proposal that was submitted to the IRB. If changes to the approved protocol occur, a revised protocol must be reviewed and approved by the IRB before implementation. For any proposed changes in your research protocol, please submit an amendment to the IRB. Since your study falls under exemption, there is no requirement for continuing IRB review of your project. Please be aware that changes to your protocol may prevent the research from qualifying for exemption from 45 CFR 46.101 and require submission of a new IRB application or other materials to the IRB.

A goal of the IRB is to prevent negative occurrences during any research study. However, despite the best intent, unforeseen circumstances or events may arise during the research. If an unexpected situation or adverse event happens during your investigation, please notify the IRB as soon as possible. We will ask for a complete written explanation of the event and your written response. Other actions also may be required depending on the nature of the event. Details regarding the timeframe in which adverse events must be reported to the IRB and documenting the adverse event can be found in the *Pepperdine University Protection of Human Participants in Research: Policies and Procedures Manual* at community.pepperdine.edu/irb.

Please refer to the protocol number denoted above in all communication or correspondence related to your application and this approval. Should you have additional questions or require clarification of the contents of this letter, please contact the IRB Office. On behalf of the IRB, I wish you success in this scholarly pursuit.

Sincerely,

Judy Ho, Ph.D., IRB Chair

Appendix B

Interview Recruitment Phone Script

Good morning/afternoon <Potential participant Name>,

My name is Jose Carlos Garcia and I am a doctoral candidate at the Graduate School of

Education and Psychology at Pepperdine University. I am currently working on my dissertation

entitled LEADERSHIP BEST PRACTICES OF HISPANIC LEADERS IN PUBLIC

ORGANIZATIONS.

The purpose of this study is to determine the best-practices that Hispanic leaders employ to

make them successful in leading a public organization. This study consists of 8 open-ended

interview questions that will focus on identifying the successes and challenges that current

Hispanic leaders have experienced in their leadership roles. I am seeking out participants to

help me in this qualitative research study. Based upon specific qualifying criteria, I have

determined that you would be an excellent participant for this study. The interview will take

approximately 45-60 mins and was conducted in-person at a location of your choosing.

Would you be interested in participating in this study?

If yes, thank you for your interest, what will follow next is setting an interview date, time, and

location. Approximately one week before the interview, I will provide you a copy of the interview

questions for review.

If no, Thank you for your time and your consideration. Have a great day!

Appendix C

Interview Recruitment E-mail Script

Good morning/afternoon <Potential Subject Name>,

My name is Jose Carlos Garcia and I am a doctoral candidate at the Graduate School of Education and Psychology at Pepperdine University. I am currently working on my dissertation entitled LEADERSHIP BEST PRACTICES OF HISPANIC LEADERS IN PUBLIC ORGANIZATIONS.

The purpose of this study is to determine the best-practices that Hispanic leaders employ to make them successful in leading a public organization. This study consists of 8 open-ended interview questions that will focus on identifying the successes and challenges that current Hispanic leaders have experienced in their leadership roles. I am seeking out participants to help me in this qualitative research study. Based upon specific qualifying criteria, I have determined that you would be an excellent participant for this study. The interview will take approximately 45-60 mins and will be conducted in-person at a location of your choosing.

If you are interested in participating in this study, please let me know and we can begin the process of providing you with and informed consent form and setting-up an interview date, time, and location. Also, please note that approximately one week before the interview, I will provide you a copy of the interview questions for review.

Thank you for your time and your consideration. I look forward to hearing from you.

Jose C. Garcia
Doctoral Candidate
Pepperdine University, GSEP

Appendix D

Interview Questions

Interview Question 1: What would you describe as the most notable obstacles and/or challenges (spoken or unspoken) you have faced as a leader of a public organization? *Follow-up - Has your ethnicity been an asset or barrier to your success?*

Interview Question 2: What parts of your role as a leader of a public organization do you find to be most difficult or challenging?

Interview Question 3: What in your education, training, work experience or personal characteristics do you feel best prepared you to face the challenges described earlier?

Interview Question 4: What leadership techniques and/or practices do you feel have helped you be successful in leading a public organization?

Interview Question 5: How do you define your success as an effective and efficient public leader?

Interview Question 6: How do you measure and track your success as a public leader?

Interview Question 7: What advice or recommendations would you give to future Hispanic leaders?

Interview Question 8: Is there anything else you would like to add?

Informed Consent Form

PEPPERDINE UNIVERSITY
(School Affiliation)

INFORMED CONSENT FOR PARTICIPATION IN RESEARCH ACTIVITIES

**LEADERSHIP BEST PRACTICES OF HISPANIC
LEADERS IN PUBLIC ORGANIZATIONS**

You are invited to participate in a research study conducted by Jose Carlos Garcia, MPA and Farzin Madjidi, Ed.D. at Pepperdine University, because you are a Hispanic Leader of a Public Organization. Your participation is voluntary. You should read the information below, and ask questions about anything that you do not understand, before deciding whether to participate. Please take as much time as you need to read the consent form. You may also decide to discuss participation with your family or friends. If you decide to participate, you will be asked to sign this form. You will also be given a copy of this form for you records.

PURPOSE OF THE STUDY

The purpose of this research is to look beyond these fundamental skills, and closely examine the best-practices that Hispanic leaders employ to effectively lead an organization. To accomplish this task, this research will seek and interview exemplary Hispanic leaders who have successfully lead an organization. Through their interviews this research will discern the best-practices employed by them that contribute to their success. In addition, this research aims to identify the challenges and obstacles that Hispanic leaders face in leading an effective organization. Most importantly, this research will look beyond the obstacles and challenges and identify the strategies that better help maneuver the bureaucracy that sometimes stifles success in public organizations. Ultimately, this research will provide a model of success that other Hispanic leaders can employ to help them lead organizations that deliver effective and efficient services.

STUDY PROCEDURES

If you volunteer to participate in this study, you will be asked to:

1. Review the provided interview questions.
2. Review the informed consent form.
3. Answer the 8 qualitative interview questions.
4. Review and approve your responses to the interview questions after your responses have been transcribed.

POTENTIAL RISKS AND DISCOMFORTS

The potential and foreseeable risks associated with participation in this study include no more than minimal risk. Possible risks for participating in the study include, but are not limited to;

1. Potential Breach of Confidentiality

2. Potential risk to reputation
3. Self-Efficacy; Boredom; Fatigue; and Negative Self Reflection.

POTENTIAL BENEFITS TO PARTICIPANTS AND/OR TO SOCIETY

While there are no direct benefits to the study participants as this is a qualitative study, your responses will be used as data for a doctoral dissertation focusing on identifying leadership best-practices of Hispanic leaders of public organizations. Additionally, this information will help in educate future Hispanic leaders on the best practices to navigate and successfully manage public organizations.

PAYMENT/COMPENSATION FOR PARTICIPATION

You will receive $10 Starbucks gift card for your time. You do not have to answer all of the questions in order to receive the card. The card will be given to you at the conclusion of the interview.

CONFIDENTIALITY

I will keep your records for this study confidential as far as permitted by law. However, if I am required to do so by law, I may be required to disclose information collected about you. Examples of the types of issues that would require me to break confidentiality are if you tell me about instances of child abuse and elder abuse. Pepperdine University's Human Subjects Protection Program (HSPP) may also access the data collected. The HSPP occasionally reviews and monitors research studies to protect the rights and welfare of research subjects.

The data was stored on a password-protected computer in the principal investigator's place of residence. The data will be stored for a minimum of three years. The data collected will be transcribed and coded by for validity and reliability purposes. Upon an initial coding taking place, the data will then be provided to two carefully selected doctoral peer reviewers with a similar amount of training and preparation for conducting qualitative research. They will also code the information based on what they hear from the audio interview. Their coding will be used as comparison to the researcher to ensure the accuracy of what is interpreted from your provided commentary. Upon concluding the data gathering, this information will be provided to the principal investigator and any evidence deleted from their computers. You will then be provided a copy of the transcribed notes and coding to verify the information determined from the recordings. Upon your approval this information will be used all or in part of the findings section of the dissertation.

PARTICIPATION AND WITHDRAWAL

Your participation is voluntary. Your refusal to participate will involve no penalty or loss of benefits to which you are otherwise entitled. You may withdraw your consent at any time and discontinue participation without penalty. You are not waiving any legal claims, rights or remedies because of your participation in this research study.

ALTERNATIVES TO FULL PARTICIPATION

The alternative to participation in the study is not participating or completing only the items which you feel comfortable.

EMERGENCY CARE AND COMPENSATION FOR INJURY

If you are injured as a direct result of research procedures you will receive medical treatment; however, you or your insurance will be responsible for the cost. Pepperdine University does not provide any monetary compensation for injury.

INVESTIGATOR'S CONTACT INFORMATION

I understand that the investigator is willing to answer any inquiries I may have concerning the research herein described. I understand that I may contact Dr. Farzin Madjidi, if I have any other questions or concerns about this research.

RIGHTS OF RESEARCH PARTICIPANT – IRB CONTACT INFORMATION

If you have questions, concerns or complaints about your rights as a research participant or research in general please contact Dr. Judy Ho, Chairperson of the Graduate & Professional Schools Institutional Review Board at Pepperdine University 6100 Center Drive Suite 500 Los Angeles, CA 90045, 310-568-5753 or gpsirb@pepperdine.edu.